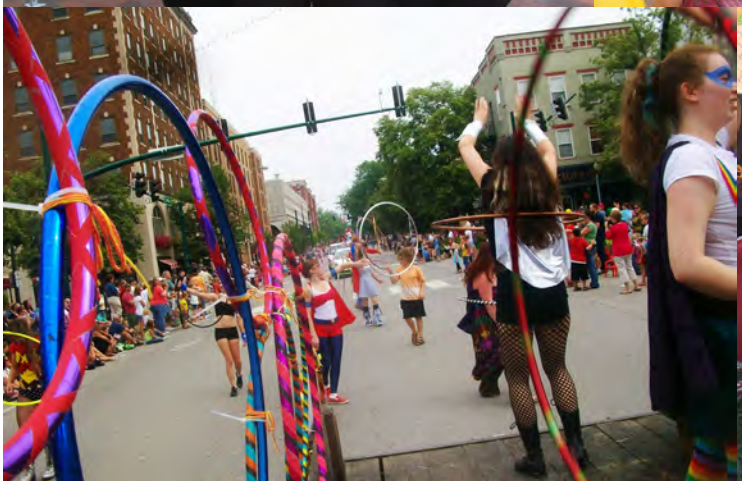
City of Bloomington Comprehensive Plan



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introduction & executive summary

Purpose of the Bloomington Comprehensive Plan

The Bloomington Comprehensive Plan is the city's long-range plan for land use and development. It is a set of goals, policies, maps, illustrations, and implementation strategies that state how the City of Bloomington should address development: physically, socially, and economically. This is the third edition of the City's comprehensive plan; it renames and replaces the Growth Policies Plan of 2002, which in turn replaced the Growth Policies Plan of 1991.

While the Bloomington Comprehensive Plan has a horizon of 2040, it should be reviewed periodically and updated regularly in response to land use trends, changes in population, or any significant events that may affect Bloomington's future. These updates will ensure that the Plan and its individual elements remain relevant.

The Plan establishes the framework and provides direction for City elected and appointed officials and staff to make decisions regarding the desired location and intensity of growth, development and redevelopment opportunities, transportation facilities, parks, and other public services. Methods to help create a healthy local economy, actions to protect the natural environment, and providing equitable access to housing and delivery of public services are also integral parts of the Plan.

The plan also provides a similar framework for coordination and collaboration with other agencies and organizations over a wide range of topics. The City of Bloomington recognizes the services Monroe County provides to residents and the mutual benefits gained through regular coordination and collaboration.

Comprehensive Plan Mandate

Indiana State Statute (IC 36-7-4-501) provides for a comprehensive plan prepared by each Plan Commission to promote the public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development.

Per IC 36-7-4-502, a comprehensive plan must contain:

- a statement of objectives for the future development of the jurisdiction;
- a statement of policy for the land use development of the jurisdiction; and
- a statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

Indiana State Statute (IC 36-7-4-503) allows incorporation of additional sections to address issues and goals distinctive to the jurisdiction, including, but not limited to, natural features, parks and recreation, economic development, multimodal transportation, and redevelopment opportunities.

Public Input

In October 2011 the City announced ImagineBloomington, a rigorous public outreach process, as the initial step in developing and adopting a new planning guide. ImagineBloomington's purpose was to review the City's existing 2002 Growth Policies Plan to determine what modifications may be necessary as Bloomington continues to grow and change.

The first aspect was a visioning process. A 25-member steering committee advised staff on community engagement efforts, helped to identify key groups and emergent topics for discussion, and helped process public input to develop a Vision Statement. The Steering Committee was comprised of elected officials, board and commission members, local agency members, and area residents. A time horizon of 2040 was set to help facilitate the development of "big picture" ideas to consider. A little over two years later, the City Council adopted a new Vision Statement through Resolution 13-01. This significant milestone was made possible through collaboration and community engagement.

Various community outreach tools informed, engaged, and allowed residents to participate in developing this plan. Typically, before each public meeting or event, a city press release announced the purpose, date, and location(s). Social media replicated these announcements. Online forums and surveys mimicked these events or meetings so residents could participate if they were not able to attend in person. All steering committee meetings were open to the public, and staff provided updates to other City Boards and Commissions as another means to inform and engage residents. Feedback received was meaningful and pertinent throughout the process. Staff incorporated changes and included new ideas as the process moved forward in developing both the Vision Statement and the Comprehensive Plan. Community involvement has been central.

The adoption processes of the Vision Statement and Comprehensive Plan offered further opportunities for community involvement. First, the components needed to receive approval by the Plan Commission. The Plan Commission meetings offered occasions for residents to make comments and suggestions for the Commission to consider. Once the Plan Commission approved these documents, which often included amendments, the City Council did a similar review and approval. This phase offered residents a chance to comment and make suggestions.

How to Use this Plan

The Bloomington Comprehensive Plan is a long-range initiative to guide the future of the City in a way that reflects our particular challenges and unique characteristics. It represents the first step in a journey. The Plan should be used to assist the mayor, City Council, Plan Commission, and City staff to ensure that development decisions are balanced with the protection and conservation of natural, cultural, and historic resources according to public preferences and input. The Plan Commission should use the Plan as the basis for decisions when approving development or subdivision plans and when recommending zoning changes.

The Plan may also be used by members of the development community when making decisions about future investments. Other agencies, organizations, and residents may use the Plan to coordinate efforts and foster collaborations. The individual chapters state goals and policies that reflect the priorities of Bloomington residents and stakeholders.

Executive Summary

The Bloomington Comprehensive Plan is a tool used by the mayor, City staff, Plan Commission, City Council, developers, and other community leaders to guide decisions about investments and resources. Though primarily a tool of the City's Plan Commission, the Plan is also used by others considering land use, transportation, and education decisions and business investment in the community. It can foster consensus, highlight important issues to address, and offer a platform as strategy for the greater Bloomington area. The Land Use Chapter is the policy chapter of the Plan. It describes the pattern, character, and intensity of development across the City and its planning jurisdiction. While planning decisions for specific zones or parcels may evolve over the long term, these land use policies are the overall consistent framework guiding Bloomington's development to 2040. The success of the Bloomington 2040 Comprehensive Plan will be measured in part by the application and practice of the objectives and recommendations contained within. The Bloomington Comprehensive Plan includes seven chapters that work together to provide an implementable guidance document, summarized on the following pages.

plan framework

Vision Statement
Provides the "big picture," the overall outcome for Bloomington by the year 2040. Resolution 13-01, adopted in 2013, lists 16 statements that form the vision behind the plan. These sixteen statements were organized into six main objectives to further organize and guide the plan.

Goals
Provide a means to further state priorities that directly support the collective efforts and ideals of the community reflected in the objectives.

Policies
Provide a course of principle or action that can outline avenues or opportunities to achieve the intent of a goal.

Programs
Provide examples of more specific implementation strategies taken by city officials, business leaders, community organizations, and residents to help accomplish the goals.

Objectives
Provide the general policy essence and intent of the Plan and support the 16 concepts from the Vision Statement. They also serve as statements for the future development of Bloomington.

Land Use Chapter
Indiana State Statute requires that, in addition to objectives, the plan shall contain policies regarding land use and public ways, places, lands, structures, and utilities. Following the six objectives is a Land Use Section which provides that information in addition to other considerations regarding future land use.

Plan Evaluation
Each chapter concludes with a list of outcomes and indicators. Outcomes are broad, desired effects from the implementation of goals, policies, and programs. Indicators are bulleted points underneath outcomes that are quantitative measures to consider for evaluating the overall policies and programs within each chapter. Outcomes and Indicators are primarily aimed at measuring the long-term progress of the Vision Statement objectives identified with goals and policies within the chapters. They should not be considered as a direct measure of any one particular goal or program. These are intended as examples for tools to use in future evaluations of the Plan. Together they are intended to provide a big-picture evaluation tool to measure progress.

vision statement

The vision statement provides the "big picture," the overall outcome for Bloomington by the year 2040. Resolution 13-01, adopted in 2013, lists 16 statements that form the vision behind the plan.

Passed 9-0

RESOLUTION 13-01

TO ADOPT A NEW VISION STATEMENT FOR UPDATING THE GROWTH POLICIES PLAN

WHEREAS, the Plan Commission, in deference to I.C. 36-7-4, has responsibility for preparing comprehensive plans and amendments thereto and forwarding them to the Common Council; and

WHEREAS, with the passage of Resolution 02-19 on November 6, 2002, the Common Council updated the comprehensive plan, also known as the Growth Policies Plan; and

WHEREAS, it has now been ten years since the Growth Policies Plan was last updated; standard practice for local governments is to update their comprehensive plans every decade; the City Planning Department and the Plan Commission initiated a process to begin updating the Growth Policies Plan beginning in 2011; and

WHEREAS, a citizen Steering Committee was formed to assist and guide the Growth Policies Plan update process; their recommendation was to begin the update process by first developing a Vision Statement; and

WHEREAS, a public participatory process has been completed for developing the Vision Statement; and the Plan Commission has made a positive recommendation on the Vision Statement and forwarded it to the Common Council for adoption; and

WHEREAS, the Vision Statement will be utilized as a foundation to define the specific policies and topic areas of the Growth Policies Plan update.

NOW, THEREFORE, BE IT HEREBY RESOLVED BY THE COMMON COUNCIL OF THE CITY OF BLOOMINGTON, MONROE COUNTY, INDIANA, THAT:

SECTION 1. A new Vision Statement shall be adopted for the purpose of updating the Growth Policies Plan, which is attached to, and made a part of, this resolution.

PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 16th day of JANUARY, 2013.

DARYL NEHER, President
Bloomington Common Council

ATTEST:
REGINA MOORE, Clerk
City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this 17th day of JANUARY, 2013.

SIGNED and APPROVED by me upon this 17th day of January, 2013.

MARK KRUZAN, Mayor
City of Bloomington

SYNOPSIS

This resolution adopts a new Vision Statement for the City's Growth Policies Plan (GPP). The Vision Statement was developed based on the priorities that were identified by the public during numerous outreach meetings as well as input from a representative Steering Committee. This Vision Statement will be utilized as a foundation to define the specific policies and topic areas of the GPP update.

Note: On January 16, 2013, the Council adopted Am 01 amending the Vision Statement, which is attached to this resolution.

attachment to Res 13-01

Vision Statement
Adopted in the interest of updating the Growth Policies Plan

This vision statement reflects the concerns, wishes and aspirations of the residents of Bloomington, Indiana. ImagineBloomington engaged hundreds of residents, along with elected officials and members of City boards and commissions, to develop this vision for the future of Bloomington. This vision statement will provide both City government and the broader community with policy guidance and a common understanding of the values and themes that will shape Bloomington in the future.

We begin by recognizing Bloomington's strong foundation. We are culturally rich, cherish our progressive college town atmosphere and embrace diversity. We respect our past, while using innovation and collaboration to keep moving forward. Our wealth of natural and community resources allows us to maintain a highly desirable quality of life. Together, these are the defining features of a community with many strengths and a bright future.

This is our vision. Bloomington achieves excellence through collaboration, creativity, cultural vitality, inclusion and sustainability. We establish the following as core principles that will guide Bloomington's future.

- Fortify our strong commitment to equality, acceptance, openness and public engagement.
- Nurture our vibrant and historic downtown as the flourishing center of the community.
- Ensure all land development activity makes a positive and lasting community contribution.
- Recognize the many virtues of historic preservation, rehabilitation and reuse of our historic structures.
- Embrace all of our neighborhoods as active and vital community assets that need essential services, infrastructure, assistance, historic protection and access to small-scaled mixed-use centers.
- Celebrate our rich, eclectic blend of arts, culture and local businesses.
- Invest in diverse, high quality economic development that provides equitable job opportunities to our residents, supports an entrepreneurial small business climate, enhances the community's role as a regional hub, and is responsive towards larger concerns of sustainability.
- Enhance the community's role as a regional economic hub.
- Offer a wide variety of excellent educational opportunities for our residents at every stage of life.
- Deliver efficient, responsive and forward-thinking local government services.
- Nurture a resilient, environmentally responsible community by judiciously using our scarce resources, enhancing our natural assets, protecting our historic resources, and supporting a vital local food system.
- Offer a wide variety of quality housing options for all incomes, ages and abilities.
- Provide a safe, efficient, accessible and connected system of transportation that emphasizes public transit, walking, and biking to enhance options to reduce our overall dependence on the automobile.
- Meet basic needs and ensure self-sufficiency for all residents.
- Encourage healthy lifestyles by providing high quality public places, greenspaces, and parks and an array of recreational activities and events.
- Fortify our progress toward improving public safety and civility.

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major objectives

The 16 statements adopted by Resolution 13-01 are categorized below into six major objectives of the Plan. These objectives correspond with the first six of the chapters that folow, which serve as the strategic component of this plan.

Objective 1: Community Services - Fortify Community and Economic Vibrancy

1. Fortify our strong commitment to equality, acceptance, openness, and public engagement
2. Deliver efficient, responsive, and forward-thinking local government services
3. Meet basic needs and ensure self-sufficiency for all residents
4. Fortify our progress toward improving public safety and civility
5. Invest in diverse, high quality economic development that provides equitable job opportunities to our residents, supports an entrepreneurial small business climate, enhances the community's role as a regional hub, and is responsive towards larger concerns of sustainability
6. Enhance the community's role as regional economic hub

Objective 2: Culture & Identity - Sustain and and Celebrate the Arts and Education

7. Celebrate our rich, eclectic blend of arts, culture, and local businesses
8. Offer a wide variety of excellent educational opportunities for our residents at every stage of life

Objective 3: Environment - Work Toward a Resilient, Environmentally Responsible Community

9. Nurture a resilient, environmentally responsible community by judiciously using our scarce resources, enhancing our natural assets, protecting our historic resources, and supporting a vital local food system

Objective 4: Downtown - Nurture our Vibrant Town Center

10. Nurture our vibrant and historic downtown as the flourishing center of the community

Objective 5: Housing & Neighborhoods - Enhance Quality of Place

11. Ensure all land development activity makes a positive and lasting community contribution
12. Recognize the many virtues of historic preservation, rehabilitation, and reuse of our historic structures
13. Embrace all of our neighborhoods as active and vital community assets that need essential services, infrastructure assistance, historic protection, and access to small-scaled mixed-use centers
14. Offer a wide variety of quality housing options for all incomes, ages, and abilities
15. Encourage healthy lifestyles by providing high quality public places, green space and parks, and an array of recreational activities and events

Objective 6: Transportation - Reduce Dependence on the Automobile

16. Provide a safe, efficient, accessible, and connected system of transportation that emphasizes public transit, walking, and biking to enhance options to reduce our overall dependence on the automobile

chapters

The plan includes goals, policies, and programs that are intended to create quantifiable outcomes and indicators to help track the effectiveness of the goals, policies, and programs. Each chapter's major objectives are evaluated with these performance measures over time. At times, the performance measures may also help re-prioritize initiatives when necessary. The intent of these chapters is strategic. They identify aspirations and preliminary steps on the journey towards achieving Bloomington's 2040 Vision. Strategies will vary and modify over time, but the outcomes should remain consistent. Below is a general outline of each chapter.

01 | Community Services & Economics

The Community Services chapter offers a platform to provide and develop critical infrastructure, services, and access as the City of Bloomington grows and changes. This chapter highlights the government services and partnerships that contribute to the governmental structure. The chapter also provides a brief synopsis of the economic functions and goals of the City. Overall this chapter supports Objective 1: Support Comprehensive Community Services and Economic Vibrancy.

02 | Culture & Identity

The City of Bloomington has a high quality of life, supported by its rich culture and identity. Bloomington is often cited as one of the most livable communities, both regionally and nationally. This chapter introduces priorities that define the culture and identity that help make Bloomington such a desirable and attractive community, including history, Indiana University, tourism, and educational opportunities. Overall this chapter supports Objective 2: Nurture Education and Cultural Vibrancy.

03 | Environment

The City of Bloomington has a long-held commitment to protecting the environment, and this chapter underscores new goals, policies, and programs that reflect this commitment. This chapter introduces ways to ensure that the current natural environment is not only protected, but nurtured and enhanced for the future. We have ways of thinking about what environmental protection is, and how it is accomplished now, that are different than years ago, and the philosophy of this chapter reflects that change. Overall, this chapter supports Objective 3: Protect Environmental Quality.

04 | Downtown

Downtown is a highly walkable district that is enhanced by a mix of commercial, entertainment, residential, and cultural amenities with strong multimodal access. This chapter contains priorities that support mixed-use cultural opportunities that bring life and vibrancy to Bloomington's downtown. Overall this chapter supports Objective 4: Create a Vibrant Downtown for Residents and Visitors.

05 | Housing & Neighborhoods

Issues regarding housing and neighborhoods are central to providing a strong quality of life for residents. This chapter introduces goals, policies, and programs that illustrate Bloomington's long-term commitment to revitalizing its housing stock and neighborhoods to work well for people from all walks of life, as well as providing smart-growth supply strategies for future development and redevelopment. Overall this chapter supports Objective 5: Enhance Quality of Place for Neighborhoods and Development.

06 | Transportation

This chapter highlights Bloomington's mobility needs and the plans, programs, and investments necessary to address them. Continuing to enhance Bloomington's multimodal transportation system is a priority. Overall this chapter supports Objective 6: Provide Multimodal Transportation Options.

07 | Land Use

This chapter is directed only towards policy; it does not take a strategic approach with goals and programs. The policies within the chapter place a strong focus on land use that is aimed not at separating uses, but instead on mixing uses. As the city experiences change over time, policies are aimed at maintaining, transforming, or enhancing various areas of the community. This section contains the Future Land Use Map and corresponding land use designations that will help guide future development and zoning in Bloomington.

community profile

While no one exactly knows what will happen in Bloomington from now through 2040, we can be confident that certain demographic patterns and economic sectors will have significant future impacts on our community. These impacts will create certain types of development pressures within the region.

We can anticipate many of these pressures through this planning process and respond to them through local planning policies that will greatly benefit the entire community. This overview highlights anticipated socioeconomic and demographic trends and projections that will inform and influence the future development of Bloomington, as described in the following chapters.

Existing Conditions

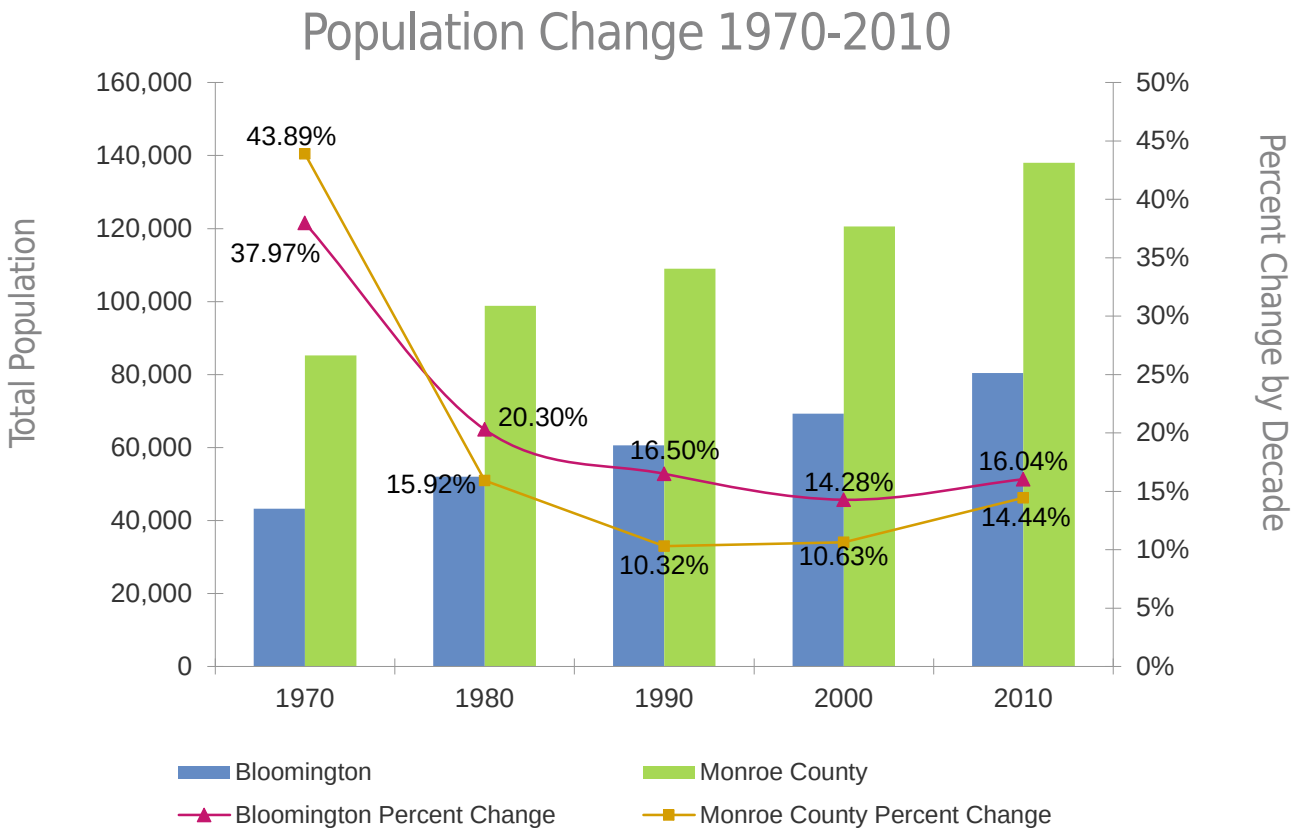
The corporate boundary of the City is just over 23 square miles and has a 2015 population density of approximately 3,600 people per square mile, where Monroe County's population density is approximately 370. Bloomington's population has historically outpaced the growth of the rest of Monroe County (Exhibit 1).

The City's demographics reflect fairly closely those of Indiana and the U.S., with notable exceptions of the community's higher percentage of Asian persons and its lower percentage of African-Americans and Hispanics, Exhibit 2. Bloomington's foreign-born population percentage resembles the nation's, and is more than twice as high as the state of Indiana's.

This variation in race and ethnicity gives Bloomington its rich heritage and cultural diversity. It also likely speaks to the international attraction of Indiana University as one of the world's great research universities.

Like most cities across the country, Bloomington suffered some economic decline during the recession from 2008 to 2010. New housing construction permits fell dramatically for Single Family Residential (SFR) units. The number of Multifamily Residential (MFR) units fell during the worst years in 2009–2011, but have since rebounded. This is likely due to continued demand for off-campus student housing for IU students. Much of this growth has been in and around Downtown.

exhibit 1



The blue and green bars indicate the total population by decade. The lines are the respective percent change from one decade to the next. For example, between 2000 and 2010 the percent growth in population for the City was 14.44%.

exhibit 2

Population by Race 2010

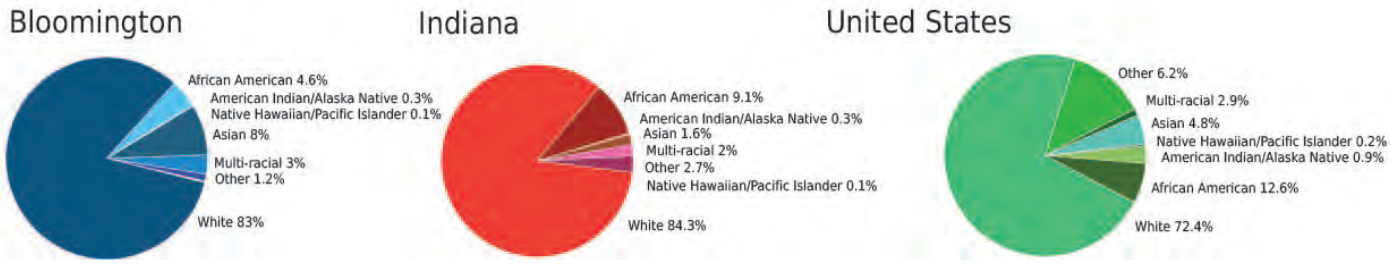
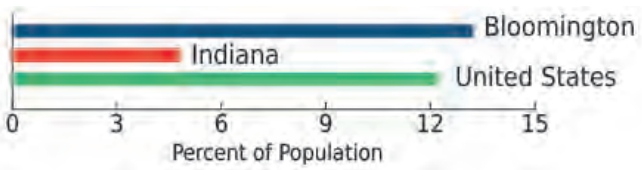


exhibit 3

Foreign Born Population 2011- 2015



Sources: exhibit 1 Census Bureau Decennial Census (2010) & exhibit 2 Census Bureau Decennial Census (2010) & U. S. Census Bureau, American Community Survey (ACS) and Puerto Rico Community Survey (PRCS), 5-Year Estimates (2015)

While construction permits for housing mirrored the national economy, Bloomington's economic performance has lagged behind the national recovery. Overall, the unemployment rate continues to be lower than the state of Indiana's over the last 10 years. According to the Indiana Business Research Center (IBRC), in the years between 2005 and 2015, the Bloomington Metropolitan Statistical Area (MSA) fell farther behind the average metro area. Real Gross Domestic Product (GDP) has shrunk since its peak in 2010, showing only a minimal upturn in 2014 and 2015, an upturn that can be largely attributed to the City's population increase. Similarly, real per capita personal income has yet to fully recover since 2008, despite demonstrating a recent growth trend; it remains well below the state and national averages (reflecting the impact of the student population). The poverty rate remains above that of comparable college towns of similar size.

Bloomington continues to deliver sluggish aggregate jobs growth, despite strength in some sectors. According to the IBRC, total payroll employment for 2016 was only 4% higher than in 2000, with much of the growth attributable to accommodation, food services, and public administration. The healthcare and social services sector has delivered significant growth in the same period, retracting somewhat in 2015. Manufacturing, construction, and retail have shed jobs since 2000.

Despite its recent performance, Bloomington's economy appears to be poised for growth. This is due in part to the diverse employment and resilient economy that Bloomington has with Indiana University, Ivy Tech, and Naval Surface Warfare Center as major attractors of talent. IU tends to operate year to year with similar levels of activities, and it has a number of research programs that work with existing local businesses. Even with a substantial amount of employment in the public sector related to IU, local government, and schools, the private-sector economy still supports 74% of the local employment base, with more than 45,000 jobs in 2013 compared to the public sector's 16,000. This has allowed Bloomington to weather the recent Great Recession better than most Midwest metropolitan areas that were much more dependent on manufacturing or one specific industrial sector.

When reviewing the resiliency of local economies, it is important to understand the concentration and importance of critical industries that bring in trade and dollars from outside the local economy. Exhibit 4 indicates the location quotient, which is a measure of the amount of industrial concentration relative to the national economy. Generally, any industry that has a Location Quotient (LQ) of greater than one is considered to have an employment concentration important to the local economy.

The highlighted industrial sectors in the Location Quotient chart illustrate Bloomington's diverse local economy. The industrial sectors with significant employment concentrations are:

- Arts, Entertainment, Recreation, and Visitors
- Biomedical/Biotechnical (Life Sciences)
- Chemical & Chemical Related Products
- Forest & Wood Products
- Information Technology & Telecommunications
- Computer & Electronic Products
- Mining (Non-metal)
- Defense and Security
- Education and Knowledge Creation
- Advanced Materials
- Electric Equipment Manufacturing
- Printing and Publishing

Using knowledge based occupation clusters and skill-based occupation clusters these industrial sectors can be further organized into two groups: a creative knowledge-production group and a processing and logistics group. Bloomington's economy has concentrations in both groups:

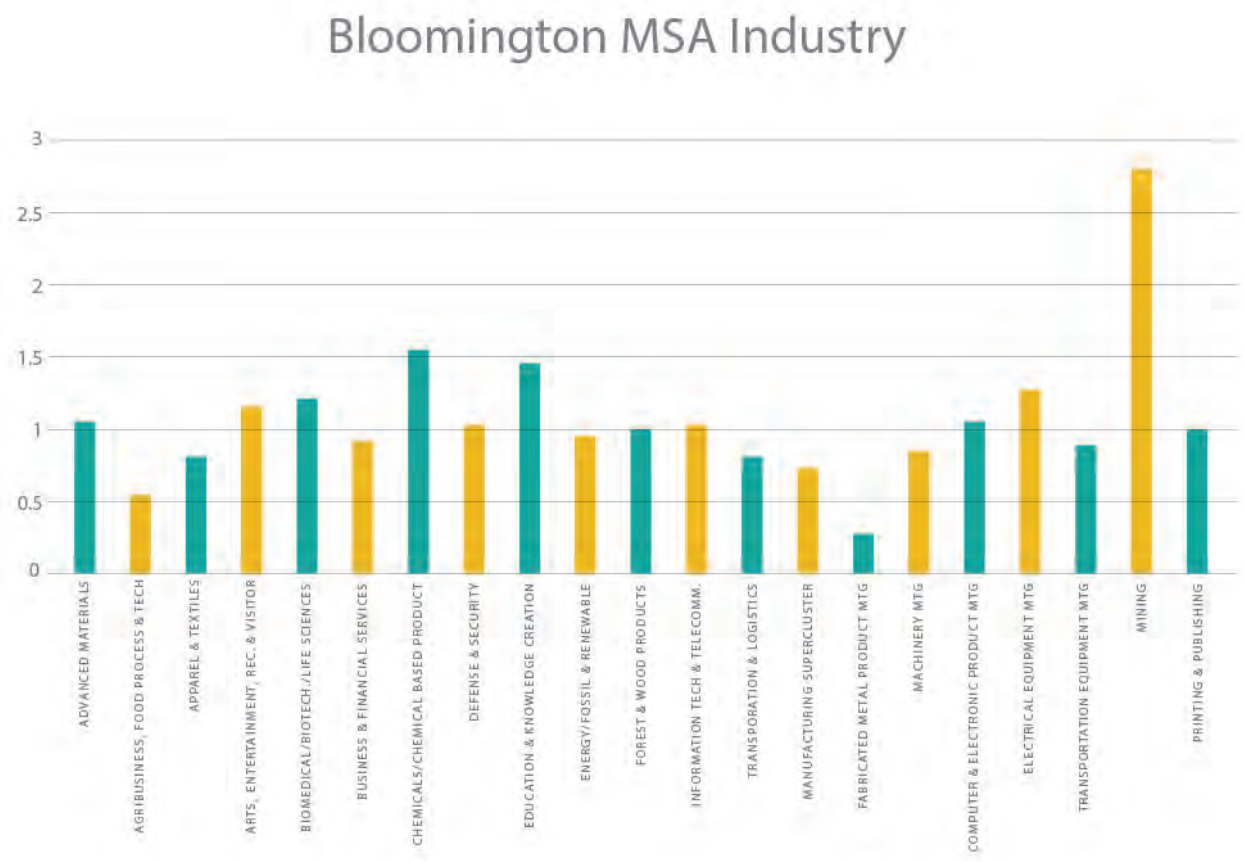
Creative Knowledge-Production Group:

- Arts, Entertainment, Recreation, and Visitors
- Biomedical/Biotechnical (Life Sciences)
- Information Technology & Telecommunications

Processing & Logistics Group:

- Chemical & Chemical Related Products
- Computer & Electronic Products
- Mining (Non-metal)

exhibit 4



This exhibit indicates the Location Quotients or concentration of major industrial categories within the local Bloomington economy. A location quotient greater than 1 indicates an important Bloomington industrial cluster for employment and investment. The Bloomington MSA includes Owen and Monroe Counties. Source: Ratio Architects, Inc.

This diversity in private sector industry, combined with a significant level of public employment, gives Bloomington a resilient economy that reflects a broad range of salaries and wages with a broad range of skills. Bloomington's high percentage of adult population with college degrees (around 57%) is more than double that of the rest of Indiana. This bodes well for Bloomington to be positioned to attract firms and most importantly to allow existing local companies to expand.

The future projections on the demographics and economics of Bloomington are optimistic. The City must be well positioned to grow with the expanding creative, knowledge-driven economy of the 21st century.

Future Projections

Bloomington's demographic changes suggest that its population will exceed 100,000 by 2035. As it has historically, Bloomington is projected to grow faster than other portions of Monroe County. This steady population growth will put pressure on City services and the housing and commercial markets.

The anticipated population growth will occur across all age groups (Exhibit 5). In order to meet this population growth, opportunities for housing, retail, employment, and entertainment should expand.

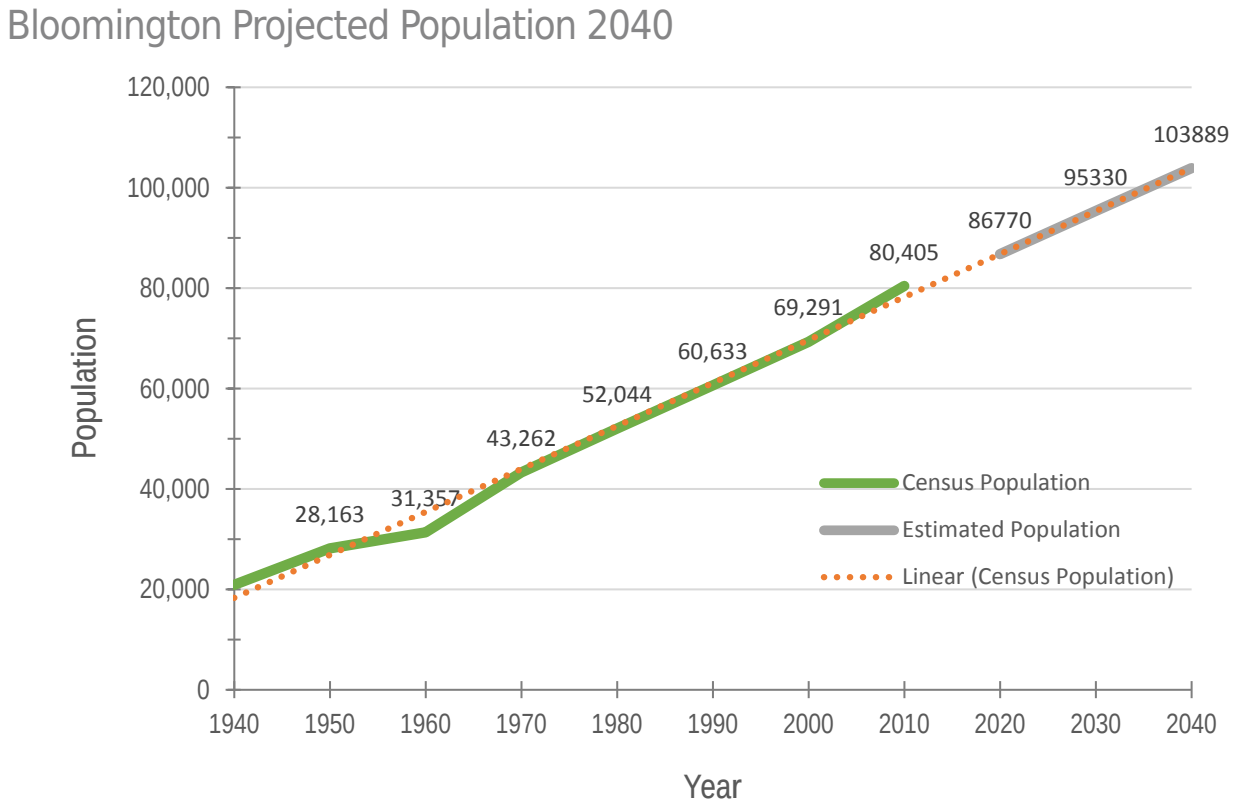
According to research completed by the City of Bloomington Commission on Aging, within the years 2020 to 2040 the population of the Bloomington metro area age 55 and above will grow by 20%. The adult population (25-54) will grow by 13%, and the youth population (0-20) by only 7%. (The college age population, 20-25, was not included in this study.) The fastest growing group will need a community that prioritizes health care, supportive housing, and increased mobility services.

One of the major pressure points of this population growth is the increased demand for housing. Currently, there is a greater demand for housing than the market has supplied. Much of this demand appears to be driven by IU students. This has priced housing rents and home sale prices out of the affordable range for many Bloomington households. It will be important for Bloomington to provide opportunities and locations for a growing student housing demand while ensuring there is a full mix of housing choices and price points for the balance of Bloomington households.

Between 2010 and 2030, Ratio Architects Inc. project that the Bloomington area will need about 7,500 new housing units. In addition, some current housing will need to be replaced, a figure projected at 6,100 units. Add replacement to new housing, and there will be demand for 13,600 new housing units between 2010 and 2030.

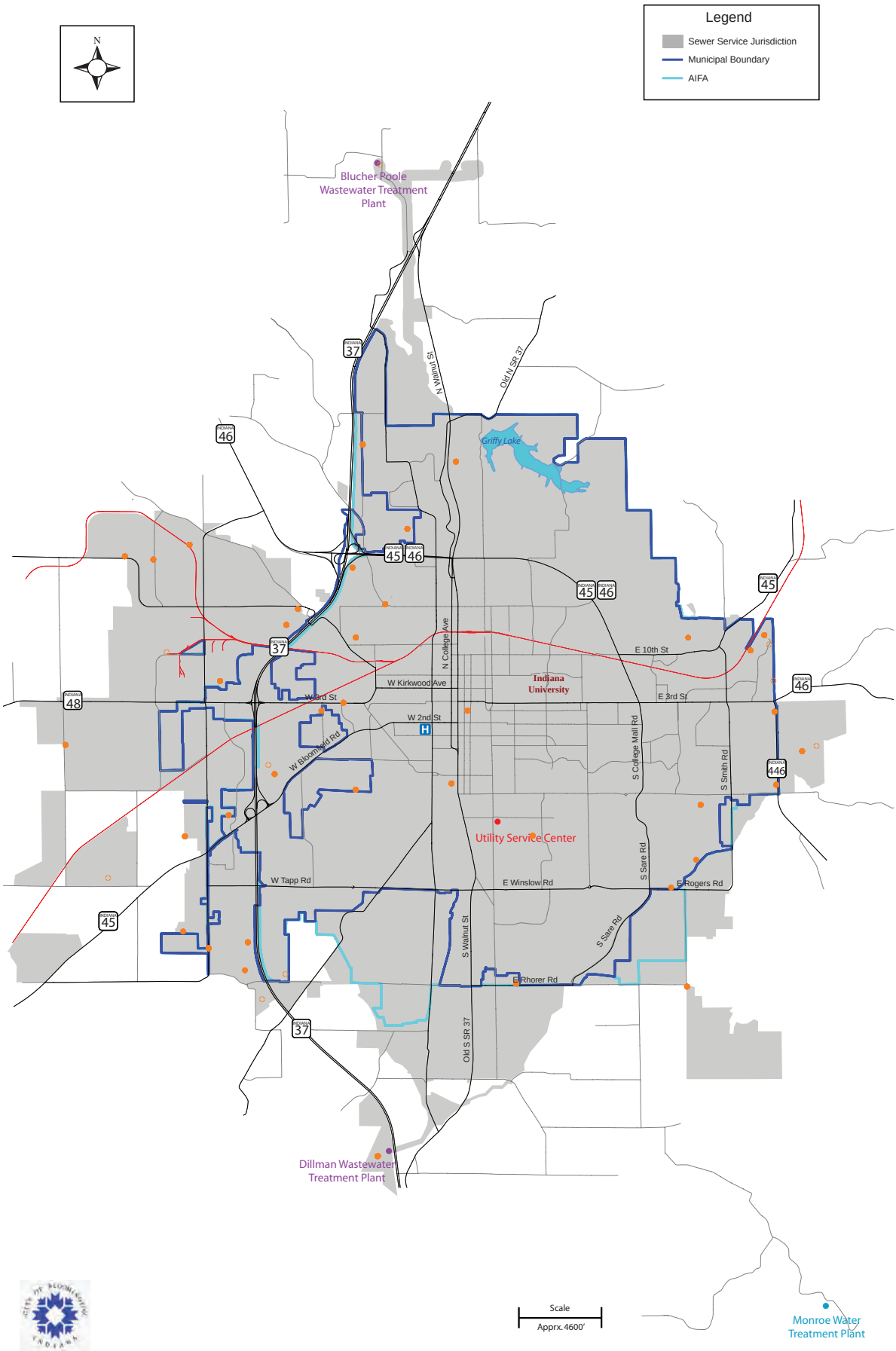
It will be critical that this growth is managed as much as possible within the City's existing developed sewer service utility area or "footprint" (Exhibit 6). This will limit the negative environmental impact of further suburban sprawl over Bloomington's unique and environmentally sensitive karst geology.

exhibit 5



City of Bloomington Sewer Service Area

exhibit 6



With additional housing comes the challenge of preserving vital green space and protecting the environment. These are real challenges facing Bloomington in the near future as it adjusts to its population and economic growth.

It is projected that about two-thirds of the new housing demand will be for Multifamily Residential (MFR) apartments. While Bloomington has opportunities for "infill" housing that could be located on land that is vacant and/or under-used, this will not likely provide enough land to satisfy demand. There are some existing large vacant land parcels within the utility service area that may provide areas for future housing growth.

A consistent challenge to managing growth in a college town is the ability to provide higher density residential development for both renters and owners while still maintaining access to retail, restaurants, and parks.

Denser developments, if well planned, can be much more protective of the environment while providing much more value per acre for both property owners and in terms of revenue to the City for its services and utilities. The City of Bloomington has often been a leader in environmental protection, and the City may need to guide future denser development patterns to the best locations to support walkable and livable environments, in more neighborhoods than only Downtown. Other highly traveled corridors would support such dense redevelopment and an increase in resident population.

The manufacturing industry will likely continue to evolve and change as technology advances. Jobs that remain in manufacturing will require ongoing training and advanced degrees. Future projections indicate that professional office and institutional employment will lead to new job growth over the next few decades. Retail and accommodation employment will continue to grow as well.

While Bloomington has seen a reduction in manufacturing employment in past decades, and some project a continuing trend, it is not a foregone conclusion. Most communities realize that real sustained economic growth comes from within the local economy. Most of the best and highest-paid jobs require an advanced college or associate level degree. Developing educational programs and job training opportunities is critical in establishing a strong future workforce. People who have this level of education are in high demand not only in Indiana and the nation but around the world. Young, highly sought-after professionals demand a high quality of life where they can live, work, and play. Bloomington has the right environment to attract this workforce.

To sustain future economic growth, current major economic employers must be supported and new businesses must be created and grow locally. If a community like Bloomington can provide the right business and entrepreneurial atmosphere and space, then it will have a high number of new small businesses form every year. Many of those will need a collaborative environment to exchange ideas and advance their businesses. Bloomington has several centers associated with IU and the pending Trades District incubator that could serve this purpose.

1

community services & economics

Overview

This chapter offers a progressive vision to continue to provide and develop critical infrastructure, services, and access as the City of Bloomington grows and changes. It also provides the foundation to build a sustainable economy that will retain, cultivate, and attract quality jobs for residents. Community Services is a broad topic that can cover an array of public and non-profit community services. The chapter's narrative introduces subtopics and their respective goals, policies, and programs for which the City of Bloomington can provide leadership and work with other agencies and organizations.

Municipal Services and Critical Infrastructure

Municipal government services and critical infrastructure directly affect daily life for residents and businesses – whether it is simply going to the kitchen for a glass of water, turning on a light, having your street plowed during a late night snowstorm, finding a new dog or cat for your family, having a place for the kids to go swimming on a hot summer night or a fitness center for adults to stay fit, knowing that rental properties in your neighborhood are safe, having waste landfilled or recyclables processed, or hearing a dispatcher answer your 911 call during an emergency. These services not only allow a community to function, but also impact its overall quality of life.

In order to deliver these services efficiently without interruption, municipal governments, in partnership with other critical service providers like utilities and waste management companies, must actively plan and budget for necessary infrastructure, facilities, employee training, and program delivery to the community.

Local Government Partnerships

Across the nation, many local governments are looking to maximize efficiencies and reduce costs by exploring joint services or contract agreements with other local governmental units. The City of Bloomington currently works in close cooperation with nearby units of local government and anchor institutions. These include Monroe County, Indiana University and Ivy Tech, IU Health/Hospital, Monroe County Community School Corporation, Town of Ellettsville, township governments, and many others. Bloomington should continue to identify ways to develop new or expanded local government partnership opportunities in the future.

Open Government and Transparency

The City continues to explore initiatives that provide efficient and forward-thinking government services that are open and accessible to the public. This is an important issue both here in Bloomington and nationwide. Through innovation and openness, restoring and sustaining public trust in local government is not only possible but essential for effective local governance.

Annexation

Over the past generation, Bloomington has increasingly extended city services to support economic development within the City and in surrounding unincorporated areas. There has been a delay in the past decade in annexing areas where city utilities have been extended. Over time, this has created a "patchwork" of properties inside and outside the city limits that now presents confusion over jurisdiction, as well as service inefficiencies. The City is currently considering the feasibility, advantages, and disadvantages of annexing these patchwork properties. In February 2017, the City proposed the annexation of seven urbanized areas just outside the municipal boundaries that would take effect in 2020. The annexation process must follow Indiana Code 36-4-3, but can result in enhanced services for annexed areas. Once annexed, City services are generally provided or made available in the same manner as for current residents and businesses.

Economic Development

Retaining, developing, and attracting quality jobs for all is essential for the health of Bloomington's economy. The City of Bloomington will continue to promote a diverse economy to ensure Bloomington's long-term economic vitality. The City will aim to increase opportunities for its residents by focusing on innovation and entrepreneurship, retaining and supporting existing businesses, attracting and retaining human capital, supporting the growth of future-oriented jobs, encouraging arts, entertainment and culture, and creating a positive business climate through local policy. Innovation and entrepreneurship are essential qualities to promote. A robust digital infrastructure; smart city technology that integrates information and communication; the strong performance and interactivity of community services; and a vigorous sharing or access economy, will all play important roles in the City's future success.

The City of Bloomington will aim to capitalize on the talent and intelligence attracted by the City's educational institutions and its proximity to NSWC Crane by cultivating Bloomington's emerging tech and startup scene, by pursuing programs to leverage these institutions' intellectual property, and by pursuing strategies to increase wage growth, including initiatives proposed by the Mayor's 2017 Wage Growth Task Force. Bloomington needs jobs that will not only encourage its graduates to stay in Bloomington and recruit outside talent, but also enable all workers to earn a livable wage. In the next 20 years, we aim to strengthen and spread Bloomington's reputation as an excellent place to live, work, and play.

The City will continue to address issues affecting business growth, job creation, and Bloomington's long-term economic competitiveness, such as concerns related to regulation, and will pursue opportunities to more effectively use incentives to promote economic vitality. The City of Bloomington will continue working with businesses to facilitate retention and expansion of primary employers and key industries such as healthcare, manufacturing, and technology services, while exploring opportunities to further diversify its economy by strengthening other sectors. This will ensure Bloomington's prosperity and its role as a regional economic leader.

Goals & Policies

The policies in this chapter respond to the adopted 2013 Vision Statement objectives to:
"offer a wide variety of excellent educational opportunities for our residents at every stage of life";
"invest in diverse high quality economic development that provides equitable job opportunities to our residents, supports an entrepreneurial small business climate, enhances the community's role as a regional hub, and is responsive towards larger concerns of sustainability";
"enhance the community's role as a regional economic hub";
"meet basic needs and self-sufficiency for all residents";
"deliver efficient, responsive, and forward-thinking local government services";
"encourage healthy lifestyles by providing high quality public places, green space, and parks, and an array of recreational activities and events";
"ensure all land development activity makes a positive and lasting community contribution"; and to
"fortify our strong commitment to equality, acceptance, openness, and public engagement."

Goal 1.1 Prioritize programs and strategies that sustain the health, well-being, recreation, and safety of residents and visitors.

Policy 1.1.1: Promote City stewardship of its parks, facilities, programs, and services as well as partnerships with local groups for present and future generations.

Policy 1.1.2: Continue and enhance programs that embrace Bloomington's diversity of cultures, languages, gender orientations, and abilities, and support populations that have traditionally been excluded.

Policy 1.1.3: Continue and expand the city's commitment to public land use for the production and distribution of local food.

Policy 1.1.4: Prioritize appropriate staffing, resources, and training for the City Police and Fire Departments.

Goal 1.2 Engage the community by working with regional partners, schools, businesses, and non-profits to create partnerships that provide community services and programs for all age groups.

Policy 1.2.1: Encourage partnerships with non-profits in Monroe County and adjacent communities to develop solutions to shared problems, serve community service needs, and leverage State and Federal Resources.

Policy 1.2.2: Foster partnerships among the City of Bloomington, Monroe County, Indiana University, and Ivy Tech Community College to provide shared use of facilities, programs, and services.
Policy 1.2.3: Collaborate with the Monroe County Community School Corporation (MCCSC) and private schools to integrate the use of school services, playing fields and facilities for public benefit, particularly for young people, families, and seniors.

Policy 1.2.4: Publicly support the continued high standards of local schools and help schools as feasible to obtain and maintain educational excellence.

Policy 1.2.5: Work with property developers during the development/redevelopment process to identify means to create spaces and/or programming that enhance community services.

Goal 1.3 Enhance the everyday importance and plan for the future of City parks, trails, and community centers/spaces, libraries, and civic buildings by investing in their expansion, maintenance and improvement.

Policy 1.3.1: Increase accessibility of parks, trails, recreation facilities, libraries, and arts/cultural centers for all users, both in terms of getting to the facilities and getting around in the facilities.

Policy 1.3.2: Maintain existing facilities with investments that improve their usefulness, efficiency, and appearance. Avoid deferred maintenance of City infrastructure.

Policy 1.3.3: Continue and expand the city's commitment to public land use for the production and distribution of local food.

Policy 1.3.4: Include parks, trails, and open space in planning for preservation of the natural environment and reduction of carbon emissions.

Policy 1.3.5: Seek opportunities to develop new parks and recreation facilities to meet the emerging needs of residents and visitors to the City of Bloomington.

Policy 1.3.6: Consider the location of existing parks, trails, plazas, and other public gathering spaces when reviewing development plans.

Policy 1.3.7: Encourage private development proposals to include parks, trails, plazas, or other recreational and art facilities within the development to meet the needs of the community.

Goal 1.4 Plan for a future in which the services we provide to our community continue to thrive and adapt to Bloomington's growth and change.

Policy 1.4.1: Ensure that growth does not eclipse our ability to provide equitable community services.

Policy 1.4.2: Partner locally to make available quality wired and wireless connectivity throughout the City of Bloomington

Policy 1.4.3: Implement infrastructure plans and projects that anticipate growth and reduce community vulnerability.

Policy 1.4.4: Partner with the utility and other companies and local organizations to create plans for the safe, efficient, and future-facing maintenance and development of energy and waste management infrastructure.

Goal 1.5 Commit to, and plan for, transparency, open government, and effective, accessible and inclusive public engagement so that exemplary services are provided to our residents, businesses, non-profit organizations, and visitors to promote more participatory citizenship.

Policy 1.5.1: Foster inclusive and representative engagement to steer and direct development processes toward community benefit.

Policy 1.5.2: Develop and operate government services that maximize transparency and public engagement.

Policy 1.5.3: Maintain highly motivated, professional, engaged staff and volunteers who are valued for their integrity, commitment, and contributions to the City and the community.

Goal 1.6 Retain, develop, and attract quality jobs by fostering a healthy economic climate for area employers.

Policy 1.6.1: Make full use of the human capital that Indiana University, Ivy Tech, and NSWC Crane attract and generate through programs that foster retention and expansion of key industries.

Policy 1.6.2: Prioritize the growth of local "traded/basic" employers through strategies that sustain a positive business climate for long term employment opportunities.

Programs

Municipal Services

- Survey community health and satisfaction levels regularly, identifying changing needs and quality of local services.
- Explore opportunities to partner and secure affordable wireless service packages for low-income community members.
- Use the City of Bloomington Parks and Recreation Master Plan to prepare coordinated area plans for open spaces, parks, and trails.
- Support higher residential densities near parks and trails to be within 1/4 of a mile of residents.
- Consider opportunities to acquire land that may be needed to fill gaps in service to growing areas of the city.
- Work with City departments to provide safe and enjoyable sidewalks, trails, or multi-use paths as routes to parks, workplaces, schools, and other destinations.
- Support MCCSC in an effort to develop a Safe Routes to School program, including the "Walking School Bus."
- Provide parks and trails near elder care facilities and evaluate park and recreation opportunities for elderly residents.
- Implement the Bloomington ADA Transition Plan to comply with the Americans with Disabilities Act (ADA).
- Prioritize maintenance and repair projects based upon safety, usage, and accessibility standards to parks, community centers/spaces, schools, libraries, and civic buildings.
- Support multigenerational community centers and work to provide intergenerational activities and programs that increase senior activity within the community.
- Implement an infrastructure management system to analyze the costs of City infrastructure maintenance, operation, depreciation, and replacement.
- Leverage City capital funds with statewide and regional grants and other outside funding sources.
- Develop improvement plans to maintain, restore, and enhance key community assets by attracting investments and other resources.
- Expand the city's public garden programs to create more plots for individuals to garden, with a focus on food production.
- Assess the feasibility of adding fruit and nut trees to city parks and other public places to grow more local food.

Local Government Partnerships

- Coordinate with Monroe County and the Town of Ellettsville on respective plans for future growth and services provided.
- Support opportunities to partner with Indiana University and utilize parks and trails near the campus.
- Assess the potential for complementary use of City, MCCSC, and non-profit facilities including libraries, playing fields, pools, gymnasiums, recreational facilities, community meeting spaces, education, health care, culture, local food production, and computer resources.

- Increase the number of older adult volunteers working and playing on a daily basis with MCCSC students.
- Work with MCCSC to identify ways that weekend, after-school, and evening use of school facilities such as gyms, pools, and fields can contribute to community programs.
- Collaborate with public and private schools to provide programs, services, and facilities that enhance the social and economic vitality of the city (e.g. Ivy Tech Community College's Center for Lifelong Learning).

Open Government and Transparency

- Provide all public areas and meeting rooms with accessible Wi-Fi and computer devices to retrieve and transmit information available for use.
- Enhance public involvement through information technologies for public notices, road/trail projects, road closures, street cleaning, and other community announcements.
- Create opportunities for additional public access such as online document search, permit application, inspection scheduling, and a development or project online dashboard.
- Involve Housing & Neighborhood Development and the Council of Neighborhood Associations in determining how the city can be more responsive to neighborhood participation and public forums.
- Assure a knowledgeable, professional, and responsive staff by providing education, training, and skill building for employees.
- Use incentives tied to consistent assessments and feedback on overall performance and accountability.
- Experiment with and learn quickly new innovative city responses and programs.

Annexation

- Develop an annexation strategy that provides efficient community services and maintains an equitable service to all residents of Bloomington.

Economic Development

- Develop an affordable workforce-housing program as a means to retain and attract employees to live and work in Bloomington.
- Monitor the business and regulatory climate for traded/basic employers and identify strategies that can enable desired growth within this local employment sector.
- Support innovative and creative industries, including arts and entertainment sectors, public-private partnerships, and initiatives aimed at local entrepreneurship.
- Assess the affordability and availability of childcare and employer programs that include family leave and other incentives supporting long-term employment.
- Leverage marketing strategies that highlight local assets, programs, and other attributes to attract and retain human capital.
- Utilize incentive programs consistent with the mission of the City of Bloomington's Department of Economic and Sustainable Development to enhance the quality of life for residents.
- Promote partnerships with higher education institutions that aim to enhance entrepreneurship and competiveness.

Outcomes & Indicators

Outcome: Public safety is enhanced.

- Annual composite index score of crimes against persons and property
- Annual indices of crimes against persons or property by age, ability, gender, and ethnicity
- Community survey of perceptions on public safety
- Tobacco use (estimated smoking rate)
- Obesity prevalence (estimated obesity rate)
- Healthcare professional shortage areas (severity of clinician shortage)
- Preventable hospitalization rate (number of hospital admissions for conditions that could be effectively treated through outpatient care per 1,000 patients)

Outcome: Engagement processes are inclusive and representative.

- Percentage of population engaged in public consultation processes (e.g. attendance rates, social media, subscribers)
- Demographic makeup of engagement participants

Outcome: Community engagement is strong.

- Number of hours per capita volunteered annually by residents and business employees
- Percentage of eligible residents voting in local elections
- Opportunity for community involvement (number of civic, social, religious, political, and business organizations per 10,000 people)
- Social involvement index (extent to which residents eat dinner with household members, see or hear from friends or family, talk with neighbors, and do favors for neighbors)

Outcome: Quality wired and wireless connectivity is available throughout the City.

- Percentage of residential and nonresidential users with access to Internet download speeds of at least 100 megabyte and one gigabyte per second
- Number of free Wi-Fi hot spots per square mile
- Percentage of public spaces with Wi-Fi capabilities
- Number of individuals participating in computer literacy training and support programs

Outcome: Income inequality is reduced across and between all ages, races, and genders.

- Income inequality (Gini coefficient: statistical measurement of wealth distribution among a population)
- Household income and education levels
- Percentage of population living below the poverty line of non-student/adult-led households
- Percentage of 65+ population living below the poverty line, as compared to similar Midwestern college towns

Outcome: Career pathways and training are engaging residents and businesses.

- High school graduation rate (adjusted four-year high school cohort graduation rate)
- Number of training programs matched to community job opportunities
- Percentage of eligible residents, by age, enrolled in training programs
- Employment/unemployment rates by sector
- Workforce retention, recruitment, and growth by sector

Outcome: Respond to the results from Community Survey.

- Identify needed services
- Prioritize service needs

Outcome: Entrepreneurial activity has increased and a culture of entrepreneurialism is being sustained.

- Annual self-employment rates by age group
- Number of "local sourcing" agreements and programs in operation
- Number of locally owned business formations annually
- Total square footage and enrollment numbers of local incubators, accelerators, maker spaces, and co-working spaces
- Number of programs and enrollment levels to cultivate business innovation

Outcome: Wages, jobs, and GDP are outpacing population growth.

- Real per capita personal income
- Jobs per worker (number of jobs per person in the workforce)
- Payroll employment
- Per capita GDP
- Trends in sector employment

2

culture & identity

Overview

The City of Bloomington is fortunate to have a high quality of life that is supported by its rich culture and identity. Multiple sources have characterized Bloomington as one of the most livable communities both regionally and nationally. This chapter introduces subsections that define the culture and identity that help make Bloomington such a desirable and attractive community.

History and Culture

Bloomington is the county seat of Monroe County, Indiana. It was settled in 1816, the same year Indiana became a State. President James Monroe chose it as the site of the Indiana Seminary. Located on a trading route with available spring water, the new settlement attracted settlers. Following the creation of Monroe County in 1818, the settlement was given the designation of a town.

No precise evidence or record suggests the basis on which the name Bloomington was adopted. One theory suggests the name reflected the blooming flowers and foliage, while another theory suggests that the name was given in honor of William Bloom, one of the first settlers. By 1821, Covenanters had started to settle the area. Associated with the Scotch-Irish Presbyterians, Covenanters had outlawed slavery in 1800 amongst all its members. Later on, Bloomington provided a route for escaped slaves traveling north on the Underground Railroad.

Limestone quarrying was one of the early major industries in Bloomington, and a long history of manufacturing brought many people and institutions to town over many decades. Since 1820, a major reason for the town's growth was and remains Indiana University. Indiana University attracts students and faculty from across the nation and around the world. The university's growth has greatly contributed to the growth and development of the town and IU shares with Bloomington its distinctively progressive, tolerant, diverse, and innovative character, as seen in its residents, businesses, and its cultural arts community. Bloomington will celebrate its bicentennial in 2018, an occasion for reflecting on our past while looking to the future. Likewise, Indiana University will celebrate its bicentennial in 2020. The Bicentennial Strategic Plan for IU is organized around a master plan and lays the groundwork to assure that the University as a whole continues to thrive.

Higher Education

There is more to education in Bloomington than Indiana University. Bloomington's current and future employees must have access to advanced technical training that results in employable skills in the 21st century. Ivy Tech Community College works closely with area employers to design curriculum and training programs that are advanced enough to provide the skills necessary for employment. Robust opportunities must be created for people to access cutting-edge workforce education and formal training programs.

Allowing people to be better prepared for emergent career fields will encourage existing employers to stay and expand, while attracting new employers to Bloomington.

Indiana University and Ivy Tech both offer a multitude of learning and cultural attractions for residents. Bloomington is fortunate to have higher education institutions that influence and shape the diversity of residents, the innovation of local businesses and industries, and the breadth and depth of the cultural arts. Bloomington's identity is interwoven with its higher education institutions: Approximately half of Bloomington's population is students.

Higher education brings people of all races, ethnicities, and backgrounds that enrich the entire Bloomington community. In 2015, 7,875 incoming freshmen arrived at Indiana University. Almost all of Indiana's 92 counties were represented. More than 1,000 incoming freshmen were underrepresented minority students, and over 1,000 came from outside of the U.S. Estimates indicate that the 7,000+ foreign students and staff at Indiana University generate 3,500 local jobs and an economic impact of $250 million annually.

Elementary and Secondary Education

The Monroe County Community School Corporation (MCCSC) is the primary public K-12 educational provider for the Bloomington area. It serves nearly 11,000 students. According to federal data, the overall high school graduation rate in the U.S. has reached 80% for the first time. Bloomington high schools exceed a 90% graduation rate. The community must be strong partners with the public school system that is the bedrock of Bloomington's educational success. Seven MCCSC schools received the prestigious

4-star designation from the Indiana Department of Education in 2014–2015. Bloomington also has a number of quality private and charter schools such as the Harmony School and the Project School.

Teaching students that have language barriers and integrating them into the educational system is another important issue facing public schools. Annually, MCCSC typically classifies over 300 students as having limited English proficiency. Early childhood education is another critical area. Support for non-profit organizations that contribute to the backbone of services for early education is an important consideration. This is especially true for children from low- to moderate-income families. These early education support programs are crucial to preparing young children for regular school programs.

Diversity

Bloomington welcomes all. The fusion of nationalities, races, cultures, ethnicities, religions, and sexual orientations brings strength through diversity.

One area where Bloomington's diversity is well established is its history of embracing the Lesbian, Gay, Bisexual, Transgender, and Queer or Questioning (LGBTQ) communities. Over 20 years ago, the City Council passed a Human Rights Ordinance that took a stand against denying people basic rights because of their sexual orientation. Additionally, the City of Bloomington was one of the first municipal governments in the Midwest and the nation to extend same-sex partner insurance benefits to its employees.

Ongoing efforts in program areas from volunteerism and healthy living to community outreach foster diversity. Bloomington's friendly and inviting atmosphere for all people is essential to building upon its historical tradition of inclusion. The open and collaborative culture and environment attract all types of creative individuals who provide Bloomington with an economic advantage in developing those industries that need innovative and creative employees.

A 2007 U.S. Census report found that women-owned businesses generated more than $189 million in receipts, and minority-owned businesses generated $90 million, of a total of $6.1 billion within the City. Women and minorities continue to be underrepresented in our country's economy, but expectations here continue to push diversity. Progress is being made. The comparable 2012 U.S. Census report found that women owned businesses generated more than $1.2 billion in receipts, and minority owned businesses generated $157 million, of a total of $6.4 billion within the City. In order to unleash innovation, creativity, and productivity, Bloomington needs a much greater representation by women and minorities.

Diversity also encompasses key socioeconomic factors. While Bloomington is often portrayed by illustrating its collegiate youth, older adults contribute significantly to the vibrancy of the community. The 55-80 age group is active and a growing population in Bloomington, estimated at around one-third of the population.

Safety concerns, a lack of awareness of available services, and the incidence of boredom or depression can limit and hamper the contributions these populations offer. Similar concerns affect the youngest one-third of the population. Building a community for a lifetime, from the very young to the very old, is a concept that furthers Bloomington's diversity.

The natural beauty of the area, the high quality of healthcare and supportive services, the high level of education, the outstanding sports and cultural activities, and the wealth of opportunities for lifelong learning help to build and sustain this concept. One example of sustaining momentum is Bloomington's Creative Aging Festival, sponsored by the Commission on Aging. It is the first of its kind in the nation and has become well known among national arts leaders as a model for other communities.

Arts and Tourism

Arts are an important part of the culture of Bloomington. The renowned IU Jacobs School of Music and the Lotus World Music and Arts Festival attract world-class musical talent and performances from around the world. Stage performances, concerts, and many other live entertainment options can be enjoyed locally at the Musical Arts Center, the IU Auditorium, the Buskirk-Chumley Theater, and the Bloomington Playwrights Project – just to name a few. Fine arts opportunities also abound, from world-class art exhibits at the IU Eskenazi Museum of Art to distinguished shows at more than ten local galleries.

Fostering an environment conducive to arts participation is an essential part of Bloomington's social, educational, and economic growth and its residents' quality of life. The Bloomington Arts Commission plays an important role in cultivating a thriving arts community and has developed a Public Art Master Plan. It puts forth a blueprint for the ideal public art environment, such that the arts exist within a physical, artistic, sociological, governmental, and economic paradigm. Another aspect to fostering arts and tourism is to consider the "string of pearls" along the B-Line Trail. The Trades District, in the Certified Technology Park, the Monroe County Convention Center, the IU Health Hospital site on West 2nd, and the Switchyard Park all offer opportunities for creative development, including opportunities within arts and tourism.

Indiana University arts and sports represent a major tourism draw, though there are many non-university amenities that attract tourists as well. The Bloomington Entertainment and Arts District (BEAD), located in downtown Bloomington, is a focused arts area designed to promote tourism and economic development. BEAD was formally recognized as an official Indiana Cultural District by the Indiana Arts Commission. It promotes a robust grouping of festivals and events that draw thousands to downtown Bloomington each year. These regional events include the Fourth Street Festival of the Arts, the Taste of Bloomington, and the Arts Fair on the Square.

According to Visit Bloomington, over 1.8 million visitors travel to Bloomington every year. These visits include vacations, business trips, convention travel, visiting family and friends, and attending various sporting events. The economic impact generated by these visitors during 2015 included $362 million in total gross sales, which directly supported more than 7,611 jobs in Monroe County and contributed about $174 million in wages. It also contributed $78 million in total tax revenue. VisitBloomington awarded ten 2016 Tourism Awards for positive contributions to the area's tourism industry, ranging from the Limestone Comedy Festival to the Lilly Library.

Visitors spent $69 million on lodging, $123 million on food and beverages, $75 million on shopping, $18 million on entertainment and recreation, and $75 million on transportation. Tourism is a major industry for Bloomington. If tourism continues to grow, it can provide a number of excellent benefits for local residents and businesses. Creative ways to further showcase Bloomington as a prominent Midwestern travel destination should be developed and aggressively pursued.

Equity

Establishing a level playing field or equal access for all residents is essential in a democratic society. This can take on many aspects, from equal access to services and the ability to participate, to equal opportunities for employment. This chapter previously discussed the role of education and the importance it plays to the success of the community. Equity in housing, environment, and transportation are covered in subsequent chapters. Bloomington is a regional health care center for much of South Central Indiana. Providing equal access to health care is one area where the City of Bloomington has worked closely with other non-profit social service organizations to provide all persons access to affordable health care services.

These services may include, but are not limited to, substance abuse counseling, mental health evaluations, and general health care services.

However, it is important to not confuse equality with equity. Equity moves beyond equal access to examine how some residents may need additional help to level the playing field. This too is part of Bloomington's identity and culture. For example, while there may be equal access to health care, Volunteers in Medicine of Monroe County provides free and preventive care to the medically under-served for both chronic and acute illnesses. It is operated by volunteers and receives support from the community and from IU Health Bloomington Hospital. The Bloomington community must continue to work together to make sure all have equal and equitable access to the services, events, markets, and many other aspects that define Bloomington's culture and identity.

Goals & Policies

The policies in this chapter respond to the adopted 2013 Vision Statement objectives to:
"Ensure all land development activity makes a positive and lasting community contribution";
"Encourage Healthy Lifestyles by providing high quality public places, greenspaces, and parks and an array of recreational activities and events";
"Celebrate our rich, eclectic blend of arts, culture, and business";
"Provide a safe, efficient, accessible, and connected system of transportation that emphasizes public transit, walking, and biking to enhance options to reduce our overall dependence on the automobile" ;
"Recognize the many virtues of historic preservation, rehabilitation, and reuse of our historic structures";
"Nurture our vibrant and historic downtown as the flourishing center of the community";
"Enhance the community's role as a regional economic hub"; and to
"Nurture a resilient, environmentally responsible community by judiciously using our scarce resources, enhancing our natural assets, protecting our historic resources, and supporting a vital local food system."

Goal 2.1 Support cultural spaces in all areas of Bloomington, especially Urban Centers, Neighborhood Villages, and around the Indiana University campus, where they are publicly accessible to a broad and diverse range of people (ages, incomes, backgrounds, and races) and can help activate the public realm. These cultural spaces should be collaborative, whenever possible, and incorporate or represent a broad range of art types, art forms, and artists.

Policy 2.1.1: Place an emphasis on public space design within the private development realm – including, but not limited to, the pedestrian and active transportation environments surrounding the sites, any opportunities for public art or engagement within the development, and how the development aesthetically blends in with its surroundings – through Unified Development Ordinance amendments and incentives.

Policy 2.1.2: Ensure culturally significant places and spaces are preserved and celebrated.

Policy 2.1.3: Encourage partnerships with Indiana University and Ivy Tech, and the public, private, and non-profit sectors, to engage in creative placemaking projects.

Policy 2.1.4: Encourage the use of public art to create a neighborhood identity.

Policy 2.1.5: Support the temporary re-use of vacant and/or underutilized spaces or building facades for art production, exhibitions, and murals.

Policy 2.1.6: Create infrastructure and signage for better transportation connections to and among cultural venues.

Policy 2.1.7: Explore opportunities to enhance and expand the Monroe County Convention Center to create additional venue and activity space.

Goal 2.2 Preserve assets of historical, architectural, archaeological, or social significance.

Policy 2.2.1: Work with the department of Housing and Neighborhood Development (HAND) and the Historic Preservation Commission (HPC) to aid in the advocacy and monitoring of historic structures and places, placemaking, and opportunities for art installations that explore our history.

Goal 2.3 Ensure public spaces are of high quality, engaging, and active.

Policy 2.3.1: Incorporate an arts component that engages sight, sound, and/or texture into the planning, construction, or renovation of all city facilities as deemed feasible.

Policy 2.3.2: Consider the use of natural art and beauty through the preservation of trees, waterways, and other environmental features.

Policy 2.3.3: Ensure public spaces are accessible to all ages and abilities and serve to connect all generations.

Programs

- Explore the possibility of a joint partnership/endeavor with Visit Bloomington and Monroe County Convention Center by analyzing the market and conducting a feasibility study for convention center expansion.
- Hold festivals, celebrations, or other events that help to highlight the community's heritage and important cultural assets.
- Create and maintain a cultural and archaeological asset map as an inventory resource for decision making.
- Study the benefits/costs of designating existing clusters of cultural spaces as additional cultural districts.
- Incorporate works of public art and performances in high-traffic transportation corridors and pedestrian areas.
- Include Percentage for the Arts requirements or incentives for private-sector developments.
- Partner with the Glenn A. Black Laboratory of Archaeology and other stakeholders to coordinate efforts in value-added assessments of historic and archaeological assets.
- Encourage the integration of green building practices into historic district guidelines and assist districts in adopting sustainability guidelines.
- Encourage new neighborhood preservation plans.
- Public places and events held in public places should be as affordable as is feasible, particularly for full access to people of all walks of life.

Outcomes & Indicators

Outcome: Historic and culturally significant places are preserved and celebrated.

- Number of historic/archaeological/cultural preservation projects completed and/or programs operated annually
- Number of public spaces available for cultural events
- Reference the numbers of requests for historic designation of properties, and number of neighborhoods seeking Conservation or Historic District status
- Number of demolition requests

Outcome: Attendance at cultural events is high.

- Number of residents to number of attendees and cultural events within the City
- Number of public art and/or activities annually
- Number of cultural, arts, and entertainment institutions

Outcome: Public spaces are high quality, engaging, and active.

- Number of activities programmed annually for public spaces, including streets downtown and in neighborhoods and parks
- Number of people using public places daily, at peak and off-peak periods

Outcome: Enhance the arts and culture industry in Bloomington.

- Investments in local creative industries
- Number of creative jobs in the arts and culture sector
- Community social engagement opportunities through the arts and culture lens
- Economic assessment of tourism
- Assess the competitive edge for arts and business retention and recruitment
- Survey community attitudes toward art and cultural opportunities

Outcome: Celebrate all forms of difference in Bloomington.

- Number of cases investigated and resolved through municipal anti-discrimination laws
- Number of local festivities and events that celebrate diverse cultures (racial, ethnic, sexual, artistic, etc.)
- Rates of retiree attraction and retention

3

environment

Overview

All life depends on the vitality and interplay between three main categories of the natural environment: air, water, and land. While these are broad categories of interrelated systems, residents of Bloomington have long held their protection close to their hearts and high among their priorities. This chapter is organized around some of the threats and opportunities to the natural environment and associated ecological services regarding breathable air, drinkable water, energy consumption, food production, waste mitigation, and ecologic protection.

Bloomington residents consistently express their hopes for a better natural environment. These hopes include: reducing air-contaminating pollutants by lessening our reliance on fossil fuels; reducing waste and increasing recycling and composting; protecting both water quality and quantity for humans and nature; and enhancing urban ecology through increased biodiversity.

In order to foster a healthy environment, we need to work together to improve natural resource stewardship. For example, the City has engaged in efforts to reduce energy use and to diversify its sources of energy. The Green Building Ordinance, City facility and community-wide solar initiatives (2017 Solarize Bloomington Initiative), and community-based efforts like Earth Care and the Monroe County Energy Challenge have all targeted a cleaner, reduced energy footprint. Developing a long-term environmental plan, as part of a larger sustainability plan, is a priority. The City recognizes that environmental protections and enhancements are critical parts of our urban infrastructure. These will contribute towards a more sustainable Bloomington.

This chapter highlights key components of the environment and sets goals for creating an environmentally sustainable community through energy, the built environment, water, urban ecology, waste, air quality, and food and agriculture.

Energy

Energy use plays a key role in community development. Reliability, efficiency, and a diverse portfolio of energy services all contribute to community resiliency. The use of fossil fuels impacts water quality, air quality, floral and faunal health, as well as human health.

In Bloomington, our particular challenges include a major dependence on fossil fuels and a housing stock made up of two-thirds rental properties, which creates barriers to significant progress in efficiency. While the City has already engaged in numerous efforts to reduce energy use and to diversify its sources of energy, more remains to be done.

There are encouraging developments nationwide as well as local opportunities that will help Bloomington reach a better, more resilient energy future. These include:

- "Smart city" technology that will enable better use of data, better communication with consumers, and more nuanced control of demand.
- Steadily decreasing prices in renewable energy.
- Increased opportunities to integrate renewables like solar and wind with other technologies to create fossil-fuel-independent, and potentially localized, generation and distribution systems.
- Opportunities for increased efficiency and renewable energy in new and existing facilities.

Built Environment

The built environment includes all of our human-constructed surroundings: buildings, roads, bridges, parking lots, and much more. It is where most people live, work, and play. The choices we make about our built environment have critical consequences for how we live and for the health of the broader environment. Much of the impact of the built environment overlaps with the other sections of this chapter, from the way materials used in construction and operations affect air quality, to the ramifications of how we handle stormwater, to the implications of location on transportation choices.

Increasing opportunities exist to reduce the environmental footprint of this sector, including rating systems for buildings, public infrastructure, and cities. Communities share and build on best practices. However, as population and wealth grow, so does the built environment.

Water

Water is a vital natural resource for human survival. Most of us now live in an urban ecosystem, and we all need to be more cognizant of how water functions in it. Consider the hidden environmental costs associated with both drinking water and surface water. In 2015, to prepare and transport clean water for human consumption, the City of Bloomington Utilities Department accounted for 46% of energy use and 60% of greenhouse gas emissions according to a City operations inventory through the Department of Economic and Sustainable Development. These represent large portions of our environmental footprint and have impacts on the City's budget.

Human consumption is not the only use for the water sanitized and transported by our Utilities Department. Commercial and industrial processes have a range of needs for water. Heating and cooling, cleaning, and manufacturing all require water. And, of course, clean water is necessary to support the plants and animals in our ecosystems and food systems. Access to clean water is an essential component of a sustainable community, and Lake Monroe – a reservoir created in 1964 with an estimated lifespan of just 100 years - is a critical contributor to Bloomington's ability to flourish into the future.

Sanitary sewer service is another key component to sustaining clean water. Sanitary sewer overflows (SSOs) are when untreated sewage is discharged into the environment prior to reaching sewage treatment facilities. Some sanitary sewer systems were designed to combine both storm water and waste water, which during storm events and other conditions can result in increased SSO events. CBU provides sanitary sewer service using a system designed for just waste water. Overflows resulting from rain/snow melt infiltration, sewer main blockages, grease-related blockages, and private system overflows do occur and are a priority to prevent. Investments and best practices have reduced SSOs from approximately 30 million gallons in 1996 to 5 million in 2015.

Surface and stormwater quantity and quality are different, yet related, issues to consider in addition to drinking water. Moving surface water needs to be slowed down enough that it has the opportunity to infiltrate instead of flowing away at speeds that can cause dangerous and costly flooding and erosion and prevent the filtering of pollutants.

Installing modern "green infrastructure" features around town could improve the overall quality of surface and stormwater going to drinking water sources, support a healthy ecosystem, and mitigate flooding.

Urban Ecology

The amount of land and resources it takes to support urban population growth degrades the natural environment to the point that it needs protection and enhancement. As urban populations increase, cities will increasingly become test beds of how to preserve local ecological functions in the midst of urban growth.

Bloomington's growth over the last generation has carried with it challenges in balancing dense infill development and greenspace. Going forward, the community has an opportunity to integrate urban ecosystem services by increasing the use of native plants for landscaping, protecting waterways, optimizing green infrastructure, and enhancing urban forests.

Solid Waste

Increasing urbanization and unsustainable consumption practices likewise create challenges for managing waste and recycling streams. Recycling markets are highly volatile, and municipalities struggle to provide expected recycling services in a cost-effective way. The situation demands creative, lifecycle-focused new approaches.

In Bloomington, the community's lack of control over critical waste infrastructure and resource streams render it particularly vulnerable to market volatility and minimize the community's ability to align practices with sustainability principles. Both waste and recycled materials travel more than 50 miles away to final disposal and processing, producing both greenhouse gasses and particulate pollution. Careful planning and strategic targeting of materials could significantly increase diversion rates, with particular focus on construction and demolition debris, organic waste, recycling for apartment-dwellers and businesses, and new approaches to recycling and reuse of glass.

Air Quality and Emissions

Air quality is possibly the most important of all environmental issues facing humankind. Air quality is directly affected by the built environment, from the way we generate energy, to the energy we use for heating and cooling buildings, to the energy used in the transportation sector. All of these activities emit gasses. We cannot survive without oxygen (O_2) for much longer than three minutes, and health problems such as asthma, emphysema, lung cancer, and other respiratory disorders are associated with polluted air. Reducing pollution and particulate matter benefits everyone. Simple reduction in emissions through efficient use of energy can improve air quality. Energy-efficient buildings and the use of alternative energy sources can reduce air emissions from the building sector. In the transportation sector, reducing miles traveled by vehicles with internal-combustion engines is one effective strategy for improving air quality. Together these two sectors contribute approximately 38% of greenhouse gas emissions.

For decades, transportation policy and infrastructure investments have focused on supporting motorized vehicles. That focus created a legacy that we are now working to overcome. Chapter 6, Transportation, focuses on a shift to retrofitting our infrastructure and policies to create a diverse, safe, efficient, and well connected transportation system that also stands to benefit air quality and emissions.

Food & Agriculture

The City of Bloomington Common Council endorsed the Bloomington Food Charter in 2015 as "helping to guide community decisions and programs that affect the local food system." The Food Charter recognizes that food security is a basic human right; that collaborations among local government, businesses, and community groups should take place to support a sustainable, well-functioning local food system; that urban agriculture should be supported, including farming, community gardens, rooftop and home gardens, orchards, and edible landscaping; and that local food processing and marketing should be facilitated and not hindered by local regulations.

Residents have consistently demonstrated an interest in the economic, social, and health issues connected to local food access. These concerns have found expression through the Bloomington Food Policy Council and relate to the three E's of sustainability: environmental impact, equity of access to food, and economic impact of local food production and processing. Taken together, they establish a holistic way of thinking about food or local food systems. Urban agriculture reexamines the traditional mindset of agriculture uses and activities within rural settings. It assesses the cultivation, processing, and distribution of food within an urban context. Food and agriculture offer a key opportunity to work locally and regionally to develop a more sustainable and resilient local economy that supports health, the natural world, as well as improved quality of life for residents. The City of Bloomington supports and recognizes that residents desire opportunities to produce, process, sell, purchase, and consume local foods of their choosing. The City itself has embraced these goals through adoption of the Bloomington Food Charter.

Goals & Policies

The policies in this chapter respond to the adopted 2013 Vision Statement objectives to:
"Ensure all land development activity makes a positive and lasting community contribution";
"Encourage healthy lifestyles by providing high quality public places, green space, and parks and an array of recreational activities and events," and to
"Nurture a resilient, environmentally responsible community by judiciously using our scarce resources, enhancing our natural assets, protecting our historic resources, and supporting a vital local food system."

Energy

Goal 3.1 Increase renewable energy sources and reduce community-wide fossil fuel consumption.

Policy 3.1.1: Serve the community's energy needs using renewable energy sources and target efficiency improvements in the public and private sectors.

Built Environment and Green Space

Goal 3.2 Drive increased efficiency and reduced environmental impacts in the built environment.

Policy 3.2.1: 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.

Policy 3.2.2: Increase greenspace and protect environmentally sensitive areas.

Policy 3.2.3: Encourage and facilitate tree planting on both public and private properties with developed standards to minimize damage to critical infrastructure like sidewalks.

Policy 3.2.4: Implement best management practices to reduce non-point pollution and localized flooding.

Policy 3.2.5: Implement maintenance requirements for green infrastructure such as pervious parking surfaces.

Water

Goal 3.3 Conserve water resources and protect water quality to support our natural environment, public health and safety, plant and animal life, and our urban activities.

Policy 3.3.1: Reduce pollution in urban runoff from residential, commercial, industrial, municipal, and transportation land uses.

Policy 3.3.2: Encourage conservation and protection of water sources in our region.

Policy 3.3.3: Work with regional partners to prolong the life and improve the quality of Lake Monroe as Bloomington's drinking water supply, flood-control reservoir, and important ecosystem.

Urban Ecology

Goal 3.4 Increase the areas of native shrubs, trees, and herbaceous plants to increase ecosystem services associated with green infrastructure, including improved soil, air, and water quality and increased carrying capacity of pollinators, birds, and other wildlife.

Policy 3.4.1: Create a vegetated-habitat connectivity plan.

Policy 3.4.2: Eliminate, to the greatest extent feasible, invasive plant and animal species.

Solid Waste

Goal 3.5 Increase the amount of solid waste diverted from landfills.

Policy 3.5.1: Increase community resilience by taking greater control of waste management infrastructure and critical waste streams, including exploring the establishment of a local Materials Recovery Facility.

Policy 3.5.2: Explore and cultivate local uses and markets for waste and recycled materials.

Policy 3.5.3: Create targeted diversion and/or reuse programs for challenging waste streams like glass, organic waste, construction and demolition debris, and recyclable materials generated in commercial or multi-family facilities.

Air Quality and Emissions
Goal 3.6: Protect local air quality from pollutants.

Policy 3.6.1: Ensure that the air we breathe is safe for all Bloomington residents and visitors.

Food and Agriculture
Goal 3.7: Promote and protect local food culture and Bloomington's food system.

Policy 3.7.1: Work to provide residents with access to safe, nutritious, and affordable food, including through a sustainable, resilient local food sector.

Policy 3.7.2: Support diverse, native-plant conservation and restoration efforts, to foster the plant pollinating network of animals, which greatly influences crop production.

Programs

Energy

- Create an energy efficiency program aimed at cost-effective, energy-saving strategies for residential households.
- Improve the information available to renters and homeowners to encourage increased energy efficiency.
- Assess incentive programs that encourage greater energy efficiency and the use of renewable energy sources (solar, geothermal, biomass, etc.) in new developments.
- Assess solar programs that enable lower-income households to utilize solar energy.

Built Environment

- Develop a City-wide Green Infrastructure Plan.
- Encourage adaptive reuse and rehabilitation as a viable option to demolition of existing facilities.
- Develop strategies and incentives that ensure new development is sustainable and adaptable to the changing needs of market forces.

Water

- Increase the use of modern best practices for water quality and quantity control.
- Work with the Army Corps of Engineers to prolong the life of Lake Monroe and improve water quality coming from the lake.
- Create and implement a plan to reduce water leakage in the City of Bloomington Utilities infrastructure.
- Prevent sanitary sewer overflows to ensure compliance with applicable state and federal requirements and to avoid pollution of surface or ground water.
- Utilize Low Impact Development measures such as rainwater harvesting and storm runoff infiltration, when feasible, as mitigation strategies for stormwater discharge.
- Assess karst features and regulations to protect sinkholes and other karst features.
- Simplify floodplain regulations without making them less restrictive.
- Develop an assistance and education program for private property owners to install raingardens.
- Incorporate a stream classification system into the UDO to use in waterway and riparian buffer protection and enhancement.

Urban Ecology

- Develop a method to appropriately manage the population growth of urban wildlife.
- Create an action plan to evaluate and prioritize strategies that reduce or eliminate invasive plants and animals.
- Assess rules and regulations that restrict the planting of invasive plant species and curtail the dumping of aquarium plants in any waterways.
- Measure baseline tree canopy coverage and explore options to expand baseline coverage.
- Amend existing tree protection rules to better protect existing trees during construction.
- Encourage the creation of small, neighborhood-scaled "pocket parks."
- Secure additional property to preserve urban green space.
- Evaluate regulations for new developments to increase vegetative cover and utilize alternatives such as green roofs in very dense or urban contexts.
- Identify existing vegetated areas and the connections between them.
- Develop a greenspace per capita goal.
- Gradually purchase or protect key properties to improve connections and ecological quality between vegetated areas.

Solid Waste

- Modernize the City's sanitation system, including upgrading to safer, more efficient equipment, and integrating smart technology.
- Develop a City-wide program for organic waste (composting), possibly partnering with a private company.
- Assess rules, regulations, and incentives for providing adequate space for recyclable materials collection in new multifamily, mixed use, and commercial developments and within existing apartment buildings.
- Develop safeguards to ensure the City's recycling contractors are having materials recycled according to regulations.

Air Quality and Emissions

- Assess regulations regarding environmental concerns such as fugitive dust, hazardous waste releases, cleanup policies, and required secondary containment protection.
- Educate the population on how to identify and remediate possible air contaminants in their homes and workplaces.

Food and Agriculture

- Assess "Bloomington's Food System: A First Look" and partner with the Bloomington Food Policy Council, other community organizations, residents, businesses, schools, and government agencies to implement the goals of the Bloomington Food Charter.
- Encourage community gardens throughout the City.
- Modify regulations for protective fence heights surrounding urban agriculture to allow for best practices and flexibility in dealing with white-tailed deer and other nuisance animals.
- Assess the creation of an agricultural zoning district and/or permitted urban agriculture uses within other existing zoning districts.
- Increase the use of native pollinator-attracting plants through the UDO.
- Enhance education about pollinators as a necessity for growing food, and encourage the use of pollinator-attracting native plants on private property.
- Encourage neighborhood associations and home owners associations to be more tolerant of vegetative alternatives to lawns, clotheslines, and other environmentally beneficial practices.

Outcomes & Indicators

Outcome: Detrimental environmental impacts from the built environment are reduced.

- Changed policies and programs that encompass new green building codes
- Development of protocols for new City projects
- Number of LEED and/or Energy Star Certified buildings
- Number of LEED/ND certified projects or environments

Outcome: Fossil fuel consumption is reduced community-wide.

- Monitor community-wide electric, gasoline, diesel, and natural gas consumption data

Outcome: Green space has increased.

- Parks and green space area
- Vegetative cover in the downtown area
- Percentage of tree canopy coverage
- Number of community garden plots used and available
- Square footage of green roofs

Outcome: Recycling practices have increased City-wide.

- Amount of waste diverted from landfill as a percent of all waste

Outcome: Water consumption has been reduced.

- Collect water loss data from City of Bloomington Utilities Department
- Gallons of drinking water per household account

Outcome: A local food culture has been promoted and protected.

- Number of restaurants and businesses serving and/or producing local food products
- Number of home gardens and community gardens
- Economic value of local food economy
- Local regulatory framework facilitates local food production and distribution
- Food desert inventory

Outcome: Air quality is maintained at a high level.

- Relevant measurements of air quality, including ground-level ozone, particulate matter, carbon monoxide, sulfur dioxide, and nitrogen dioxide, taken on a regular basis at appropriate locations around the community.

4

downtown

Overview

Downtown Bloomington is a vibrant, historic, and flourishing center of the community. Downtown offers many things for Bloomington residents, employees, and visitors alike. Traditionally, downtowns have served as central hubs of activity. Across the United States, downtowns continue to grow, adapt, and evolve in a variety of ways that make them unique, lively, diverse, and safe places. Due to varying strategies toward growth and planning, some cities have achieved greater levels of success than others. Currently, many in the community believe that Downtown Bloomington is doing quite well and consider it the heart of the city. This was not always the case. Not long ago, Downtown Bloomington seemed to be in decline and losing its significance as the center of local commerce and activity.

Developing and enhancing policies that ensure the long-term success of Downtown can enrich Bloomington as a whole. Nationally, Main Street trends show a surge in small business startups, a wide-range of social media applications used to engage and build loyal customer bases, and a prominent role of food within the downtown marketplace. Movements ranging from offering high-quality snacks in hotel lobbies to opening locally sourced, "farm to fork" restaurants are making significant contributions to the life and vitality of downtowns.

Placemaking continues to shape the physical characteristics of downtowns with additional focus on human-scaled design and streets that are walkable, bikeable, and safe for users of all ages. This approach not only supports the commercial and retail aspects of downtown areas but also improves livability as people continue to seek living options within city centers. Downtown Bloomington has recently undergone significant student housing growth, while local and national trends indicate Millennials and Baby Boomers also find the Downtown a great place to live, work, and play.

Successful downtowns are integrally linked to the economic health of local businesses, which are the foundation of the local economy and serve the needs of residents and visitors alike. Because local owners live in the community they do business in, they are free to make decisions based on local needs rather than on corporate policies handed down from decision-makers far removed. Additionally, studies have shown that independent, local owners spend more money at other local businesses creating a "multiplier effect": Money recirculates within the community rather than "leaking out" to remote corporate headquarters or centralized purchasing departments. Listed below are some examples of how locally owned businesses are good for a city's long-term viability. They provide a perspective on sustaining Downtown Bloomington.

- Buy Local – Support Yourself: Several studies have shown that when you buy from an independent, locally owned business rather than from a nationally owned business, significantly more of your money is used to make purchases from other local businesses, service providers, and farms. For example, for every $100 spent in locally owned, independent stores, $68 returns to the community through taxes, payroll, and other expenditures. The same amount spent in a national chain, returns only $43 locally; and with online spending, almost nothing is returned to the community.
- Support Community Groups: Non-profit organizations receive an average 250% more support from smaller, locally owned businesses than they do from national businesses.
- Keep The Community Unique: The one-of-a-kind businesses are an integral part of the distinctive character of Bloomington. Tourism increases as visitors seek out destinations that offer them the sense of being someplace, not just anyplace.
- Reduce Environmental Impact: Locally owned businesses can make more local purchases requiring less transportation and contributing less to sprawl, congestion, habitat loss, and pollution.
- Create More Good Jobs: Small, locally owned businesses are the largest employers nationally offering jobs to residents.
- Get Better Service: Locally owned businesses often hire people with a better understanding of the products they are selling and who take more time to get to know customers.
- Invest In Community: Locally owned businesses have owners and employees who live in the community, are less likely to leave, and are vested in the community's future.
- Create an Age-Friendly Business Environment: Older adults are generally more loyal to local businesses when the environment is accessible and employees are trained to value and work sensitively with older customers. Older employees have been shown to demonstrate a strong work ethic. Older shop owners will be less likely to abandon their businesses upon retirement if their legacy can be passed to apprentices supported through local economic development activity.

Sense of Place

Density is of principal importance to Downtown Bloomington's sense of place. As density continues to increase, however, a balance needs to be struck between student-centric development and mixed-use Downtown amenities that support the entire community. In the year 2000, there were just over 1,800 residential units located in Downtown. Today, with roughly 1,900 units added; the number of units has more than doubled to 3,700 as more people are choosing to live Downtown. Allowing relatively higher housing densities through zoning, plus a very strong multifamily rental market (featuring occupancy rates well over 90 percent), has significantly driven the Downtown housing market. Almost all of this residential growth has been targeted to Indiana University's off-campus student housing demand, a result that has triggered concerns that Downtown's socioeconomic makeup has become too homogenous. This high rate of student demand has driven up rental prices per square foot, and it appears to have priced many non-student households out of the Downtown market. The inadvertent centralization of student housing around Downtown could weaken the community's strong and inclusive atmosphere to all age groups. The Housing and Neighborhoods Chapter covers applicable housing issues that should also not be overlooked for Downtown Bloomington. It is important that Bloomington continue to support a diverse and robust Downtown that is neither made up of purely student-centric businesses nor dominated by multifamily student housing. Bloomington's Downtown has a rich sense of place that is key to the continued success of the city and Indiana University alike.

Moving ahead, senior resident, workforce, and affordable housing options must be part of the housing solutions for Downtown Bloomington. We must beware of gentrification which removes older, affordable housing options and replaces them with new, high-priced housing options.

Main Street Corridors

Downtown is a highly walkable district that is enhanced by a mix of commercial, entertainment, residential, spiritual, and cultural amenities with robust multimodal access. Along with changes in downtown housing, changes in hospitality, entertainment, transportation, and commercial establishments continue to enhance Downtown. There are grocery stores that provide everyday items. Over 700 hotel rooms welcome overnight visitors to stay, shop, and enjoy a walkable Downtown. Plus over 900 businesses featuring retail, restaurants, and professional services – each sector topping over 100 establishments – offer a wide variety of choices for customers and also signify a healthy local economy. Through a joint venture between Bloomington Transit and the Central Emergency Dispatch Center, a new, all-in-one central transit station and emergency dispatch facility was built along South Walnut Street and 3rd St. The project included extensive streetscape improvements along South Walnut Street. This has transformed South Walnut into a more pedestrian-friendly and lively area. Parking meters returned and deserve mention, as vehicular parking demands have increased relative to a limited public parking supply. By some metrics, a parking 'problem' is a good indicator of a vibrant downtown.

Several galleries and venues, such as the Bloomington Playwrights Project and the Buskirk-Chumley Theater, along with an array of locally owned bars and restaurants, offer many arts and entertainment options. Ivy Tech Community College purchased the John Waldron Arts Center, a move that added another important player to the Downtown arts community. The Monroe County Convention Center regularly books conventions, trade shows, professional training seminars, special events, and even religious services, which, combined, have brought more than 1.2 million people into Downtown since it first opened in 1991. The Farmers Market, Fourth Street Festival of the Arts, Lotus World Music & Arts Festival, Taste of Bloomington, and the Fourth of July parade are all long-standing events in Downtown. Clearing the way for anticipated technology-based employment in the Certified Technology Park and incorporated "Trades District," the recent clearance of vacant warehouses north of City Hall is another positive sign for further business and residential growth in Downtown. These are just a few highlights that demonstrate change, vitality, and positive opportunities for increased business investment and residential livability of Downtown Bloomington.

Design

Downtown Bloomington has a certain aesthetic that continues to define its character. Since the adoption of the last Comprehensive Plan, architecture, parking, historic preservation, student housing, an emerging population of persons experiencing homelessness, employment, hotels, convention center expansion, retail mix, and other hot topic issues have played out. These issues are good proxies for Downtown's vibrancy. They stimulate a continuous community dialogue among residents, businesses, and visitors over the look and feel of Downtown. This look and feel is especially important in regards to both real and perceived safety concerns. Public discourse, information exchange, and positive economic change are good ways to channel this energy into practices that will sustain Downtown's prominence as the inclusive heart of Bloomington.

Attitudes of complacency and standardization can begin to erode Downtown's success and should be avoided. The 2005 Downtown Vision and Infill Strategy Plan, developed as a result of the 2002 Growth Policies Plan, established character areas and helped to better guide specific building design and architecture features. The character areas described in that plan became overlay districts in the Unified Development Ordinance (UDO), which created height, design, and bulk regulations for each character area. These regulations have helped to shape many of the newer developments in Downtown. However, details on building height, mass, design, and uses are coming under scrutiny as Downtown continues to grow and evolve. Avoiding standardized templates or boilerplate proposals for new building projects recognizes the need for alternative compliance with the UDO and much clearer policy guidance for each character area. Form-based codes and/or fine-tuning of design guidelines, building height, massing, and other site details, such as the ability for student-oriented housing to be adaptively reused for other market segments, are in order as Bloomington moves forward. The community also cannot lose sight of the need to better define its expectations for the Downtown public realm. After all, an active and lively public realm is what makes downtowns so unique. Guiding new developments in these areas will help Downtown maintain and strengthen its economic vitality and visual attractiveness as a great place to be.

Bloomington Entertainment and Arts District (BEAD)

BEAD is a geographically defined, mixed-use, cultural district in Downtown Bloomington. It encompasses entertainment and arts amenities that positively influence the quality of life and sense of place for the entire community.
Downtown Bloomington intersects and enhances the performing and visual arts venues at Indiana University to create a regional arts center accessible to all. The Bloomington Entertainment and Arts District was conceived as an economic development project, and the Indiana Arts Commission has designated it as an official Cultural District. It acts as the promotional hub for a robust festival and events scene that draws thousands of people, both locally and regionally. BEAD seeks to bring the business and creative sectors together to advance commerce and culture, build community, and spur economic development. It emphasizes the high concentration of creative assets and related activities to strengthen and enhance the overall economic development of the community. BEAD links a variety of incentive programs and grants to benefit the community and visitors as well as the small business, creative cultural, and entertainment sectors.

With so many artists, artisans, and talented craftspeople calling Bloomington home, the community has become a strong arts hub. According to the 2012 Americans for the Arts study, Bloomington's non-profit arts sector contributes $72.3 million to the local economy annually through direct spending by arts organizations and their audiences. In addition, this sector supports 3,430 full-time equivalent jobs and generates nearly $6.3 million in local and state government revenues. The City of Bloomington has been actively working to leverage these economic benefits through promotion and assistance programs.

Trades District

The Trades District is within Bloomington's Certified Tech Park. This district, located just northwest of City Hall, is a prime redevelopment site and a rare opportunity to revitalize a key component of the City's core. The Trades District offers an excellent opportunity to attract new private investment and jobs to the core of the community. This has the potential to begin diversifying the predominantly service-oriented employment base of Downtown with more technical and entrepreneurial business start-up jobs. Accordingly, the City of Bloomington and its Redevelopment Commission have begun planning efforts to create a new business incubator in the Dimension Mill building located within the Trades District. The Dimension Mill project should help catalyze private investment and job creation in the district.

One of the main goals of the Trades District is to create jobs in the technology sector. The Trades District is planned to develop organically over time, with new businesses as a primary use and work force focused residences to help serve and support those businesses. Finally, the Trades District will be environmentally sensitive, with stormwater and green building designs that will highlight how future developments in and outside of the Trades District can be developed that are energy efficient, environmentally low-impact, and provide positive economic results for private job growth and investment.

Conference Center Area

Bloomington's conference center is a strong Downtown anchor and provides a community and regional asset. The Monroe County Convention Center and surrounding properties present another wonderful opportunity for growth of tourism, hospitality jobs, and investment in Downtown Bloomington. A feasibility study, completed in 2012, conducted a trade show schedule survey that illustrated that Bloomington was the second-most-selected conference location in Indiana, behind only the Downtown Indianapolis-Indiana Convention Center. The study also suggested that the conference center could more than double its number of attendees, from 63,000 to roughly 130,000, if it had adequate space to accommodate the demand. To that end, the study identified that an additional 130,000 square feet of conference space could be supported with an adjoining 200-room hotel. The total capital investment for the convention center expansion was estimated to be $38.3 million, and the new hotel would be a $30 million private investment. The economic impact was suggested to be about $18.3 million annually while creating 260 full-time hospitality related jobs. The streetscape improvements to South Walnut Street have prepared the south side of Downtown for redevelopment. Supporting the expansion of the Monroe County Convention Center in conjunction with a new hotel would further sustain this Downtown anchor through its increased ability to hold events and meetings. Concurrently, this expansion would foster and support more diversified redevelopment interests in this area.

Goals & Policies

Policies in this chapter respond to the adopted 2013 Vision Statement objectives to:
"Nurture our vibrant and historic Downtown as the flourishing center of the community";
"Enhance the community's role as a regional economic hub";
"Provide a safe, efficient, accessible, and connected system of transportation that emphasizes public transit, walking, and biking to enhance options to reduce our overall dependence on the automobile" and to
"Ensure all land development activity makes a positive and lasting community contribution" and to
"Celebrate our rich, eclectic blend of arts, culture, and local businesses."

Goal 4.1 Ensure that the Downtown retains its historic character and main street feel, encouraging redevelopment that complements and does not detract from its character.

Policy 4.1.1: Ensure that public investments in infrastructure and technology do not detract from historic preservation and that they enhance pedestrian-friendly character in the downtown.

Policy 4.1.2: Recognize the significance of both traditional and innovative, high-quality architecture in supporting community character and urban design.

Policy 4.1.3: Recognize historic preservation as an economic development tool and encourage public and private investment in maintaining historic buildings downtown.

Goal 4.2 Encourage attractive, cost effective, convenient, and environmentally friendly public and private motor vehicle and bicycle parking facilities.

Policy 4.2.1: Provide sufficient bicycle and vehicular parking in the immediate Downtown area to support vibrant economic activity. Increase efficiency of our parking inventory by providing dedicated parking for two wheeled motorized vehicles.

Policy 4.2.2: Update City policies and codes as necessary to address the needs and impacts of emerging forms of transportation like ride sharing, autonomous vehicles, and electric vehicles.

Policy 4.2.3: Design vehicle parking areas in light of potential changing mobility solutions, and to reduce stormwater runoff, increase compatibility with street trees, and add visual interest to streets and other public locations.

Policy 4.2.4: Address the special parking needs of downtown churches and social service organizations through creative and collaborative solutions.

Goal 4.3 Integrate housing, entertainment, employment, shopping, and commerce in a way that promotes walking, biking, and transit for all ages and abilities.

Policy 4.3.1: Create opportunities for an enhanced residential, retail, and restaurant presence within Downtown that caters to a diverse range of residents and visitors.

Policy 4.3.2: Collaborate with Indiana University and Downtown Bloomington, Inc., to integrate planning efforts.

Goal 4.4 Encourage a range of diverse housing types downtown, with an emphasis on affordable and workforce housing.

Policy 4.4.1: Work with social service agencies and state and federal grant sources to incentivize the development of housing for lower-income individuals and families.

Policy 4.4.2: When considering redevelopment petitions, weigh the benefits of more affordable housing in existing buildings against the benefits of building new structures with more expensive residential units.

Policy 4.4.3: Work with developers early in the development process to encourage building and marketing housing to appeal to non-student residents such as young professionals, families, and the elderly.

Policy 4.4.4: Until such time as a reasonable balance of different housing types is achieved in the Downtown and nearby areas, strongly discourage new student-oriented housing developments in these areas.

Goal 4.5: Seek to establish Downtown as a model of inclusivity, safety, and sustainability.

Policy 4.5.1: Pursue sustainability projects that can serve as models for private residents, non-profits, and businesses throughout the community.

Policy 4.5.2: Collaborate with public safety and social services professionals to work toward an environment where everyone feels safe and welcome.

Programs

Downtown Vitality and Sense of Place

- Develop measures that limit the pace and extent of student housing in Downtown to steer market forces towards more non-student and affordable housing opportunities.
- Conduct a retail market assessment to identify what is currently missing, based on market demand, in the Downtown landscape to help encourage more retail diversity and promote business development.
- Assist local businesses with means of securing additional financial capital to expand and/or remain in Downtown.
- Create targeted marketing of Downtown in regional markets towards capturing new businesses, as well as those that are considering relocating to Bloomington.
- Develop partnerships with Downtown Bloomington, Inc., the Greater Bloomington Chamber of Commerce, Indiana University, and local real estate organizations to identify potential Downtown redevelopment sites.
- Utilize the City of Bloomington's Gigabit-class fiber Internet services to promote and increase both Downtown business and visitor activity.
- Draft an updated future land use study and facility needs assessment (10-15 year outlook) for the Monroe County Convention Center.
- Ensure that all affordable housing developments proposed for the Trades District or anywhere else in the Downtown area have an age- and ability-friendly component.
- Ensure ADA compliance in public spaces and incentivize universal design in private spaces to assure the built environment will serve a market of all ages and abilities.
- Consult with stakeholders to considering the installation of public restrooms downtown.
- Develop strategies to stabilize and diversify the downtown residential population by identifying and encouraging missing housing forms in the downtown area (such as row houses, condominiums, and live/work space).

Downtown Design

- Update and revise the Downtown overlay districts with "form-based code" building forms and massing that relate to the street and the pedestrian, whether through traditional architectural forms or innovative new designs.
- Provide guidance for urban design guidelines using an architectural inventory of celebrated structures currently in the Downtown area.
- Investigate the option of a design or architectural review committee for Downtown approvals.
- Update the Historic Preservation Commission's 2012 Preservation Plan for Historic Bloomington.
- Enact preservation measures on targeted buildings or areas in Downtown, as identified in future versions of the Preservation Plan for Historic Bloomington.
- Prioritize opportunities for streetscape and other public improvements that enhance Downtown focus areas and gateways.

Downtown Transportation and Parking

- Continue to improve multimodal connectivity with the Downtown area.
- Promote programs to encourage bike sharing and car sharing among employees or residents within specific districts.
- Develop a Parking Management Plan/Program for the Downtown area that supports alternative transportation modes.
- Work with the City's Parking Commission to implement Downtown parking strategies and policies.
- Encourage covered vehicle parking in parking lots or structures through the use of tree canopies or photo-voltaic solar panel canopies.
- Task the Parking Commission and Plan Commission to undertake a joint planning study that develops guidelines and innovative approaches for improving the aesthetics of Downtown public parking and open space/common areas.
- Encourage covered bicycle parking for visitors downtown.

Outcomes & Indicators

Outcome: Downtown events are frequent and well attended.

- Number of Downtown public events
- Number of Downtown events visited by both residents and non-residents
- Number of Downtown events visited by attendees, by age range
- Number of cultural and arts venues in Downtown

Outcome: The Downtown business environment is vibrant and sustainable.

- Retail Revenue
- Restaurant Revenue
- Employment levels and salary and wage levels
- Downtown safety incidents and crime reporting
- Public and private capital improvement investments
- Increased in assessed value for Downtown properties
- Occupancy rate for Downtown commercial spaces
- Office and professional services revenue
- Parking turnover and utilization rates

Outcome: Downtown buildings and sites with blight or disrepair have been identified and remedied.

- Number of properties with code violations
- Percentage of properties in Downtown with code violations
- Map of Downtown properties with known environmental contamination issues
- Map of Downtown abandoned properties and/or “shovel ready” clear sites

Outcome: Downtown facilities provide services and year-round community programming that is age- and ability-friendly.

- Number of early childhood education facilities in Downtown
- Number of Downtown facilities that offer ongoing community programming for all ages
- Number of participants in Downtown community programming by age range
- Number of hours per month the public library is open

Outcome: Residential growth Downtown is inclusive of all ages and abilities.

- Demographic profile of residential units in the Downtown overlay districts

5 housing & neighborhoods

Chapter Overview

Bloomington has a strong housing market and unique neighborhoods. This chapter contains goals, policies, and programs that express Bloomington's long-term commitment to revitalizing its housing stock and neighborhoods as well as providing smart-growth, supply-end strategies for future development and redevelopment. This chapter will set the stage for Housing and Neighborhoods by considering today's context, looking into housing trends and issues, and analyzing Bloomington's neighborhoods.

Today's Context

Within Bloomington's current housing stock, the affordability and accessibility of quality single-family and multifamily housing continue to be a concern. The impact of an expensive, high-demand housing market within multiple cohort groups is profound. According to the 2010 Census, there were 33,239 total housing units located within the City of Bloomington (estimated to be 33,338 total housing units in 2015). Of that 2010 total, 31,425 housing units, or 94%, were occupied, while only around 1,800 housing units, or 6%, were considered to be vacant. This is a sign of a healthy housing market, which typically has a vacancy rate of around 5%. Considering the 2010 Census was taken near the bottom of the Great Recession, this is indeed indicative of a robust market, as most metro areas were suffering much higher vacancy rates at that time.

This market condition indicates demand is exceeding supply, a situation that can further explain the relatively high cost of housing in Bloomington. Furthermore, the vacancy rate for lower income households may be closer to 0% as market pressures continue to increase the costs of housing.

About 50% of Bloomington's population consists of Indiana University and Ivy Tech students, causing the percentage of rental housing units to be higher than in many communities. Nationally, the Census reports that the homeownership rate is around 64%. Other college towns often have a lower percentage of population that are students, and consequently a lower percentage of rental housing. Current Census figures estimate that Bloomington's rental percentage is about 66% of the total housing units within the city. This increased rental demand has pushed apartment rents to disproportionate levels, especially compared to surrounding areas. According to the Indiana Business Research Center's 2015 report on Indiana's Housing Market, a general pattern of decline in respect to current rental vacancy (10.8%) and homeowner vacancy (2.3%) rates since 2006 indicates a tightening housing market. The 2011–2015 American Community Survey indicates an even tighter housing market for Bloomington: It sets the rental vacancy rate at 4.8% and the homeowner vacancy rate at 1.4%.

Currently, 82% of households in Bloomington spend more than 45% of their annual income on housing and transportation costs (Center for Neighborhood Technology H+T Index). For low-income households, utility costs can account for as much as another 20% of household expenses, and the high percentage of rental properties creates an additional "split incentive" problem that disincentivizes landlords from making significant improvements to rental housing. Therefore, there is a concern that many residents looking for quality rental or owner-occupied housing within the City are being priced out of the market. The community must offer living options across the community for people from a wide range of life circumstances, incomes, and capacities.

The average selling price of homes in Monroe County has increased approximately $21,000 since 2013. In 2015, Bloomington Township saw 214 housing units sold at an average price of $191,823. This was the third-highest number of units sold by townships in Monroe County. Bloomington fell below the average selling price for Monroe County of $202,763, and above the statewide average price of $159,702 (Source: Stats Indiana/Bloomington Board of Realtors, Exhibit 7). Many communities have a "missing middle" for housing types where there are not many housing options beyond large multifamily units or detached single-family units. These options include duplex, triplex, courtyard apartments, bungalow courts, townhomes, multiplex, and live/work units. Bloomington is no different.

Such housing varieties used to be common in American cities, and they offer opportunities to further explore affordable housing options for Bloomington.

exhibit 7

Units Sold & Average Sales Price in Monroe County (2015)

Townships in Monroe County	Units Sold	Average Selling Price
MONROE COUNTY	1,604	$202,763
BEAN BLOSSOM	26	$168,794
BENTON	49	$240,408
BLOOMINGTON	214	$191,823
CLEAR CREEK	116	$185,009
INDIAN CREEK	8	$168,713
PERRY	776	$222,667
POLK	3	$193,633
RICHLAND	215	$162,099
SALTCREEK	11	$349,000
VANBUREN	165	$168,651
WASHINGTON	21	$251,540
Statewide Average*	81	$159,702

Source: IAR Data Warehouse

*Statewide average does not include 15 townships in Wayne County, Indiana, as that is the only MLS/BLC that is not part of the statewide partnership that generates the IAR DW.

Housing Trends and Issues

Bloomington's neighborhoods are relatively diverse, both economically and by housing types, although they could benefit from greater diversity in housing types within each neighborhood. Most are stable but are trending towards a lower percentage of new single-family homes and a higher proportion of apartments. With greater density comes the opportunity to strengthen neighborhoods as active community centers.

Examining housing trends and exploring supply-side solutions to further enhance the availability of quality housing in Bloomington is an appropriate approach.

The two most dominant trends in Bloomington are the decrease in construction of new, single-family, detached dwellings and the increase in multifamily residential (MFR) housing development in the Downtown area. On the multifamily side, construction of new units has been strong for many decades. However, policies in the 2002 Growth Policies Plan redirected the location of new MFR units away from established core neighborhoods and larger tracts of land in suburban locations. Rather, new MFR construction was encouraged and guided towards Downtown and near-campus areas. In response, approximately 1,900 units or 2,500 new bedrooms have been added in these areas. The consensus in the community in 2016 is that Downtown housing is catering largely to Indiana University students.

New multifamily housing projects catering largely to students must be better planned and distributed adjacent to campus or in underdeveloped commercial corridors along transit routes outside Downtown, but still relatively close to the university.

In addition to these local trends, national trends in the housing market are rapidly changing. The surge of the Baby Boomer generation into retirement, the consequent downsizing of their residential footprint, and the increase in energy and transportation costs are all factors that are shifting markets toward the need for fewer detached housing units on large lots. The desire and preference for smaller, more sustainably designed units, a growing interest in attached housing and co-housing arrangements, and the need for both physical accessibility of housing units and proximity of such units to basic day-to-day service hubs are increasingly important issues. Therefore, walkability or preference towards livability has increased significantly as a factor in housing choice for residential neighborhoods.

After many years of development that focused specifically on Indiana University students, the City has started to reevaluate housing markets across the city and especially in Downtown. Affordable housing for the community has become a major issue that both administration and City Council are working to address. Local policy makers have affirmed affordable housing as a major focus area of the

City's administration, while the City Council formed the Affordable Living Committee to specifically address this challenge. Increasing housing supply, along with offering a range of housing programs for extremely low income households through (workforce) households with upwards of 120% of annual median income, to help ensure accessible mixed-income neighborhoods. Building a growing stock of affordable housing requires assuring sustainability and long term affordability so unaffordable stock is not the only option for future generations. Mixed income neighborhoods are fundamental to successful, sustained, and permanent affordable housing stock. New multifamily housing projects catering largely to students must be better planned and distributed adjacent to campus or in underdeveloped commercial corridors along transit routes outside Downtown, but still relatively close to the university.

One area of interest the Affordable Living Committee is looking at is the number of individuals living alone. Based on 2010 numbers, they estimate about 40% of all households in Bloomington are one-person households, where 1,300 are 65+ and living alone. Furthermore, recognizing that a vast majority of residents over 50 years old desire to "age in place," the Working Group identified eight neighborhoods along the B-Line Trail as potentially becoming naturally occurring retirement communities (NORCs). Challenges and opportunities within both the age-in-place category and the larger issue of housing affordability are a high priority.

Neighborhoods

Appreciating Bloomington's existing neighborhoods and understanding previous neighborhood planning efforts is important in our efforts to preserve and revitalize urban neighborhoods. It also is important to acknowledge that new neighborhoods will emerge and others may reinvent themselves and further strengthen Bloomington's livability.

Bloomington's neighborhoods are essential to a strong and economically diverse community; they further contribute to its unique character. More than 70 neighborhood associations have registered with the City's Housing & Neighborhood Development Department (HAND). The Council of Neighborhood Associations (CONA) acts as an umbrella organization that represents neighborhood associations regarding public policy development and government relations.

The 2002 Growth Policies Plan recognized the importance of preserving and enhancing neighborhoods, as well as improving the quality of life for both current and future residents. This has not changed. New neighborhoods will be established as the community grows. Embracing innovation and creativity will foster vibrant new neighborhoods. All of Bloomington's neighborhoods must avoid monocultures that serve only a small range of household incomes and attract a limited segment of the market. Monocultures are not a healthy characteristic of a community. Ensuring a diversity of housing types and serving a mix of household incomes should help define Bloomington's most vibrant neighborhoods.

Through the City's Neighborhood Planning Initiative, several neighborhoods participated in a comprehensive planning process to construct clear visions of overall needs and priorities, as well as a step-by-step outline of the methods needed to achieve their goals. The Planning and Transportation Department collaborated with the following neighborhoods to draft plans through the Neighborhood Planning Initiative: McDoel (2002), Broadview (2003), Prospect Hill (2005), and Green Acres (2006).
The Downtown Vision and Infill Strategy Plan (2005) focused on the emergent Downtown residential market. Now that 1,900 new housing units have been constructed Downtown within the past decade (almost all of them apartments), the market dynamic is shifting. More market opportunities may exist to convert single-family homes from student-rental to owner-occupied. This can allow more people to have a chance to live in urban neighborhoods, which are often closer to employment, shopping, and other amenities. This may also have the added benefit of reducing automobile traffic and the negative environmental impacts of traffic congestion.

Changing markets and consumer demands create opportunities to further the diversification of existing housing stock and neighborhoods. Accessory dwelling units (ADUs), tiny homes, and co-operative housing are some examples of housing options used throughout the country. Through experimentation and pilot programs the City supports ADUs, tiny homes, cooperative housing, and other housing options that address long-term affordability, aging in place, and create fewer monocultures of housing stock.

Many neighborhoods in Bloomington were developed during a span from the late 1800s through the 1950s. These older homes are generally well built and have distinctive architectural features. They also often have smaller footprints compared to more modern homes. As seen in communities across the nation, this can lead to the phenomenon of people purchasing these homes purely for their desirable urban locations and tearing down the existing structure to make way for a brand-new home, which often features an excessively large footprint and a contemporary architectural style. Such homes may not fit into the period context of their surroundings and can negatively impact the fabric of the entire neighborhood. Unchecked, this practice can lead to the large-scale loss of a community's historic integrity and also the loss of affordable housing stock.

The City's Demolition Delay Ordinance was specifically developed to address this situation and protect the fabric of historic neighborhoods. The City of Bloomington applies the demolition delay to certain structures and neighborhoods that have been designated as historically significant. Protected structures are also subject to review, in some cases, when additions, major renovations, or exterior remodeling are planned.

This allows locally designated areas to receive a higher level of protection through architectural plan review, historical compatibility assessment, and compliance with design guidelines.

Historic preservation can effectively contribute to affordability by keeping existing housing stock in place. (Historic housing is typically smaller than most modern structures, which improves affordability.) It allows for home improvements, protects older neighborhoods, and ensures a gradual transition that does not harm the character of a neighborhood. If the historic guidelines are enforced over time, they will stabilize older neighborhoods and protect them from neglect and incompatible in-fill development. Through re-use rather than replacement of historic structures, historic preservation can be a way to both preserve the physical heritage of the community and enhance affordability and sustainability. It is essential to consider the benefits of historic preservation alongside those of affordability, compatibility, and innovation.

The City of Bloomington has worked with many interested neighborhoods to create several historic districts that are administered through the Historic Preservation Commission. In recent years this has included the Garden Hill, Matlock Heights, and Elm Heights neighborhoods.

Above: The Paris Dunning House located in the Prospect Hill Historic District

Chapter 5: | Housing & Neighborhoods Goals & Policies

Policies in this chapter respond to the adopted 2013 Vision Statement objectives to
"Embrace all of our neighborhoods as active and vital community assets that need essential services, infrastructure assistance, historic preservation, and access to small-scaled mixed-use centers";
"Offer a wide variety of quality housing options for all incomes, ages, and abilities"; and to
"Meet basic needs and ensure self-sufficiency for all residents."

Goal 5.1 Housing Affordability: Sustain access to a wide range of housing types in Bloomington and strive for permanent affordability for households making less than 120% of the annual median income.

Policy 5.1.1: Promote an income-diverse and inclusive city by expanding programs that serve middle-income and workforce households and by sustaining programs that serve extremely low to low-income households for long-term affordability.

Policy 5.1.2: Establish affordable housing in locations with close proximity to schools, employment centers, transit, recreational opportunities, and other community resources to increase access.

Policy 5.1.3: Encourage a wide range of housing types to provide a more diverse mix of housing opportunities and household income levels within neighborhoods.

Goal 5.2 Housing Planning and Design: Guide growth, change, and preservation of residential and business areas through planning policies that create and sustain neighborhood character, and that build a sense of community, civic involvement, and neighborhood pride.

Policy 5.2.1: Evaluate all new developments and redevelopments in light of their potential to contribute to the overall health and well-being of the people who live in the surrounding neighborhood.

Policy 5.2.2: In historic neighborhoods and districts, preserve or enhance authentic design characteristics, such as building form, by encouraging new or remodeled structures to be historically compatible with or complementary to the neighborhood and adjacent structures, including those using more contemporary design characteristics.

Policy 5.2.3: Design and arrange new multifamily buildings, including entries and outdoor spaces, so that dwellings have a clear relationship with the public street and operate on a pedestrian scale.

Policy 5.2.4: Encourage the development of local, small-scale commercial developments close to all neighborhoods to serve the daily needs of residents.

Policy 5.2.5: Encourage diverse architectural designs, from traditional to contemporary, except as restricted in designated historic areas.

Goal 5.3 Housing Supply: Help meet current and projected regional housing needs of all economic and demographic groups by increasing Bloomington's housing supply with infill development, reuse of developed land for housing, and developments on vacant land if it is at least partially surrounded by existing development.

Policy 5.3.1: Encourage opportunities for infill and redevelopment across Bloomington with consideration for increased residential densities, complementary design, and underutilized housing types such as accessory dwelling units, duplex, triplex, and fourplex buildings, courtyard apartments, bungalow courts, townhouses, row houses, and live/work spaces.

Policy 5.3.2: Enable people who are elderly and moving into later life to remain in their own homes to "age in place," and consider options to meet their needs through shared housing, accessory dwellings, smaller homes and lots, adult foster homes, and other assisted residential living arrangements.

Policy 5.3.3: Support home modifications (e.g. Universal Design standards) for non-student-oriented, multifamily housing to accommodate the needs of older adults and people with disabilities, including designs that allow for independent living, various degrees of assisted living, and/or skilled nursing care.

Policy 5.3.4: Redirect new student-oriented housing developments away from the Downtown and nearby areas, and toward more appropriate locations closely proximate to the IU campus that already contain a relatively high percentage of student-oriented housing units, are within easy walking distance to the campus, and have direct access to university-provided parking as well as the university transit system.

Goal 5.4 Neighborhood Stabilization: Promote a variety of homeownership and rental housing options, security of housing tenure, and opportunities for community interaction that are also aimed towards different stages of life, ages, and household incomes, and strategies that avoid monocultures within neighborhoods.

Policy 5.4.1: Promote and maintain housing options within neighborhoods to ensure that a diversity of housing types, a mix of household incomes, and a variety of homeownership and rental opportunities exist, including for locally protected classes of vulnerable residents.

Policy 5.4.2: Enhance the appearance, safety, and walkability of sidewalks, multi-use paths and trails, and streets in all neighborhoods through proactive repair and cleaning programs to reinforce an open network connecting each neighborhood to adjacent land uses and to the city as a whole.

Policy 5.4.3: Work with private property owners to encourage the conversion of abandoned and/or neglected properties back into neighborhood or community assets.

Programs

Affordable Housing

- Evaluate the range of housing types and household income levels throughout the city to identify opportunities where greater diversity in income and housing types should be encouraged.
- Conduct a residential market analysis and housing inventory to help identify gaps in current and future market demand for all income levels.
- To the extent permitted by law, develop and implement programs that require and/or incentivize affordable housing within new developments, with rezones, and with changes to development standards through land development activities.
- Seek to expand compact urban housing solutions such as pocket neighborhoods, tiny houses, accessory dwelling units, and similar housing solutions, wherever they can be implemented in a manner that does not attract primarily student populations that would adversely affect the surrounding neighborhood.
- Adopt zoning regulations that allow for flexible and safe reuse of existing structures in order to maintain or increase the city's housing supply.
- Expand opportunities for affordable housing partnerships with non-profits and the development community.
- Evaluate new development and redevelopment proposals with the goal of minimizing displacement of lower income residents from Bloomington neighborhoods and from the city as a whole.
- Adopt zoning regulations that ensure, to the extent possible, that any multifamily housing developments can successfully transition to serving other populations as the student market evolves and demand changes.
- Support the development of senior housing organized around affinities such as LGBTQ housing, Senior Arts Colony housing, and senior and intergenerational cooperative housing.
- Develop policies and enforcement programs around new housing options that assure neighborhood stability and preserve neighborhood character.
- Work with Bloomington Housing Authority to ensure ample affordable community housing options are available to BHA clients.

Neighborhood Character and Quality of Life

- Identify priority street and sidewalk improvements that would make a substantial contribution to the quality of neighborhoods.
- Evaluate access to health care and other community services and amenities for older adults and people with disabilities.
- Survey existing neighborhoods to measure livability by examining the connection to neighbors for safety and assistance, home modification policies, assistance with utilities and weatherization, ease of transportation options, number of older adults who suffer from cost-burdened housing, and connection to social services as needed.
- Identify individual potential high-value properties or sites where redevelopment could significantly enhance neighborhood and community quality and consider pre-planning potential development options.

Outcomes & Indicators

Outcome: Increase the range of affordable housing options that are universally designed and environmentally sustainable.

- Block group measures of housing cost burden (</> 30% of income to gross housing costs) relative to Median Household Income.
- Availability and demand for subsidized housing by block group
- Percentage of dwelling units occupied
- Percentage of dwelling units in poor condition
- Housing and Transportation (H +T) Affordability Index Score relative to Median Household Income
- Long-term affordability – greater than 10 years
- Percentage ownership
- Basic passage: Percentage of housing units with no-step entrance
- Neighborhood housing type diversity index
- Evaluate the cumulative impact of regulations and the development review process and how it affects the ability of housing developers to meet current and future housing demand

Outcome: Improved access of neighborhood housing to community amenities and essential services.

- Percentage of population within 0.25-mile walk of public and private indoor or outdoor recreation and socialization spaces
- Walk Scores ™ of US Census block groups within the city
- Walk and transit scores of parks, schools, community service providers, health care facility locations, and subsidized housing
- Percentage of dwelling units within a 0.25-mile and 0.5 mile walk of a grocery store and/or farmers market
- Number of parks within a half-mile by US Census block group
- Number of jobs accessible within a 45-minute transit commute (EPA Smart Location Database)
- Mix of jobs within a mile by block group (US Census)
- Annual comprehensive inventory of sidewalk conditions by neighborhood (multiple extant methodologies)

Outcome: Increased diversity within neighborhoods.

- Index of housing by category and costs by neighborhood or census-determined geography
- Non-monoculture neighborhood characteristics
- Ratio of ownership to rental units by city and neighborhood

6

transportation

Overview

Transportation is a basic need that enables residents and visitors to connect with people, services, and places in the community. Rights of way are the foundation of the transportation system and must accommodate the diverse needs of the population, from a child walking to school to a delivery truck taking products to a local restaurant. The City's right of way is the City's largest asset, and functions as more than a space to move from point A to point B. The City's right of way also serves as a place to interact socially, to conduct business, and to gather for events such as markets, parades, or festivals. Additionally, space surrounding streets is where utilities such as telecommunications, water, sewer, and more are typically located. Transportation and the right of way it generally occurs within is complex and impacts our lives, health, economic prosperity, and environment in many ways.

This chapter discusses transportation concepts and provides a perspective on the role they can play in the Bloomington transportation network. Although the document discusses each of these categories separately, they are interconnected and must be considered together to create an equitable, multimodal transportation system.

Multimodal Transportation Planning

The transportation modes and routes utilized depend on many variables such as what modes are available, what paths are available, the safety of the routes, and the travel time required. It also depends on the relative cost, the quality of the experience, and more.

Since the 1950s, transportation systems across the United States have focused on motor vehicles, specifically on moving lots of motor vehicles quickly through spaces. As cities began to stretch outward, land use policies increased the distance between destinations while auto-focused designs increased the travel speeds: farther and faster. The repercussions of this approach are widely documented and include inequality, increased emissions, and an inefficient system that is expensive to maintain. Many cities across the globe are working actively to diversify their transportation systems and change transportation's focus from one mode to many; from a focus on throughput to a focus on place. Taking this focus it is helpful to replace the word transportation with the phrase "mobility management."

A multimodal transportation system that is accessible to all users has numerous benefits for the entire community. According to the Federal Highway Administration, households, on average, spend 19% of household income on transportation, second only to housing. However, the portion of income dedicated to transportation varies dramatically depending on the home's location and the context: ex-urban locations spend nearly 25% of household income on transportation, whereas homes in compact, connected areas spend only 9% of household income on transportation. Investing in multimodal transportation can result in a reduced cost of living for Bloomington residents: Paying less for transportation means having more disposable income for other necessities (housing, food, etc.) or amenities (shopping at local businesses, dining at local restaurants, etc.). More importantly, approximately 20% of Bloomington's population has a disability(Council for Community Accessibility).

Ensuring greater access to the transportation network can result in better mobility throughout the community for the disabled. By prioritizing our walking, bicycling, and transit networks, more destinations will be more accessible for all residents. Our entire community will receive large returns from transportation investments.

Connectivity within the existing network, and linkages between modes, play a key role in improving a multimodal transportation system. Installing bike racks on transit buses is an easy way to expand the service area for either bicycle or transit users by creating a simple linkage between modes. This can reduce travel times to and from transit stops and increase the area for destinations, compared to a pedestrian using transit. "Smart vehicle" technology is another consideration that can improve the safety and efficiency of the network. Real-time route selection, anti-crash sensing, and self-driving vehicles are examples that offer benefits. The "sharing economy" also contributes to improving the multimodal network. Ride, car, and bike share programs skirt the economic barriers to vehicle ownership and offer very good options over typical mode choices. These are important aspects to incorporate into multimodal transportation planning.

Multi-modal transportation planning is an essential component of Transportation Demand Management (TDM). Many communities including Bloomington and the Indiana University-Bloomington campus pursue TDM, which is the application of strategies and policies to reduce travel demand, or to redistribute this demand in space or in time. Managing demand can be a cost-effective and environmentally friendly alternative to increasing capacity, both for vehicle movement (traffic lanes and streets) and for parking.

Health Impacts of Transportation

Obesity and physical inactivity are serious public health problems that are related to transportation. According to the Center for Disease Control, approximately 80% of adults do not regularly get the recommended amount of aerobic and muscle-strengthening activity per day. Nearly 70% of adults are either overweight or obese, and childhood obesity (ages 1-19) is also rising across the country. In 2016, for Monroe County, 21% of adults were considered obese (Centers for Disease Control). Improvements in the transportation network that encourage walking and bicycling will result in healthier and more active lifestyles.

Transportation crashes also have a significant impact on health. Nationally, in 2014, accidents were the fourth leading cause of death (136,053); of these fatalities, 35,398 were traffic crashes (Centers for Disease Control and Prevention - National Center for Health Statistics). Locally, from 2012–2014, there were 12,448 car crashes reported in Monroe County, with approximately 21% resulting in injuries or fatalities, and a total of 21 fatalities (BMCMPO 2012–2014 Crash Report). That is an average of over 4,000 traffic crashes per year, or 11 crashes per day.

Around the world, cities and towns are taking a bold new approach to reducing transportation crashes and their associated injuries and deaths. Vision Zero takes the simple stance that traffic crashes are not "accidents," but rather preventable incidents that can be systematically addressed. By using a multifaceted approach to enforcement, education, better roadway engineering and design, and improved emergency response, Vision Zero has transformed attitudes regarding traffic death and injury to a series of actions that can be changed or prevented. Advocates of Vision Zero note that improved safety is possible without losing freedom or mobility. The program aims to reduce speeding, driving under the influence, and other risky behaviors. Sweden successfully chartered Vision Zero in 1997, and the approach continues to pay dividends in that country today. More recently, the Netherlands and many cities in the U.S., such as New York City, San Francisco, Chicago, and Austin, have implemented similar efforts. The United States Department of Transportation has also launched a Road to Zero coalition with a goal of achieving zero fatalities nationwide within the next 30 years. Bloomington should take note of what this concept has to offer and work to reduce the frequency and severity of crashes on our road network.

Pedestrian Transportation

Bloomington is a walking town. Nearly 15% of Bloomington workers walk to work regularly. This percentage is among the highest in the nation (American Community Survey). Beyond walking to work, nearly everyone is a pedestrian at some point in their day, whether by parking a vehicle and walking to the final destination, walking to a transit stop, or walking the entire way. Despite the fact that most people walk every day for a portion of their trips, few people identify as pedestrians.

Many City initiatives have helped make walking a transportation option for many Bloomington residents. People are more likely to choose walking when there are places to walk to and the route is safe, convenient, and enjoyable. In order to ensure there are places to walk to, land uses should be mixed in order to develop destinations. To make walking safe and convenient, infrastructure such as sidewalks, paths, or trails need to be provided and well connected. To be sure that walking transportation is enjoyable, street trees, benches, and streetlights should be included in the right of way as part of the transportation system. Interesting buildings, outdoor seating areas, and public art or creative spaces also greatly contribute to pedestrian interest and enjoyment.

As an example, for more than 20 years, Bloomington has been actively working to improve walking in the community. In 1992, the Common Council established the Alternative Transportation Fund, which receives excess revenues from the Residential Neighborhood Parking permit program. The City Council Sidewalk Committee oversees a portion of the funds and prioritizes projects. The funds are used to improve and build sidewalks across the City in order to enhance walking transportation.

Bloomington will continue to improve walking transportation, and more residents will be comfortable choosing to walk for transportation. Planning and designing for pedestrians results in a town that is more accessible and enjoyable for all. A successful walking transportation system should be comfortable to people in wheelchairs or with other mobility aids, young children, families with strollers, and senior citizens.

Bicycle Transportation

Bloomington residents ride bicycles for transportation, fitness, and enjoyment. According to the 2014 American Community Survey (ACS), 5.3% of Bloomingtonians use a bicycle as their primary transportation to commute to work. This number has been growing steadily as the City has improved its transportation network to better accommodate people on bicycles. Increased bicycling benefits not just those who bicycle, but the whole community by helping to achieve goals in every chapter of the Comprehensive Plan. These benefits are similar to those achieved through increased pedestrian transportation: reduced traffic congestion, improved health, an activated public realm, reduced environmental impact, encouragement of compact and connected development, improved affordability, and much more.

In recognition of Bloomington's commitment to improving bicycle transportation, the League of American Bicyclists identified the City of Bloomington as a Bicycle Friendly Community with a bronze designation in 2003, a silver designation in 2010, and a gold designation in 2014. Bloomington established a goal to achieve platinum designation, which is held by only a few municipalities nationwide, by 2016.

To achieve that goal, a Platinum Biking Task Force was established in 2010 to assess Bloomington's strengths and weaknesses in regard to bicycling and to create a plan for the City to achieve a platinum designation. The resulting report, Breaking Away: Journey to Platinum, was adopted by the City Council in 2011. While Bloomington was not awarded a platinum designation in 2016, the recommendations of this report and the subsequent Bikeways Implementation Plan are well underway, with a 94% increase in mileage of bikeways, trails, and paths since 2010. In order to achieve a platinum designation and to realize the full benefits that bicycling can offer to the entire community, Bloomington continues working to provide transportation infrastructure that attracts more people to use a bicycle for transportation.

Bloomington's enormously popular rails-to-trails project, the B-Line Trail, was completed in 2011. The trail links many neighborhoods that did not previously have a separated biking and walking route to Downtown. People use the trail for a wide variety of reasons, from transportation and fitness to festivals and people-watching. The B-Line's strong north-south pedestrian and bicycle connection has led to greater demand from residents for other connections that provide improved safety and comfort for bicyclists and pedestrians; such connections should link people's residences with the businesses, parks, schools, restaurants, and other destinations throughout the City.

Photo Credit of Mark Stosberg

Recent improvements to the bicycle and pedestrian transportation network have increased users and general interest. However, safety, level of comfort, and seamless integration with other modes remain significant challenges. Safety is a top priority that benefits every user. Improving the level of comfort for a wide range of users provides more options and is more inclusive regarding age and ability. Seamless integration improves connectivity and accessibility such that all modes are more or less equal overall. Addressing these challenges will be an important focus going forward.

A celebrated aspect of Bloomington is its close cultural association with bicycles, brought to national attention with the acclaimed 1979 movie Breaking Away. The film features the Little 500 bicycle race, an annual IU event since 1951. "Little 5" is one of the most well-known collegiate traditions. Additionally, the Hilly Hundred is a major non-collegiate bicycle touring event held in the area that attracts thousands of bicycling enthusiasts. These and other recreational activities are integral parts of Bloomington's bicycle culture. Leveraging them is a way to sustain and broaden participation in the bicycle transportation network.

Public Transportation

Public transportation is an important option for community members. Driving is not always an option; in Bloomington, approximately 11% of residents are too young to drive (US Census, 2011-2015 American Community Survey 5-year Estimates), and among adults, driver's license rates are decreasing in most age groups (University of Michigan Transportation Research Group, January 2016, Report number UMTRI-2016-4). For some, the cost of owning and maintaining a motor vehicle is too high. Efficient and frequent public transportation allows residents of all ages and abilities to function independently, avoid isolation, and access destinations around town.

Bloomington Transit has an impressive track record over the last decade. The agency was named the 2010 Outstanding Public Transportation System in North America (Small Transit Category). Ridership has increased 70%, from 2.06 million in 2004 to 3.45 million riders in 2016. Bloomington Transit now offers service to previously underserved areas, such as from the Arlington Park area to the Clear Creek Shopping Center. Service has been extended until 11:30 p.m. on some routes, includes Sunday service for a few others, and even includes a "Night Owl" service that operates near the IU Campus until 3:30 a.m. on Friday and Saturday nights. The opening of a modern downtown Transit Center, investments in hybrid buses, and implementation of a live bus-tracker system have also helped to bolster Bloomington Transit's ridership and success. Indiana University's Campus Bus Service and the Area 10 Agency on Aging's Rural Transit also operate within the City of Bloomington and carry many riders each year.

Even with a great performance record and wide support for transit, service gaps remain. Weekend, Sunday, and extended hours can be improved. Headway time, or the time between buses on a transit route, is another consideration as some headway times are an hour. Reduced headway times make transit a more appealing option to consider, especially when they are less than a half hour. Locating multifamily housing, employment, and other intensive land uses near or along transit routes helps to improve access, and vice-versa. For example, transit oriented developments (TOD) are high density or multifamily communities that are compact, pedestrian-oriented, walkable, and located within close proximity to transit service. TOD is one method used to consider new development with transit service. Using access to transit as an analysis tool is necessary for land use decisions. It can improve ridership, mitigate traffic, and lower a household's transportation expenses.

Motor Vehicle Transportation

The City of Bloomington owns and maintains more than 230 center lane miles of streets and 82 traffic signals. This infrastructure, complemented by numerous other State and County facilities, provides an extensive network for motor vehicle use. Personal motor vehicles, delivery vehicles, emergency response vehicles, bikes, and public transit all use this network to reach destinations within and around the City.

With the exception of areas of new development, this network has very few opportunities for new connections. Investments in infrastructure for motor vehicles should focus on maintenance, improved efficiency within existing space, and reductions in crash risk and severity.
High motor vehicle speeds are a constant cause for complaints from nearby residents, other drivers, and people using other transportation modes.

Speed is directly related to crash severity. Enforcement and education are critical to achieve low speed driving behavior. Urban infrastructure can also be designed to encourage low that lowers speeds and minimizes crash risk and severity for all users.

Transportation Investments

Transportation investments are significant undertakings, and costs are always a limiting factor. The daily operation and maintenance costs of these facilities are substantial. The total costs associated with network improvements must account for engineering, design, land acquisition, construction, inspection, and maintenance.

The city does not have the space or resources to significantly expand roads and intersections within the built-out, urban environment. Many medium and large-sized cities with similar challenges are using transportation demand management to reduce travel demand, or to redistribute travel demand in space or time. Cities also manage congestion and improve transportation long-term by investing in multiple transportation modes such as walking, bicycling, and public transportation rather than solely building motor vehicle capacity. While investments in active and public transportation most obviously benefit users of those modes, every person walking, cycling, or in a bus represents one less car on the street.

The on-going construction of Interstate 69 through Bloomington presents a number of challenges to the community. Alterations to highway access points and local roadway configurations near the corridor will impact residents and the businesses they seek to access. Traffic diverted to new routes on local roads may force the City to re-evaluate its priorities for future transportation projects. In addition, bicycle and pedestrian accessibility across the Interstate 69 corridor are important future considerations. The city must also carefully manage development around highway interchanges to ensure that only the most appropriate land uses develop in those areas.
Making new investments in the transportation network should be carefully evaluated, not only considering fiscal, locational, and demand contexts, but also the implications for climate change, economic prosperity, and community health. One tool to foster such evaluations for our transportation objectives is the Master Thoroughfare Plan. Understanding that the “shared” or “access” economy and “driverless” or autonomous vehicles will also have long-term effects.

Master Thoroughfare Plan

As a requirement of Indiana code IC-36-7-4-502, the comprehensive plan must contain a “statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.” The Master Thoroughfare Plan fulfills this requirement by establishing general policy guidance for public ways. Other chapters provide policy guidance on the development of public places and lands (such as parks), public utilities, services, and structures. The Master Thoroughfare Plan establishes a means to plan for various investments needed to address a wide range of community transportation needs.

Because public ways provide the conduits that transport goods, services, and utilities across all land uses, transportation policy guidance must be closely tied to land use. Public ways and land use influence one another. Without consistent policies in both areas, unintended consequences from growth and development could occur. Providing even basic services, such as sanitary sewers, police services, fire protection, and walkable public schools, becomes problematic if not coordinated with land use development and public ways policies.

In the past, the Master Thoroughfare Plan (MTP) served Bloomington well in this basic fashion. It established right-of-way needs for roadways and utility infrastructure for a growing community. The Plan shaped street design to handle traffic flows and addressed general safety concerns through typical cross sections. All of this was achieved by using a standard functional classification system commonly used throughout the U.S. However, the 2002 MTP does not always respect context and focuses on the automobile mode. The City currently focuses on context and the multimodal transportation system as a whole. As an example, the forthcoming Transportation Plan will combine what has traditionally been contained within a thoroughfare plan and an active transportation plan.
National trends in context-sensitive solutions and “Complete Streets” are being embraced. New approaches balance speed, traffic flow, and roadway design while enhancing historic neighborhoods and natural features, which support sustainability goals, in order to create streets that support vibrant work, living, and shopping areas. Streets are public spaces that must interact with and enhance surrounding land uses, both existing and planned.

Therefore, Bloomington is adopting a new approach in planning and designing public streets that will draw on the concept of Complete Streets and focus on the movement of people using inviting, context-sensitive design.

The MTP update should include a local classification system to provide spatial guidance for the application of its general policies. Major future public ways (for example, Adams Street) that will provide main connections would be identified and classified in the plan, while minor future connections (for example, new connections off of Adams Street) would not be identified but are expected to be consistent with the MTP, most specifically Goal 6.1 of this section.

Purpose of the Master Thoroughfare Plan (MTP):

- Preserve and establish rights of way
- Establish street design guidelines that follow Complete Streets policy and provide continuity for each mode: pedestrians, bicyclists, transit, and motor vehicles
- Promote context-sensitive designs for the many different land uses and natural contexts within the community that the transportation system serves and/or transects
- Coordinate the upgrade or development of new transportation system investments

Operations and maintenance programs should use roadway classifications as criteria when prioritizing work. Other factors may include pedestrian and bicyclist use, presence of transit routes, and quantitative condition ratings. Operations and maintenance programs include, but are not limited to, the following:

A. Establishment of emergency routes
B. Establishment of truck routes and delivery zones
C. Establishment of snow removal routes and priorities
D. Establishment of paving and signal needs and priorities
E. Establishment of detour routes

General Policies of the Master Thoroughfare Plan:

Provide and maintain a safe, efficient, accessible, and connected system of transportation that emphasizes walking, public transit, bicycling and shared travel methods to enhance options that reduce our overall dependence on the individual automobile.

To the greatest extent possible, minimize injury and the loss of life from transportation-related crashes by using vehicle speed suitability linked to the context of adjacent land uses, modal safety priorities, and congestion and air quality outcomes.

Ensure that the safety and convenience of all users of the transportation system are accommodated in the daily operations and maintenance of the existing transportation network, and that future transportation system investments likewise accommodate all users.

Recognize the City's constrained ability to expand or widen most roadways within an urban and built context, such that retrofitting existing roadways and designing innovative solutions for pedestrians, transit users, shared riders, and bicyclists are considered before roadway widening.

Identify locations where new or improved transportation facilities are needed while establishing a land use and transportation context to guide the scope, scale, context, and priority for any (public/private) transportation capital improvement project.

Goals & Policies

Policies in this chapter respond to the adopted 2013 Vision Statement objectives to:
"Meet basic needs and ensure self-sufficiency for all residents"; to
"Fortify our progress toward improving public safety and civility"; to
"Invest in diverse high quality economic development that provides equitable job opportunities to our residents, supports an entrepreneurial small business climate, enhances the community's role as a regional hub, and is responsive towards larger concerns of sustainability," to
"Ensure all land development activity makes a positive and lasting community contribution"; to
"Provide a safe, efficient, accessible, and connected system of transportation that emphasizes public transit, walking, and biking to enhance options to reduce our overall dependence on the automobile"; and to
"Enhance the community's role as a regional economic hub."

Goal 6.1 Create and maintain a sustainable transportation system.

Policy 6.1.1: In land use decisions, require sufficient density to promote infill, redevelopment, and reuse of vacant or under-utilized parcels and also to support multimodal transportation.

Policy 6.1.2: Locate transit and multimodal facilities near higher-density developments and employment and retail centers.

Policy 6.1.3: Balance economic, environmental, accessibility, and equity issues in local transportation decisions.

Policy 6.1.4: Support public transit access to regional destinations, high-density residential areas, social services, community facilities, and employment centers.

Policy 6.1.5: Encourage the provision of seating, lighting, and signage (including real-time arrival information) at transit stops to increase rider comfort, safety, and convenience.

Policy 6.1.6: Prioritize pedestrian and bicycle infrastructure within Bloomington and to connect with surrounding communities.

Policy 6.1.7: Encourage and require (where legally feasible) new private developments to dedicate easements or right of way and provide improvements for pedestrian and bicycle facilities to complete the connectivity in the networks.

Policy 6.1.8: Enhance the pedestrian and bicycle network with benches, pedestrian-scaled lighting, bicycle parking, street trees and landscaping, interpretive stations, public art, and/or other features to further improve the physical conditions that support walking and biking.

Policy 6.1.9: Encourage, and when possible require, pedestrian-friendly design features.

Policy 6.1.10: Continue to support the adoption and use of technologies that reduce emissions of greenhouse gases and pollutants from vehicles.

Policy 6.1.11: Ensure City transportation and land use decisions are coordinated with anticipated developments in automated/autonomous vehicles, such that City decisions complement multimodal transportation, improve safety and mobility, and support urban growth without encouraging sprawling development with longer commutes.

Goal 6.2 Maintain an efficient, accessible, and safe transportation network for all users.

Policy 6.2.1: Maintain a local Master Thoroughfare Plan, as required by state law, that plans for all modes of transportation.

Policy 6.2.2: Consider all ages, all abilities, and all modes, including pedestrians, bicyclists, transit vehicles, emergency responders, and freight when planning, designing, modifying, and constructing transportation facilities.

Policy 6.2.3: Focus on increasing capacity through multimodal improvements and optimization of the existing transportation system.

Policy 6.2.4: Permit the use of public right of way and parks for activities such as construction, maintenance, and special events as appropriate.

Policy 6.2.5: Prioritize safety and accessibility over capacity in transportation planning, design, construction, and maintenance decisions.

Policy 6.2.6: Evaluate city roads, sidewalks, paths, trails, ramps, and traffic devices regularly and implement an adequately funded maintenance program.

Goal 6.3 Protect neighborhood streets that support residential character and provide a range of local transportation options.

Policy 6.3.1: Implement traffic calming measures where safety concerns exist to manage motor vehicle traffic on residential streets.

Policy 6.3.2: Balance vehicular circulation needs with the goal of creating walkable and bike-friendly neighborhoods.

Policy 6.3.3: Continue to improve connectivity between existing neighborhoods, existing and proposed trails, and destinations such as commercial areas and schools.

Goal 6.4 Plan and develop parking for cars and bicycles with a focus on efficiency and equity.

Policy 6.4.1: Implement creative parking strategies to minimize inefficiencies and facilitate equitable use of public space, including potential adaptive reuse of structures as needs may evolve.

Policy 6.4.2: Encourage attractive and environmentally sensitive parking areas.

Policy 6.4.3: Prioritize on-street parking spaces for equitable and environmentally conscious uses, such as for people with physical handicaps, or spaces set aside for carpools or car sharing.

Policy 6.4.4: Encourage provision of covered bicycle parking.

Goal 6.5 Increase residents' safe use of transportation options that minimize negative environmental and infrastructure impacts.

Policy 6.5.1: Educate drivers, bicyclists, and pedestrians on sharing the public right-of-way safely.

Policy 6.5.2: Collaborate with community organizations to educate residents about using public transit and bicycling.

Policy 6.5.3: Utilize enforcement programs to support desired motorist and active transportation user behavior.

Programs

General

- Update the existing Master Thoroughfare Plan to include pedestrian and bicycle facilities in addition to traditional motor vehicles. The Plan should be updated regularly, identify long-term needs for preservation purposes, and provide a mechanism for prioritizing projects.
- Formally adopt a city-wide Complete Streets Policy that requires accommodation for users of all ages, abilities, and modes.
- Create City Street Design Specifications and Standards that are consistent with Complete Streets best practices, and long-term maintenance costs.
- Enhance safety for all modes by reducing motor vehicle speeds through engineering, enforcement, and education.
- The City Capital Improvement Plan (CIP) should spread capital investments geographically through the City.
- Prioritize connectivity improvements on bicycle and pedestrian use while also supporting motor vehicle connections.
- Partner with private developers to expand the transportation network and improve pedestrian and bicycle facilities.
- Require installation of vertical curbs, rather than rolled curbs, when constructing, maintaining, or modifying roadways.
- Encourage appropriate community events at appropriate locations and times.
- Enhance the understanding of and standards for approvals, maintenance of traffic, and ADA compliance.
- Manage right of way use and excavation policies, permits, and work to meet desired standards and specifications.
- Utilize Smart City technology to improve efficiency, energy savings, and signal preemption for transit.
- Utilize experimentation, temporary traffic countermeasures, and pilot programs to improve streets and control traffic.
- Implement measures to increase civic participation, and educational outcomes through art and other creative activities in the public right of way.
- Evaluate facility, equipment, vehicle, material, and staffing demands to assure appropriate maintenance capabilities for evolving and growing transportation network
- Maintain traffic devices (e.g., traffic signals, signage, pavement markings, guard rails, etc.) in compliance with applicable standards and regulations.
- Quickly respond to immediate safety concerns like potholes, missing stop signs, etc. 24/7/365.
- Require all transportation facilities (e.g., sidewalks) to be acceptably constructed before accepting streets into the City's inventory.
- Inspect all capital projects (City and non-City) to assurance compliance with applicable standards and specifications.
- Develop standards and specifications for street trees and landscaping to minimize maintenance and sight line concerns, and maintain trees and landscaping to not obstruct use of streets, sidewalks, etc.

Mass Transit

- Develop transit-oriented development standards.
- Coordinate with area transit providers (BT, IU, Rural, etc.) for opportunities to enhance service and efficiencies from a regional perspective.
- Work with area transit providers (BT, IU, Rural, etc.) to study opportunities for Park & Ride at strategic locations around the community.
- Work with Bloomington Transit to expand bicycle storage on public transit vehicles.
- Support statewide initiatives to assist in funding area transit.
- Develop a plan to expand transit service (days, times, service areas) and accessibility to transit stops (sidewalks).

Bicycle and Pedestrian Transportation

- Update the Unified Development Ordinance (UDO) to ensure pedestrian-friendly buildings and pedestrian interest along streets.
- Design, maintain, and construct pedestrian facilities to be compliant with Public Rights Of Way Access Guidelines (PROWAG) and the Americans with Disabilities Act (ADA).
- Improve pedestrian and bicycle access to and between local destinations, including public facilities, schools, parks, open space, employment districts, neighborhoods, shopping centers, and more.
- Implement the prioritized bicycle and pedestrian facilities improvements included in the most recent Transportation Plan.
- Identify, prioritize, and program/fund pedestrian roadway crossings that should be improved.
- Support the creation of a pedestrian environment for all ages and abilities through improvements to accessible curb ramps, elimination of tripping hazards, landscape maintenances, lighting, benches, and other innovative strategies.
- Use engineering, enforcement, and educational tools to improve traffic safety on City sidewalks, paths, trails, and roadways. Monitor the performance of safety initiatives.
- Partner with Indiana University to further investigate and analyze a bike-sharing program and facility improvements to better serve trips between the University and the City.
- Continue to periodically publish a local area bicycle route map in coordination with adjacent jurisdictions.
- Install bicycle parking corrals in on-street parking locations in order to increase the availability and convenience of bicycle parking, especially where demand is high.
- Maintain a sidewalk, path, trail, and curb ramp maintenance program.

Motor Vehicles

- Continually monitor traffic patterns and evaluate changes (e.g., signal timing adjustments) to enhance efficient flow of traffic.
- Make safety improvements in infrastructure, design, or regulations that reduce crashes.
- Update the Neighborhood Traffic Safety Program to aid in the identification of appropriate contexts and tools for traffic calming.
- Assess the new Bloomington Hospital campus and its influence on access, emergency response, and general trip-generation demands.
- Measure and consider the effects of street modifications on emergency vehicle response time. Any negative effects to response time should be carefully weighed against potential safety benefits achieved by the modifications.
- Employ an annual monitoring program to identify locations with high crash risk, and use that information to prioritize infrastructure investments.
- Adopt a City-wide Vision Zero policy that recognizes traffic crashes as preventable incidents and establishes a goal of eliminating all transportation-related fatalities and serious injuries.
- Promote incentives and create public-private partnerships to establish programs within the City that help reduce emissions of greenhouse gases and pollutants, such as vehicle-sharing, electric- or alternative-fuel vehicles, and other strategies to increase multimodal trips.
- Promote programs to encourage ride-sharing among employees within specific districts.
- Further encourage the installation of facilities that support alternative-fuel vehicles by reviewing and amending the UDO where appropriate.
- Update City policies and codes as necessary to address the needs and impacts of emerging forms of transportation like ride sharing, autonomous vehicles, and electric vehicle charging stations.
- Develop on-street parking design and typical application standards and specifications, according to professional best practices.
- Evaluate the existing electronic, communication, and information technology transportation infrastructure and prioritize investments to operate and maintain an accessible, safe, and efficient network.
- Manage and operate an efficient and effective street sweep and snow removal program.
- Develop targets to meet desired street pavement conditions and implement an asset management plan to achieve these targets.
- Coordinate the street maintenance and capital project programs with utility providers and their project programs to minimize cuts in facilities with good pavement condition indexes.

Motor Vehicle Parking

- Regularly examine parking demand, utilization, and alternatives in the Downtown area and City-wide.
- Develop a Parking Management Program for the Downtown area that supports downtown businesses while encouraging a walkable, urban core.
- Provide clear information about parking and transportation options, such as educational materials about the parking meter hours and garage locations.
- Develop criteria and standards for neighborhood parking applications.
- Assess appropriate ADA/PROWAG design and compliance for on-street parking locations.
- Assess layout configurations to minimize safety risk (sight distance, bike lanes, space, function).
- Utilize on-street parking to assist in managing traffic speeds.
- In existing parking areas, encourage and develop incentive-based approaches to beautify, reduce negative environmental impacts (heat, storm water, etc.), promote ADA compliance, and improve safety.
- Update City ordinances to encourage parking areas that reduce stormwater runoff, increase compatibility with street trees, and add visual interest.
- Explore the use of both temporary and permanent "parklets" in parking areas to diversify public space, promote local businesses, and improve livability.
- Prioritize accessible parking spaces in compliance with the City's adopted accessibility guidelines.
- Plan, prioritize, and designate on-street parking spaces for car-share vehicles.
- Encourage special events, like Open Streets and balance them with their impacts on mobility, parking, business, and emergency response and consider parking needs and access for the special events.

Outcomes and Indicators

Outcome: The transportation network supports all travel modes for people of all ages and abilities.

- Percentage of people walking to work
- Percentage of people bicycling to work
- Percentage of people taking transit to work
- Percentage of students walking and bicycling to school
- City-wide vehicle miles traveled (VMT)
- Percentage of people driving alone to work
- Motor vehicle lane, sidewalk, path, trail, and bike lane mileages
- Estimated household transportation cost
- Estimated walk trips per household per day
- Estimated total hours that the average commuter spends in traffic each year
- Total number of buses per hour in both directions for all stops within one-quarter mile
- Percentage of age and ability-friendly signs related to transportation of all kinds

Outcome: Public streets and rights of way have positive public health impacts.

- Number of fatalities and incapacitating injuries
- Crash rates for people walking and bicycling
- Motor vehicle crash rates
- Average pavement condition index by road typology
- Number of known sidewalk and ramp ADA violations
- Percentage of transit stations and vehicles that are ADA-accessible
- Percentage of streets that meet the "complete streets" criteria

Outcome: Public parking demands are managed efficiently and effectively.

- Downtown public parking utilization rates

7

land use

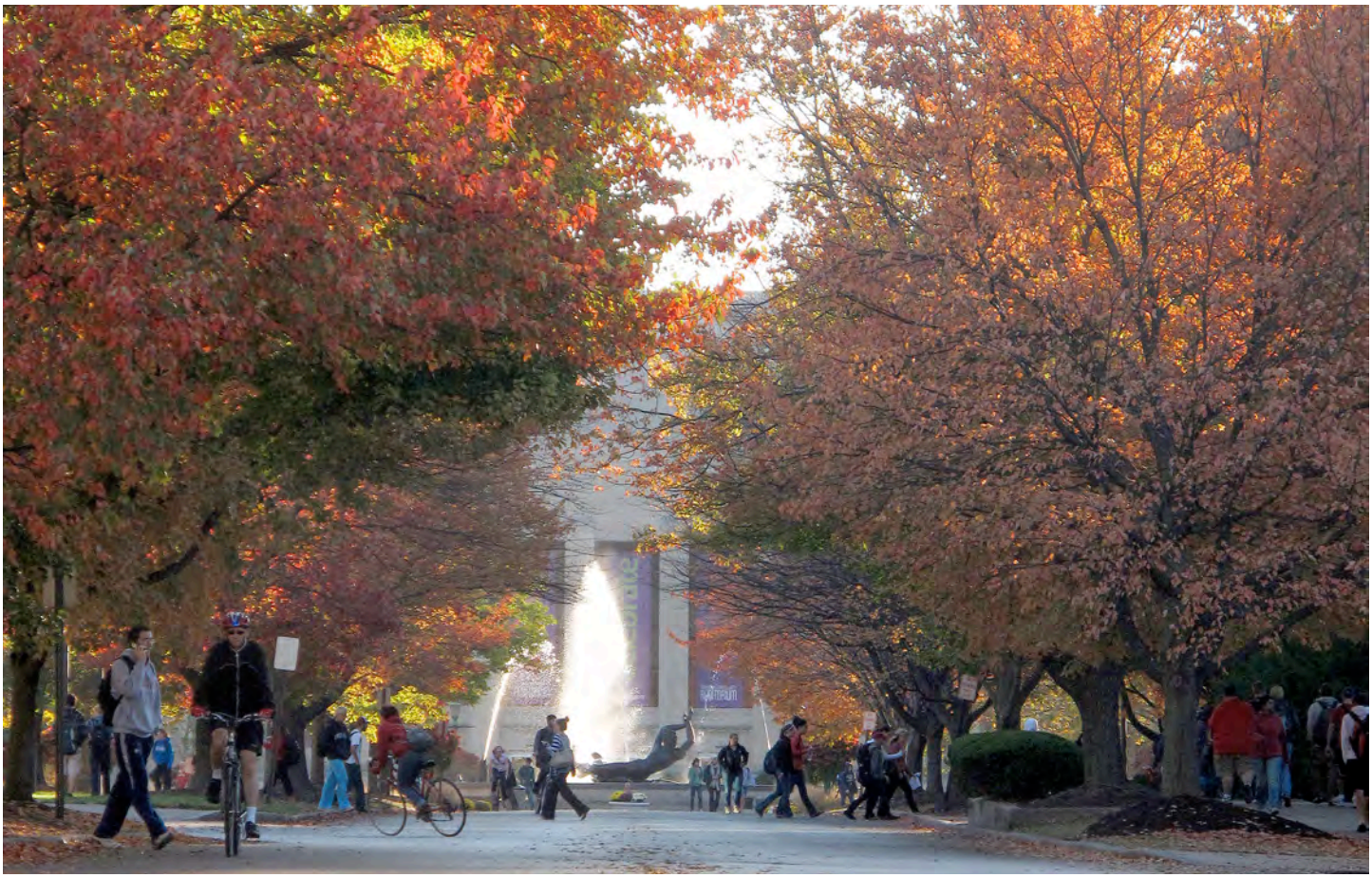
Overview

The built environment varies across Bloomington and is ever-evolving. Many factors influence the form and function of our built environment, including the natural environment, socioeconomics, and transportation. Bloomington must continue to direct future population growth toward a compact, well connected, integrated, and sustainable urban community, while balancing these goals with economic development and access for many to a higher quality of life. Sound land use planning and design practices can address several of these important community issues. Examples include providing fair housing opportunities, protecting sensitive natural habitats, and reducing dependence on the private automobile.

This chapter identifies a range of land use categories ("uses") and their respective intents, their context, and their site design characteristics. This is important for establishing baseline land use expectations when considering historic preservation, zoning changes, site and building design, infrastructure needs, and community services to better prepare for future growth and redevelopment. It also helps to provide a spatial context for how various policies and programs within this Plan can indirectly be tied to land uses and design policies.

The Plan's land use categories are organized in the following Districts: Mixed Urban Residential, Urban Village Center, Downtown, Neighborhood Residential, Urban Corridor, Regional Activity Center, Employment Center, Institutional/ Civic, and Parks/Open Space. The Plan further identifies several Focus Areas to provide additional policy guidance for locations that are expected to see the most immediate or anticipated development/redevelopment interest over the next decade.

The Future Land Use Map establishes spatial land use and design objectives for Bloomington's future development as required by Indiana Code IC 36-7-4-502. The Map illustrates "broad-brush" depictions of land activities including Focus Areas and Districts. The boundaries are drawn using streets, natural features, alleys, and/or spatial landmarks. The boundaries too are "broad-brushed" and are intended to be flexible when evaluating parcel level or sub-block level considerations. The Map is used as a foundation and guide and should not be confused with zoning: Land use describes the type of activity on the land, where zoning is the legal mechanism to define and separate land uses. Actual patterns of land development activity may vary somewhat, but the District's background and intent, urban services, and site design principles should be maintained and used as a decision-making guide by the public, City staff, the Plan Commission, and the City Council in the following instances:



- Development petitions for site plans, variances, Planned Unit Developments, and rezone requests that seek to establish land use development intensity, neighborhood transitions, and other levels of land use and design context (e.g. to maintain, to enhance, or to transform);
- Amendments to the official Zoning Map;
- Amendments to zoning regulations on building height, bulk, architecture, and site design;
- The use of incentives such as, but not limited to, tax abatement, bonding, and public-private partnerships for employment, affordable housing, and other community benefits;
- Provision of public art, public or common space, and natural habitat protection;
- Investment, siting of public facilities, and/or providing economic development incentives that provide long-term public benefits;
- Prioritizing locations for detailed sub-area planning and redevelopment studies;
- Leveraging high-value activity nodes for property transformations to facilitate additional investment opportunities; and
- Consideration of pilot programs and experiments that are aimed towards long-term goals and may need more flexibility to implement; for example, for Urban Village Centers, Transit Oriented Developments, and "Tiny House," accessory dwelling unit, and co-housing proposals.

The following section provides information on land use Development themes, land use Districts, and Focus Areas. Maintain, Enhance, and Transform are Development themes used to bring a higher level of context in regards to future land use policy for urban services, site design, and land use development approvals. The Development themes, can be used along with the Future Land Use Map to identify locations where today's land uses are expected to change or remain similar over the next five to ten years.

Development Themes for Land Use Classifications

Maintain

Locations where the prevailing existing built and natural attributes should be maintained, protected, and replicated throughout. Generally these areas are mostly uniform in both the built and natural contexts, but can vary from one to another in regards to their attributes (architectural style, block pattern, natural features, etc.). These attributes vary depending on the time period when the built context was created, any natural or man-made barriers that define their respective borders and edges, and other key elements that influenced an area such as socioeconomic conditions. For example, an older residential area versus a newer residential area can have very different built and natural attributes that should be maintained, protected, and replicated. This does not mean that infrastructure investments and mixing of complementary land uses should not be introduced into older, well established areas of the community, or that newer neighborhoods should not evolve in the future as housing needs and demographic changes cause new requirements for different housing options and consumer needs. Past examples of Maintain areas include Restaurant Row, single-family residential infill on platted vacant lots, and areas with neighborhood conservation districts.

Enhance

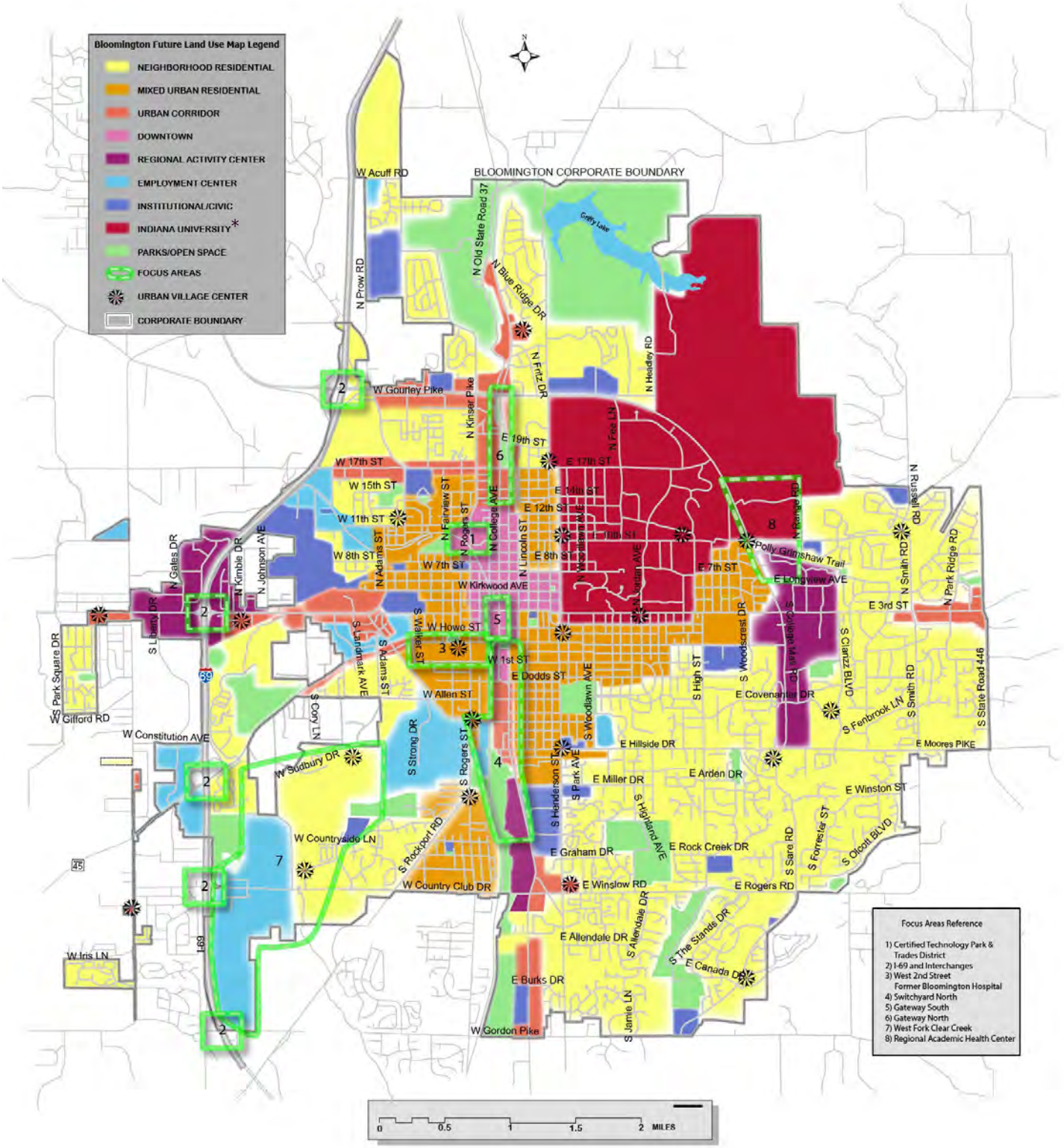
Locations that draw upon the existing, more desired surrounding land uses to enhance the area over time. Generally these areas have lost a contextual uniformity in both the built and natural contexts, but have desired remnant attributes to build upon and enhance. These areas can vary greatly from one to another in regards to their characteristics (architectural style, site design, natural features, etc.) because of the general lack of a strong contextual uniformity. Important attributes may vary based upon the time period the built context was created. Likewise, we need to identify important natural or man-made barriers that define their respective borders and edges, and other key elements that influenced an area such as socioeconomic conditions. Careful examination of these features and elements are necessary when determining which ones to enhance and replicate. Past examples of enhanced areas include the Broadview Neighborhood, the Downtown Edges, and North Walnut Street/College Avenue. Efforts to modernize infrastructure in the Broadview Neighborhood have established new sidewalks and walking paths at the neighborhood edges, new sanitary sewer lines, and a neighborhood park (all were originally lacking in this residential neighborhood). At the edge of the Prospect Hill Neighborhood, historic rehabilitation of the I-Fell building, along with some sidewalk and on-street parking improvements, supports an appropriate pedestrian-scaled, mixed-use area as a transition from the Downtown into the older neighborhoods. Stormwater improvements and public space investments at Miller Showers Park, along with redevelopment activity, continue towards mixing uses along North Walnut Street/College Avenue to create a higher density context near Indiana University.

Transform

Locations that establish a brand new identity for land use and natural attributes in order to significantly change the area from its current condition. Generally these areas are mostly undeveloped or have great opportunities to redevelop into a transformed built and natural environment. These areas can have the most variability from one to another in regards to their desired attributes (architectural style, site design, natural features, etc.) because of their opportunity to establish a new contextual identity. Natural and man-made barriers, such as environmental constraints, neighborhood edges, and historic considerations, should still be respected when defining borders and transition areas. Development principles in these areas include introducing mixed-use, green building principles, re-establishing grid circulation where feasible, promoting higher densities, and diversifying housing types. Past examples of transformed areas include properties adjacent to the B-Line Trail south of 6th Street to Allen Street, and the redevelopment of the area southwest of Patterson Drive and 3rd Street. Additionally, while the land use map has defined areas of use, we must recognize that some use areas are transitional in nature and the community must be prepared to rethink existing land use designations.

exhibit 7

Future Land Use Map



* Indiana University is within the Institutional/Civic Land Use Category, but it is illustrated differently because it does not fall under the City's land use planning jurisdiction.

Land Use Districts

Mixed Urban Residential

Background and Intent: Mixed Urban Residential refers to older neighborhoods that were developed using a traditional block and grid-like street pattern. Many of these are the most central neighborhoods of Bloomington. The district includes both single-family residences and larger 2-4 story apartment buildings. They are built at higher densities than the Neighborhood Residential district: Overall densities range from 2 units to 30 units per acre. Architectural styles largely consist of cottages and bungalows of less than two stories that were mostly built prior to the 1950s. Many structures are architecturally and historically distinctive, drawing upon their respective era's influence in design, scale, and use of materials. Neighborhood-serving mixed-use properties also exist along higher volume street corridors and nodes within neighborhoods. The district is essentially built out; the most appropriate development activity is the rehabilitation of older structures for residential uses. Most areas are urban in context with mature landscaping and trees, with few natural habitats or unsuitable areas for development. Protecting and/or restoring sensitive habitats within this district is a priority.

Given the grid-like street system, with alley access to garages and small building setbacks, on-site parking is purposely limited to the rear of buildings. Furthermore, on-street parking is encouraged and heavily utilized. This supports the mixture of single-family and multifamily residential buildings within the district. The continuous network of blocks connected by streets and sidewalks provides great access to parks, schools, and other neighborhood destinations.

Urban Services: The Mixed Urban Residential district has complete access to a full complement of urban services. (Water, sewer, storm sewer, sanitation, police, fire, and other public services offer very good coverage.) Existing public streets, sidewalks, and other facilities provide access and mobility at a "20-minute neighborhood" level of service. However, aging infrastructure and capacity limits may result in deficient services. Capital investments and upgrades are necessary to maintain adequate levels of services for this district, which is the main objective for these areas.

Site Design: The majority of centrally located neighborhoods have been built out, so major changes will occur with redevelopment and property turnover. Redevelopment and rehabilitation of existing structures must respect the unique character and development pattern of adjacent properties. Although there may be various architectural styles that would be appropriately compatible with the existing architecture in these older neighborhoods, the district must continue to emphasize pre-WWII neighborhood characteristics regarding building mass, scale, landscaping, and other site planning features.

Land Use Development Approvals: New and redevelopment activity for this district is mostly limited to remodeling or new construction for single-family residential uses. In some instances development activity will involve larger lots (larger than one acre) where attached single-family residential, accessory dwelling, and minor subdivision is appropriate. Both instances require the Maintain theme for development approvals. A few locations may support increases in density and multifamily residential uses when adjacent to higher volume roads, or near major destinations, or located along neighborhood edges that may support small-scaled neighborhood mixed uses (see Urban Village Center). These instances require the Enhance theme for development approvals. It is important to protect the existing single-family housing stock within this district. The conversion of dwellings to multifamily or commercial uses should carefully balance market demand with overall neighborhood integrity towards single-family residential. The following provide additional land development policy guidance:

- Historic designations are common within this district, and adjacent infill activities must respect the historic character of adjacent properties. Vacant lots should be redeveloped with compatible infill that reflects the desired character of the neighborhood.
- Accessory dwelling units for single-family residential offer options to consider for affordability, aging in place, and to meet other housing needs. Safeguards should be considered to hinder or reverse the conversion of owner-occupied residential units to multifamily units.
- Allow context sensitive multifamily redevelopment along higher volume roads, along district edges, and near major destinations when appropriately integrated with adjacent uses and styles.
- Support incentive programs that increase owner occupancy and affordable housing.

- Promote neighborhood enhancements of public improvements such as sidewalks, streetlights, street trees and landscaping, and playgrounds and play areas.
- Preserve, repair, or upgrade the capacity of aging utilities within the district.
- The close proximity to the downtown, Indiana University, and area employers, along with good access to urban services, makes this district a priority area for affordable housing initiatives.
- In new development or redevelopment projects, utilities could be placed underground and located so as to minimize potential conflicts with trees and other landscaping features.
- Develop additional guidance for infill and redevelopment through a form-based code approach, creating one or more overlay districts for the Mixed Urban Residential areas.

Downtown

Background and Intent: The Downtown district is the vibrant core of Bloomington. It is crucial to the principle of a compact, urban, high intensity, mixed-use center that serves regional, community-wide, and neighborhood markets. The district serves as the social and economic heart of Bloomington by providing land use choices that accommodate residents, businesses, shoppers, and visitors.

Seven unique "character areas" (zoning overlay areas) further identify architecturally distinctive areas within the Downtown (see the Downtown Vision and Infill Strategy Plan Map in the Appendix). These character areas help to further describe the many unique built-environment aspects needed to accommodate growth, sustain the vibrancy of the district, and to further slow sprawl at the city's edge. Overall the district embodies a classic Main Street appeal (display windows, outdoor seating, trees, benches, street lights, on-street parking, walkable distances) while also welcoming innovation and progress through a well designed, vibrant, and appealing built environment.

Urban Services: Downtown Bloomington, as the developed core of the City, has the full range of urban services including, but not limited to, utilities, a traditional grid roadway network, sidewalks, public open spaces, and transit services. Many services must be enhanced or expanded in order to sustain a flourishing Downtown. Opportunities to improve the entire portfolio of public urban services to meet the growing demand must be planned well before reaching capacity levels of service.

Site Design: The Downtown district is diverse, but care must be taken to see that future development complements the urban look and feel of the seven character areas.

Site planning standards must ensure that development activity within each of the character areas is compatible in scale and design. Overall site design must safeguard first-floor architectural and site design features that provide a vibrant pedestrian-scale environment — large sidewalks, plaza space, public art, planters, activated storefronts, and minimal building setbacks. Furthermore, architectural and site designs must stay within the context of each character area for height and bulk. Special attention must be given to the protection, restoration, and/or reuse of historic structures. Parking must not discourage or harm the pedestrian nature of the Downtown, but must at the same time be sufficient to support its diverse land use mix and economic vitality.

Land Use Development Approvals: Downtown development activity must be consistent with the respective character areas of the district. The Courthouse Square character area anchors the historic center of downtown, and therefore the Maintain theme should be used for development approvals. University Village and the Downtown Edges character areas are important as transitions to adjacent districts, and therefore the Maintain theme should also be used for development approvals. The two Gateway character areas, along with the Downtown Core character area, offer the most potential to urbanize into the intent of their respective areas; therefore the Transform theme should be used for development approvals. The Showers Technology Park character area has a mix of historic structures and opportunities to urbanize. It is adjacent to other districts and also serves as a transition area; therefore the Enhance theme should be used for development approvals.

The following provide additional land development policy guidance:

- For the past 10-15 years, housing pressure for this district has been strong for multifamily residential that targets Indiana University students. Preference towards other multifamily markets, affordable housing units, and owner-occupied housing is necessary to balance the housing market within the Downtown Gateway, Downtown Edges, and Showers Technology Park character areas. In these instances, higher density developments and minimal mixed-use aspects are appropriate.
- The Trades District, within the Showers Technology Park, and locations associated with the Convention Center are necessary for employment and business growth. These highly valued goals must be preferred when considering development approvals.
- In order to develop higher residential densities Downtown, increased building heights and diversified density calculations for new unit types should be considered in the Downtown Core character area.
- Curb cuts along Downtown streets are strongly discouraged. Rather, site access should be primarily from sidewalks for pedestrians or alleys for vehicles.
- Downtown green space should be improved by encouraging plazas and common streetscape themes, in coordination with new development and redevelopment.
- Surface parking lots and drive-through uses should be highly restricted within the Downtown area.
- First-floor uses can vary within the district and can be largely dependent upon the respective character area. In some locations, office and retail space is appropriate along the first floor as long as the scale and architectural design does not conflict with a vibrant pedestrian and Main Street context. In other locations along main roadways, the ground level should primarily be oriented toward retail.
- The mix of retail goods and services should be expanded and diversified when economically supported at both the neighborhood and community levels of activity, including such uses as groceries, drug stores, and specialty item stores.
- Land dedicated to parking should be minimized by building, preferring multi-story parking garages to surface parking lots, and by encouraging active transportation (bicycling and walking).
- Utilities improvement projects, especially those dealing with stormwater drainage, must be coordinated with streetscape improvement projects to minimize impacts on Downtown businesses and residents.
- Development along the B-Line Trail requires a higher level of site design, with a preference for residential uses facing the trail, and mixed or retail uses located near trail intersections with public streets.
- In new development or redevelopment projects, utilities could be placed underground where feasible and located so as to minimize potential conflicts with trees and other landscaping features.

Neighborhood Residential

Background and Intent: Today, these areas are largely built out, homogenous neighborhoods, but some vacant tracts of land exist as well as opportunities for small-scale neighborhood redevelopment activity (see Urban Village Center). The Neighborhood Residential district is 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. The architectural building styles vary greatly within and between neighborhoods and/or subdivisions for this district.

The wide range of architectural styles is a characteristic that should be maintained for this district. Sensitive habitats and unsuitable areas for development should be protected and restricted from high-intensity human activities. Public streets, sidewalks, and other facilities provide good access to other uses within the district, to area parks and schools, and to adjacent districts. Water, sewer, storm sewer, sanitation, police, fire, and other public services offer very good coverage.

Urban Services: Neighborhood Residential districts have full access to all modern public and private services including transit, police, fire, sewer, sanitation, water, storm sewer, natural gas, electric, and telecommunication services. Public streets, sidewalks, and other facilities provide limited access and mobility at a level of service using a "20-minute neighborhood" metric: Some destinations are accessible within a 20-minute walk. Using "Complete Street" guidance to achieve a well connected, active transportation network is a priority, especially since these areas typically do not have a traditional street grid and have longer blocks, making trips more circuitous. Thus, the main urban services objectives for this district are to maintain and enhance adequate levels of service for the 21st century residents of Bloomington.

Site Design: Neighborhood Residential districts contain a mixture of densities, housing types (single-family and multifamily), and a curvilinear street network of local, often with limited connectivity, low traffic volume streets. Buildings face the primary street with a range of small to large front yards in relation to the building setback from the street. For lower density developments (four units per acre), limited on-site parking is often provided within the front or side yard areas. Higher density developments (greater than four units per acre) provide on-site parking in the side or backyard areas. On-site parking is not the dominant site design feature, and on-street parking is available on at least one side of the street. Sidewalks and front yard landscaping further establish a more traditional residential context. Natural and landscaped areas are important to buffer adjacent uses, protect and enhance natural resources, and to further reconnect the urban to our natural environment.

Land Use Development Approvals: New and redevelopment activity for this district is mostly limited to remodeling existing or constructing new single-family residences. These instances require the Maintain development theme for development approvals. For larger lots (larger than one acre), attached single-family residential, accessory dwelling, and minor subdivision are appropriate residential uses and require the Enhance theme for development approvals.

For larger tracts of land, single-family, attached single-family (duplex, triplex, and fourplex buildings), bungalow courts, townhouses, row houses), and multifamily residential uses may be appropriate, and in some instances small-scaled neighborhood mixed use is also appropriate (see Urban Village). These instances require the Enhance theme for development approvals. The following provide additional land development policy guidance:

- Developments larger than one acre should emphasize neighborhood context and draw upon surrounding densities, building scales and types, landscaping, and other surrounding neighborhood features.
- 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. These should convey a welcoming and open-to-the-general-public environment.
- Ensure that appropriate linkages to neighborhood destinations are provided.
- Respect historic and environmental assets through site design, transportation networks, and architectural design strategies.
- Redevelopment or rehabilitation of existing structures, or new infill development of single lots or developments less than one acre, should complement the context of the surrounding land uses. Furthermore, single lots or small-scaled developments should not dominate or detract from the neighborhood context.
- In new development or redevelopment projects, utilities could be placed underground if feasible and located so as to minimize potential conflicts with trees and other landscaping features.
- Large developments should develop a traditional street grid with short blocks to reduce the need for circuitous trips.

Urban Village Center

Background and Intent: The Urban Village Center is a neighborhood-scaled, mixed-use node that serves as a retail, business, and service destination for neighborhood residents. Urban Village Centers are found in several districts throughout Bloomington. They should be designed to serve the neighborhood adequately while also balancing usage from surrounding areas. First floor uses are mostly retail-oriented, with upper floors focusing on residential and office uses. The Urban Village Center can lead to environmental, social, and economic progress by reducing the neighborhoods's carbon footprint, improving neighborhood diversity and interaction, and providing employment opportunities and convenient access to goods and services. Attracting interest for redevelopment and employment is an important part of strengthening and sustaining these neighborhoods. Given the potential benefits, consideration of appropriate new Urban Village Centers is warranted for the future.

Urban Services: For maximum service, Urban Village Centers are best located within existing developed neighborhoods in order to support their retail, office, and residential uses. Most urban services have been previously provided and can support the increased activity that a Center can bring into a neighborhood. Existing public streets, sidewalks, and other facilities provide good access and mobility. The Urban Village Center can fulfill the "20-minute neighborhood" level of service by locating desired uses and services closer to neighborhood residents. This type of development is preferable to strip commercial, which typically focuses on automobile access.

Site Design: An Urban Village Center represents the smallest scale of commercial and mixed land use that serves as a high activity node and destination within a neighborhood. The introduction of an Urban Village Center into a primarily residential area requires a high level of site design, compatible building mass and scale, and responsiveness to the needs of the surrounding residents. Sidewalks, street trees, pedestrian-scale lighting, outdoor seating or plaza space, and decorative features such as public art must be standard elements in site design. Urban Village Centers must not significantly detract from the livability of these neighborhoods through unreasonable traffic, lighting, noise, litter, or other impacts.

Balancing the benefits of Urban Village Centers with the livability of neighborhoods necessitates careful planning and can vary from one location to another. It requires thorough neighborhood outreach, from preliminary concepts through final project approval.

Land Use Development Approvals: Urban Village Centers typically involve larger lots and the assembling of multiple parcels of land, for a combined total of at least one acre and no more than five acres. Development activity for this district is mostly new construction through redevelopment; in some instances it may include the restoration of historic or other significant structures. Centers should locate along higher volume roads and along neighborhood edges or easily accessible destinations within a neighborhood. Urban Village Centers significantly change the existing land use to a more active context; therefore the Transform theme should be used for development approvals. The following provide additional land development policy guidance:

- Residential uses should be limited to multifamily development on floors above street-level retail and office uses.
- On-site parking should primarily serve any residential units that are a part of the development and must be located beneath or on the side or rear of buildings, with access from an improved alley system or from minimal street cuts. On-street parking must be provided.
- Public transit is a key support of Urban Village Centers: A transit stop should be within a 10-minute walk, though preferably less.
- Incentivize increased energy efficiency and use of renewable energy sources, such as wind and geothermal energy.
- Consider sustainable stormwater management strategies, such as rain gardens, that can also be landscaped as public amenities for plazas and as spaces for public art.
- Consider opportunities for affordable housing set-asides and incentives that will draw residents of all income levels.
- Consider a mix of retail and office uses that brings essential services such as pharmacies, groceries, education, and health services to neighborhood residents.
- Increase the connectivity and walkability to and between Urban Village Centers through pedestrian and bicycle connections via cul-de-sacs or dead-end streets and pass-through connections between long blocks.
- In new development or redevelopment projects, utilities should be placed underground where feasible and located so as to minimize potential conflicts with trees and other landscaping features.

Urban Corridor

Background and Intent: The Urban Corridor district is designed to transform strip retail and commercial corridors along major roadways into a more urban mixed-use district that will serve as an appropriate transition area from higher, more intensive uses to other districts, Focus Areas, and regional activity centers. The district serves nearby neighborhoods, but also the larger community. Integrating multifamily residential uses into existing retail and commercial areas within the district can apply a mixed-use approach within individual buildings sites or between adjacent properties. The district is larger in scale and higher in intensity than the Urban Village Center district. It is intended to incorporate a balance of land uses by taking advantage of the proximity to other land uses and urban services. The size, scale, and intensity should not reflect that of a Regional Activity Center.

Urban Services: Urban Corridor districts have excellent access to major roadways, utilities, and other services like transit, fire, and police service. This access reduces the need for extensions of sewer, water, and road facilities, compared to locations that are not currently developed or not within close proximity to existing urban services. In some instances, upgrading capacity for utilities and multimodal transportation amenities may be required (or provide an incentive) to develop or redevelop some locations.

Site Design: Many sites within this district are currently built out using design templates based on single-story buildings, large front-yard building setbacks, and large surface parking lots. Site design must reimagine the built context into a mixed-use district. Emphasis must be placed on urban design and the creation of a distinctive design style in each area. Site design features to consider include building to street frontages, structures that are multistory and pedestrian-scaled, and indoor and outdoor public gathering spaces. To transform the existing automobile-centric context into a mixed-use district, it is essential to provide safe and convenient access for pedestrians. Strategies for parking will become more important in order to avoid large open areas of asphalt. Site design must consider building height and mass, building orientation, uses, landscaping, and other features to appropriately transition from one district to another.

Land Use Development Approvals: The Urban Corridor district generally has existing high intensity uses and has some levels of past zoning protections in place for adjacent, less intensive zoning districts. The district is expected to change by incorporating mixed uses and increasing activity. For locations that have some level of existing mixed uses, changing to a more robust and active mixed-use context is not a significant change; therefore the Enhance theme should be used for development approvals. For locations that have a dominant single-use context, changing to a robust and active mixed-use context is significant; in such cases, the Transform theme should be used for development approvals. The following provide additional land development policy guidance:

- Buildings should be developed with minimal street setbacks, with parking located behind the building, and with an emphasis on minimizing pedestrian obstacles to accessing businesses.
- To increase pedestrian and transit accessibility, street cuts should be limited as much as possible to reduce interruptions of the streetscape, tree plots, and sidewalks.

- Affordable housing units are an important component of the Urban Corridor district.
- Access to public transit service is an important component of the Urban Corridor district.
- Connections to a network of City trails, paths, and bikeways create access to other destinations and provide active, healthy means of transportation.
- Districts are located along major roadways in order to provide convenient pedestrian, bicycle, transit, automobile, and truck (e.g. delivery) access.
- In new development or redevelopment projects, utilities could be placed underground where feasible and located so as to minimize potential conflicts with trees and other landscaping features.
- Consider opportunities for infill and redevelopment to increase residential densities, with housing types such as duplex, triplex and fourplex buildings, courtyard apartments, bungalow courts, townhouses, row houses and live/work spaces.

Regional Activity Center

Background and Intent: The Regional Activity Center district is a large regional commercial area that provides high intensity retail activity. The district serves both the Bloomington community and other communities in the region. Regional Activity Centers contain higher intensity uses such as national retailers, offices, food services, lodging, and entertainment. Uses in the Regional Activity Center will include typical "big box" and/or "anchor" retailers. Large-scale department stores, movie theatres, hardware/home improvement stores, and similar uses are typically located in these centers. Accessory uses, such as restaurants, banks, or additional retail stores are supported. The district may also incorporate medium- to high-density multifamily residential uses. As the City continues to urbanize, this district must shift the existing dominant automobile orientation to a more balanced orientation by increasing access for transit, bicycle, and walking modes of transportation. The main purpose of the district is to provide semi-urban activity centers that complement, rather that compete with, the Downtown district.

Urban Services: No new Regional Activity Centers are identified. All three existing regional activity centers have good access to all urban services. As sites redevelop and users change, infill and redevelopment projects will offer opportunities to upgrade urban services, including improved access to transit, complete sidewalk networks, alternative stormwater management practices, reduced impervious surface areas, green building technology, renewable energy, and other mitigation practices for very high intensity uses.

Site Design: This district is oriented around major thoroughfares and prominent intersections to provide convenient access. A Regional Activity Center consists of aggregated uses that require several hundred thousand square feet of space: predominantly large one-story structures, often with covered walkways or main entrances that are subdivided to contain a mix of uses. Each Regional Activity Center has a cohesive architectural style. With redevelopment and infill, centers should be updated with site designs that use high-quality materials and provide landscaping, lighting, pedestrian accommodations, and open space if over a certain size. Opportunities must be seized to minimize automobile impacts while retooling on-site parking strategies, circulation, and site design. To mitigate traffic congestion, the district must employ access management strategies and improve cross-access easements between businesses (connecting parking lots). Bicycle traffic should be accommodated in parking areas with clearly marked paths to bicycle parking to improve the safety of cyclists and thus encourage bicycle use. Sites have been designed to accommodate an excess of peak demand parking for a few times a year. On-site vehicle parking is an important component to Regional Activity Centers, where spillover beyond the district should rarely occur.

Land Use Development Approvals: The Regional Activity Center district is built out with established high-intensity retail uses. The district is expected to change with increasing activity through infill and redevelopment. Incorporating multifamily residential within the district is supported. Changing the context of the district towards mixed uses is a significant change; therefore the Transform theme should be used for development approvals. The following provide additional land development policy guidance:

- The typical "big box" site design should not be an element of new construction within a Regional Activity Center. Infill and redevelopment projects within this area should work toward creating a more unified urban design theme.
- Less intense commercial uses should be developed adjacent to residential areas to buffer the impacts of such development. Multifamily residential and office uses could likewise serve as transitional elements.
- The mix of uses is predominantly retail, with office and residential being secondary in the district.
- Redevelopment within the district should be encouraged to grow vertically, with the possibility of two- or three-story buildings to accommodate denser office development, residential multifamily, structured parking, and improved multimodal connectivity.
- Internal roadway networks must provide sidewalks and walkways so that once users have parked, they can circulate throughout the development on foot.
- Public open spaces, including green spaces, should be a standard element of redevelopment within a Regional Activity Center. This open space could come in the form of public plazas or pocket parks, and include multiuse paths and trails that connect to nearby neighborhoods.
- The goal for redevelopment is to create a few high-density (retail with office and residential) activity nodes.
- In new development or redevelopment projects, utilities could be placed underground where feasible and located so as to minimize potential conflicts with trees and other landscaping features.

Employment Center

Background and Intent: The Employment Center district includes professional and business offices, light assembly plants, flex-tenant facilities, and research and development centers. Well planned employment centers will allow Bloomington to keep pace with the changing economy — the main purpose of the district. Employment Centers should have good access and connectivity to main thoroughfares as well as good access to transit service. The Employment Center district should contain a mix of office and light/high-tech manufacturing uses that provide quality employment opportunities for the Bloomington community. Quality job creation is essential as the community continues to grow.

Urban Services: The provision of urban services is essential to the development of Employment Centers. Such sites offer an incentive for recruitment and retention of quality employers, a factor that should be considered when providing or upgrading urban services. Large conglomerations of employers and light manufacturing buildings need a high level of support from utilities, roadways, and other urban services. These centers must be carefully designed to provide essential services such as sewer, water, and fiber optic connections to online networks and databases. Renewable energy and green building techniques within the district offer strategies to mitigate the overall impact. The City must be proactive in extending such services to these districts to support and attract high quality employers.

Site Design: Land uses in the district focus on corporate headquarters, major employers, and light/high-tech manufacturing. Attention should be paid to architecture, building orientation, landscaping, and signage to ensure a cohesive design that will protect existing property investments and attract future investors. This district may produce the greatest amount of large truck traffic and will require access management along the roadway network. Employment Centers may also generate noise, vibration, dust, and odors; such factors may create a need to locate large lots that are separated from adjacent residential areas. Perimeter fencing, landscaped berms, and vegetative screening may be necessary. Site design should support the commercial uses integrated within an Employment Center. These commercial uses should typically be at a scale that primarily serves the Employment Center.

Land Use Development Approvals: The Employment Center district has a mix of established employers and other existing uses. Some large vacant land exists, but it may have environmental or urban service constraints. Because existing spatial context within the district varies greatly, and because the trend is toward research, high-tech, and light manufacturing employment uses, the spatial context is expected to change significantly. Therefore, the Transform theme should be used for development approvals. The following provide additional land development policy guidance:

- In a traditional Employment Center, site and architectural design throughout the Center should reflect a consistent style. This includes adjacent uses that may co-locate within a Center. Architectural themes should be replicated throughout the Employment Center site. Consistency within each Employment Center can further aid in an overall recruitment and retention strategy.
- Common space that serves the various areas of the development should be provided for employees, along with connections to trails and non-motorized transportation facilities for alternative means of travel to work.
- Distinctive entry features provide site users with a means to identify the development.
- Where Employment Center sites have exposure to multiple street frontages, a 360-degree building profile should be utilized for facades facing these frontages.
- Extend fiber optic conduit and other key utilities to important employment sites as an incentive for new and redevelopment opportunities of quality employers.
- Employment Center developments must not have an undue impact on existing local roadway networks, and should also have carefully planned internal roadway systems to create efficient flows of traffic.
- Coordination with public transit is important to develop incentives for employee ridership programs.
- Development phasing must emphasize the creation of the office, research, and light-manufacturing base before, or concurrently with, the commercial areas that will serve them.
- In new development or redevelopment projects, utilities could be placed underground where feasible and located so as to minimize potential conflicts with trees and other landscaping features.
- Some Employment Centers of the future are likely to utilize newer models based on an integration of employment, commercial, housing, and recreational uses. For such non-traditional Employment Centers, consistency of architectural and site design may not be as important as innovative design that serves the needs and preferences of employees who choose to live and play in close proximity to their places of employment. Phasing may also need to be more flexible to encourage such newer development models. The zoning code should be flexible enough to accommodate these new kinds of Employment Centers as well as more traditional ones.

PREPARED FOR:
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TRADES DISTRICT – SITE & INFRASTRUCTURE IMPROVEMENTS | VIEW FROM MADISON STREET OF THE MILL PLAZA

Institutional/Civic

Background and Intent: The Institutional/Civic designation includes uses such as libraries, schools, cemeteries, municipal buildings, fire stations, and utility stations as well as hospitals and similar land uses essential to the City's efficient operation and residents' overall well-being. The intent of this district is to provide adequate land to support the activities of compatible government, social service, and limited non-profit entities. These uses are distributed community-wide; special attention should be paid to how they interact with adjacent properties, especially residential uses. Careful site planning and appropriate architectural design is important to establish the tone, image, and identity of the community. Furthermore, the uses must attain high standards that demonstrate a commitment to reaching the community outcomes detailed within this plan.

Indiana University is part of this land use category, but the Future Land Use Map separates and highlights the general ownership by the Board of Trustees. While institutional/civic coordination and collaboration frequently occur, under state law the City has no authority over site design, land use, or urban service decisions that are made by the Indiana University Board of Trustees, except as it affects city maintained right of way.

Urban Services: No public, semi-public, or institutional use should be allowed to locate at a site that does not already have adequate urban services to support its respective use and purpose. It is critical that civic and institutional uses that directly provide on-site community services are easily accessible via all modes of transportation. Sites and buildings must meet the standards of the Americans with Disabilities Act and/or the Public Right of Way Access Guidelines. All new developments must be required to connect to municipal utilities and services.

Site Design: The Institutional/Civic district has a variety of different uses that support a wide range of community needs. Uses must consider the most appropriate architectural and site design, based upon the level of public use and its impacts on adjacent uses. Some uses, such as a wastewater treatment site, require screening, limited access, and buildings with a more basic utilitarian architectural design. Others, such as a community recreation center, require a well designed site plan with full access and a detailed architectural design for buildings. The baseline measure for site design must be that it serves the public interest.

Land Use Development Approvals: The Institutional/Civic district is mostly built out with established and existing public and semi-public uses. The district encompasses properties controlled by public and private institutions such as schools (including Indiana University); non-profit facilities; government facilities; hospitals and research parks; and cemeteries. The district is not expected to change much over time, with the exception of updating facilities in response to growth demands, functional obsolescence, or to comply with respective facility operation standards and/or requirements. Changes to context of the district, at most, would be to improve public services or at least to sustain an adequate level of public service. Therefore, the Enhance theme should be used for development approvals. The following provide additional land development policy guidance:

- Public agencies (City of Bloomington, Indiana University, Ivy Tech Community College, Monroe County Community School Corporation, Monroe County government, and IU Health) should periodically meet to coordinate future facilities needs in advance of land acquisition/construction.
- Non-profit land uses should be located in every sector of the community to provide a balanced distribution of services.
- Land dedications must have clear agreements in place — including dates and timelines — as part of the land development approval process.
- Uses in this category should provide measures to mitigate undesirable operational impacts such as light and noise pollution, traffic congestion, and spillover parking.

Parks/Open Space

Background and Intent: The Parks/Open Space district includes neighborhood and community parks, natural areas, multi-use trails, golf courses, and other recreational amenities. Parks/Open Space areas should provide opportunities for both active and passive recreation, as well as opportunities to produce local food through community gardening and the planting of fruit trees. These areas also provide natural habitat, conservation areas, and other protection areas important for their environmental and/or cultural significance. For example, the Griffy Lake Nature Preserve is used for recreation, but much of this area is characterized by steep, forested hills, bluffs, and cliffs; it offers many other benefits for conservation and natural habitat. The intent of this district is to maintain and expand the inventory of public/private parks and open spaces for the residents of Bloomington.

Urban Services: Some urban services may not be necessary for certain parks or open space areas. However, all are public property, so they must meet minimum levels of urban services. Programming of activities, events, and other functions can affect the range and level of urban services necessary. Thus, public access is essential and can further the success of an individual park or open space. Sites and buildings must meet the standards of the Americans with Disabilities Act and/or the Public Right of Way Access Guidelines. Access to large community parks must accommodate community-wide needs; smaller, neighborhood-sized parks should focus more on serving the needs of the immediate surroundings. Parks and open spaces should be well connected to schools, shopping areas and neighborhoods.

Site Design: Traditionally, parks and open spaces have not had to struggle with issues of compatibility with surrounding uses. By a vast majority, most community residents are supportive of such facilities and benefit from living in proximity to a park or other open space. Appropriately increased residential density around parks and open space is supported, particularly to protect affordable housing around public parks. When updating facilities and making new investments in parks and open space, site design must maximize accessibility. Improved connections for access — within ¼ to ½ mile from the park or open space — should be considered. Preservation and restoration of sensitive natural areas is a priority in site design. Low-impact development practices can further enhance the passive and active recreation value that this district provides to residents.

Land Use Development Approvals: The Parks/Open Space district is mostly developed and offers various programs and services. The district is not expected to significantly change even with facility updates and other public investments. Changing the context of most parks and open spaces is a gradual and long-term process; therefore the Maintain theme should be used for development approvals. The following provide additional land development policy guidance:

- Use the City of Bloomington Parks and Recreation Master Plan for policy guidance and site-specific details. This is especially important for land development activities adjacent to existing parks and open space, and to help identify opportunities for expansion of parks and open spaces.
- Consider land dedications for environmentally sensitive areas in sectors that are underserved by neighborhood-serving parks and open space.
- Land dedications must have clear agreements in place — including dates and timelines — as part of the land development approval process.
- Adjacent land uses should support increased residential densities.
- Access to and from parks and open space should provide connections within ¼ to ½ mile.
- In new development or redevelopment projects, utilities should be placed underground and located so as to minimize potential conflicts with trees and other landscaping features.

Focus Areas & Strategies

Specific areas for additional policy guidance are listed below and identified on the Land Use Map. Focus Areas are locations expected to see significant change in land use activities over the next decade; however, they should follow their respective development themes (Maintain, Enhance, and Transform) as noted within each area. Focus Area boundaries are flexible when considering parcel level or sub-block level issues. Each area has unique economic, spatial, and other characteristics, such as parcel ownership and developed or undeveloped composition. The overall aims of the Focus Areas are to better coordinate public and private investments and to attract appropriate development interests. Coordinating and attracting investments and interests can be achieved by using one or more of the following strategies:

Sustainability

To ensure the health of the environment, social equity, and economic prosperity are enhanced and not harmed by development at the individual site level and the neighborhood level. Sustainability goals are incorporated into many new trends in urban design, so our community should be open to new ideas in this area. Demographic shifts favor more urban, interconnected development with increased mobility and green amenities. Often, transforming an area depends upon changes in the highest and best use for the community as a whole. Sustainable development is almost always the best long-term investment of private and public funds.

Historic Preservation

To enhance our sense of community, to preserve the stories of older cultures found in the landmarks and landscapes we visit, and to protect the memories of people, places, and events honored in our local monuments and markers. Historic preservation can apply to individual buildings or neighborhoods and is an essential component to maintaining the unique character of our community.

Form Based Code

To better respond to the relationship of buildings to the street, architectural massing, shape and design, and the location of on-site parking. A form-based code focuses on the physical shape and configuration of the built environment rather than land uses. Using this approach can offer more predictability than flexible Planned Unit Development processes offer.

Livability or Lifetime Community

To leverage opportunities outside of land use zoning and controls that can account for sustainability, demographics, and affordability, such that each area represents a diversity of household incomes and interests. Such districts are designed to promote social, physical, mental, and emotional well-being for all ages and abilities.

Certified Technology Park and the Trades District

Background and Intent: The Bloomington Certified Technology Park (CTP) encompasses 65 acres of Downtown and is home to several technology companies as well as other professional offices with mixed-use components. The State-certified designation allows for the local recapture of up to $5 million of state and local tax revenue, which can be invested in the development of the park to attract technology-focused businesses that will create jobs. The Trades District is within the CTP and represents an area within Downtown that offers employment and residential opportunities — a live-work district — and is a top priority of the City. The vision of this Focus Area is that of an urban district, in the immediate proximity of Downtown, that fosters networking and new, dynamic employment uses through a well connected, campus-like context. With open spaces and historic structures, it is a vibrant, high-performance district that nevertheless embraces its historical heritage.

Land Use Development Approvals: Land use policy guidance shall first utilize the 2013 Certified Technology Park Master Plan and Redevelopment Strategy to aid in land development approvals. Subsequently, land use policy guidance shall then refer to the underlying Land Use District designations within this chapter and apply the Enhance development theme for approvals. The aforementioned principle of Historic Preservation should be used to coordinate and attract investments and interests, and the principle of sustainability should be considered to ensure social equity through access to affordable housing as well as the provision of green space.

I-69 and Interchanges

Background and Intent: I-69 may reduce east/west mobility across the corridor, but it will significantly increase vehicular mobility to and from other regional centers. These changes in mobility will impact the existing land uses in the vicinity of the I-69 corridor and especially around interchanges. These locations have significant employment or commercial interests, and the completion of I-69 is expected to increase these interests. Interchanges offer key opportunities as premier entry points into Bloomington. More importantly, while serving regional employment and commercial interests, the overarching context along the corridor should convey a sense of arrival to Bloomington. The interchanges must welcome and invite everyone to access the whole community and not simply provide a generic respite along an interstate highway. Commercial, employment, and multifamily residential uses along the corridor offer opportunities to re-imagine and redevelop in order to attract and retain employers, employees, and residents.

Land Use Development Approvals: Locations along the I-69 corridor should utilize the underlying Land Use District designations within this chapter and apply the Enhance and Transform development themes for approvals. Furthermore, the aforementioned principle of Sustainability should be used to coordinate and attract investments and interests.

While specific interchanges should create unique land use environments, a balance of uses should be present at each to avoid creating isolated destinations. Care should be taken that the land uses are balanced at each interchange so that they do not cannibalize each other and dilute the specific development markets. Coordination with Monroe County can provide additional policy guidance.

West 2nd Street – Former Bloomington Hospital

Background and Intent: The IU Health Bloomington Hospital is expected to vacate the original hospital site in or around 2020 or 2021. This change will present a redevelopment challenge and opportunity. The hospital site encompasses nearly an entire large city block, and with adjacent supportive professional offices and parking lots, the Focus Area encompasses a much larger expanse. Because of the challenges and opportunities presented by this move, a detailed Focus Area plan will be developed in a process that includes a community charette. Once the plan is completed, it shall serve as the primary planning policy document for redevelopment of this Focus Area. Until that time, land use policy shall defer to the underlying districts.

Land Use Development Approvals: Until a Focus Area plan is developed, land development activity is not encouraged. The Focus Area plan will better define the intent and context in order to identify the most appropriate development theme. However, in the interim, locations should utilize the underlying Land Use District designations within this chapter and apply the Maintain development theme for approvals.

Switchyard North

Background and Intent: The B-Line Trail connects a number of redevelopment opportunities throughout the community, drawing private investment and acting as a "string of future redevelopment pearls." The Trades District, Gateway South, and the Switchyard North are three Focus Areas that are part of the B-Line's redevelopment pearls. Investment in the B-Line Trail has already spurred redevelopment opportunities. Coupled with the pending development of the Switchyard Park, the adjacent corridors near the Switchyard should attract redevelopment interest. This Focus Area extends roughly from South Drive to 1st Street and along mostly the west side of South Walnut Street to Morton Street. The City is making a long-term investment in the Switchyard Park, and redevelopment interests must focus on capitalizing on both the direct and indirect benefits of that commitment. These interests must serve multiple needs related to entrepreneurship, employment, single-family and multifamily housing, and green building.

Land Use Development Approvals: Non-motorized access and needs should be thoroughly considered. Properties adjacent to the Switchyard Park should use the Switchyard Park Master Plan for coordination of site plan details. Increases in residential densities around the Switchyard Park are strongly supported for both market rate and sustainably affordable units. Secondarily, locations should also utilize the underlying Land Use District designations within this chapter and apply the Transform development theme for approvals. Furthermore, the aforementioned principles of Sustainability and Livability or Lifetime Community should be used to coordinate and attract investments and interests.

Gateway South

Background and Intent: Just north of the Switchyard North Focus Area is an important transition and gateway into the Downtown. This Focus Area includes the Monroe County Convention Center, which is important to the character of this Focus Area. Additional redevelopment opportunities can be supported along this corridor to strengthen Bloomington's hospitality sector, especially retail, restaurant, and recreation opportunities that will appeal to Bloomington visitors and will complement the wide range of activities the Convention Center hosts.

Establishing a sense of arrival into the Downtown is an important gateway function. College Avenue and Walnut Street provide excellent access to and from the Downtown. The context of these heavily traveled corridors transitions from rural, suburban, strip commercial, and mixed urban, to an active Downtown urban context. While the Downtown context around the Courthouse Square is well established and highly desired, the gateways into the downtown have much to improve upon.

Land Use Development Approvals: Locations should utilize the underlying Land Use District designations within this chapter and apply the Transform development theme for approvals. Emphasis should be on architectural and site design characteristics that establish Gateway South branding. Approvals should also consider the importance and economic impact of the Convention Center, such that land uses should complement and not substantially hinder Convention Center activities. Streetscape development from a multimodal standpoint should be highly emphasized on the primary facades and walkways of new development.

Gateway North

Background and Intent: This Focus Area is the complement to the Gateway South Focus Area. It provides an important transition and gateway into the Downtown from the SR45/46 Bypass to approximately 14th Street. Due to its close proximity to Indiana University, the character of this Focus Area can support the diversification of housing types, including, but not limited to, multifamily residential and commercial uses — such as student housing and service facilities. While being sensitive to the diversity and mix of housing in this corridor, incentives can be used to steer the development toward underutilized markets and high quality design. Establishing a sense of arrival into the Downtown is an important gateway function. College Avenue and Walnut Street provide excellent access to and from the Downtown. The context of these heavily traveled corridors transitions from rural, suburban, strip commercial, and mixed urban, to an active Downtown urban context. While the Downtown context around the Courthouse Square is well established and highly desired, the gateways into the downtown have much to improve upon.

Land Use Development Approvals: Locations should utilize the underlying Land Use District designations within this chapter and apply the Transform development theme for approvals. Emphasis should be on architectural and site design characteristics that establish Gateway North branding. Streetscape development from a multimodal standpoint should be highly emphasized on the primary facades and walkways of new developments.

West Fork Clear Creek

Background and Intent: This area is one of the larger undeveloped areas currently within the City. Located in the southwest quadrant of the City, it is surrounded by developed areas with access to many urban services. Development activities have not come to fruition, as much of the area is regulated using a Planned Unit Development (PUD) that was approved almost 20 years ago. Land speculation, changing economic markets, and constraints associated with old PUD requirements may have hindered development activity. Changes to the PUD further add complexity to any development interests within this Focus Area. As the City continues to grow, there are few opportunities to accommodate growth within larger vacant tracts of land. This Focus Area offers a unique opportunity to reset and redirect development interests toward a vision consistent with this Plan.

Land Use Development Approvals: In order to assure integrated site design, this Focus Area should be developed under a master development plan. Until a master development plan is approved, land development activity is not encouraged. However, in the interim, locations should utilize the underlying Land Use District designations within this chapter and apply the Transformation development theme for approvals. Emphasis should be on architectural and site design characteristics, connectivity, and sustainability, and should make allowance for local food production.

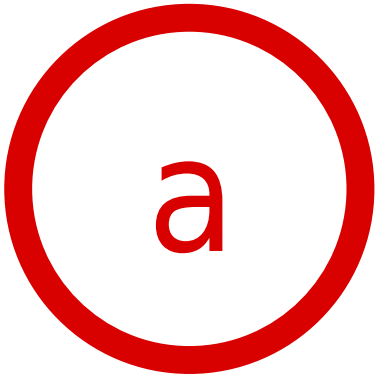
Regional Academic Health Center

Background and Intent: The relocation of the hospital onto the Indiana University campus will allow for the hospital to grow and meet the needs of the region. However, there are many ancillary support services, businesses, and medical offices that also may relocate near the hospital. Together, the relocation of these uses will require that the performance of the transportation network surrounding the hospital meets high safety and access standards. These will be detailed within the updated Thoroughfare Plan, anticipated to commence in 2017. Improved coordination between all agencies is necessary for development opportunities around this Focus Area and connectivity to Griffy Lake.

Unincorporated Areas

Background and Intent: Locations outside of the corporate boundaries of the City of Bloomington may someday be incorporated into the City. While the City has no regulatory control over their land use and development, opportunities to evaluate unincorporated areas should be explored. These evaluations must follow mandated State procedures and should be carefully vetted in order to enhance and maintain fiscal responsibility. However, the evaluation process may consider other factors that support the Vision Statement objectives and/or outcomes identified within this Plan.

Once any areas are annexed into the City by ordinance, a separate process will evaluate and assign land use and City zoning districts as close to their existing land use and zoning designations as possible, or create new ones where necessary. The recently adopted Monroe County Urbanizing Area Plan will provide valuable guidance as part of this process, and close coordination with County officials and other interested parties should be pursued.



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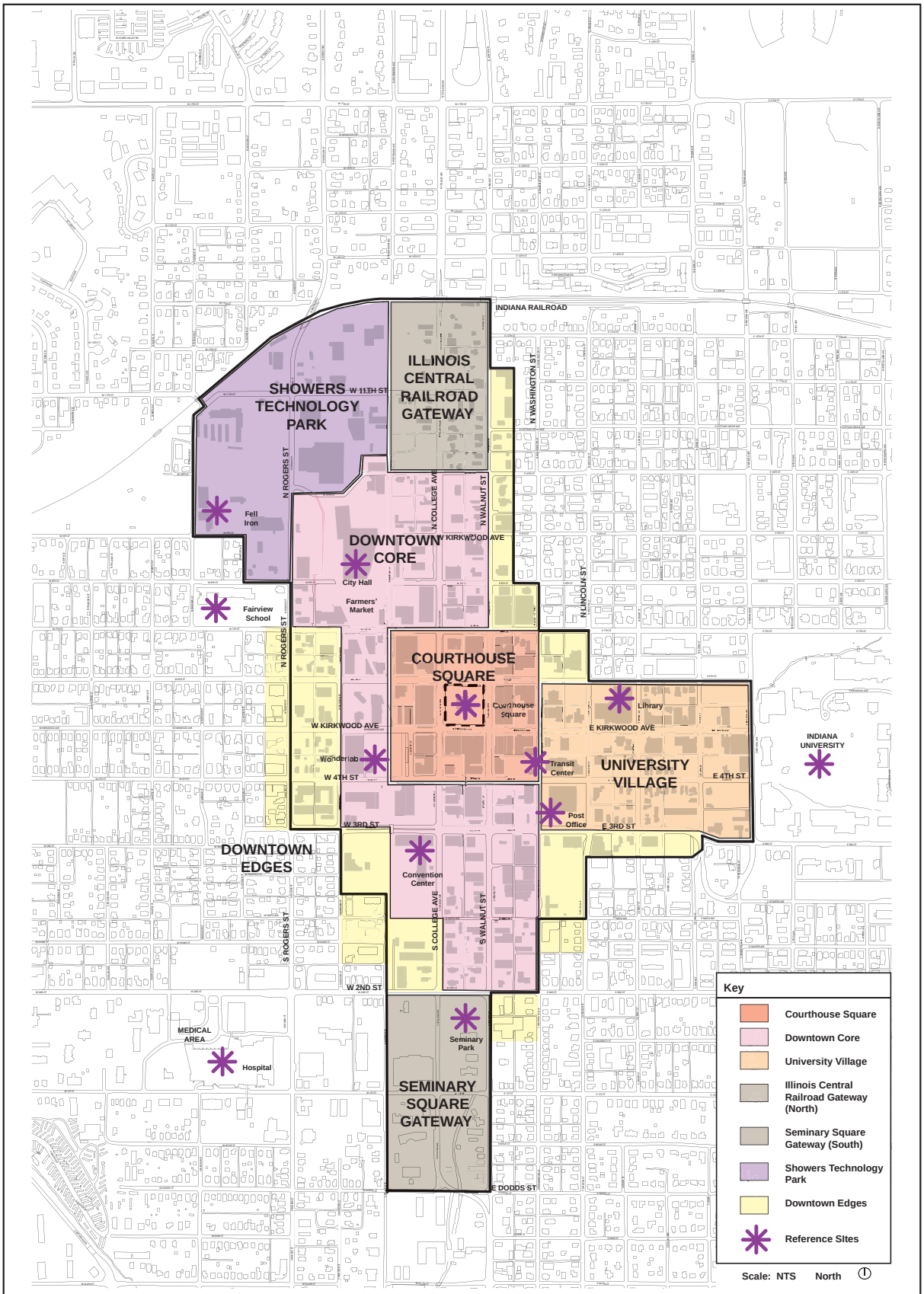


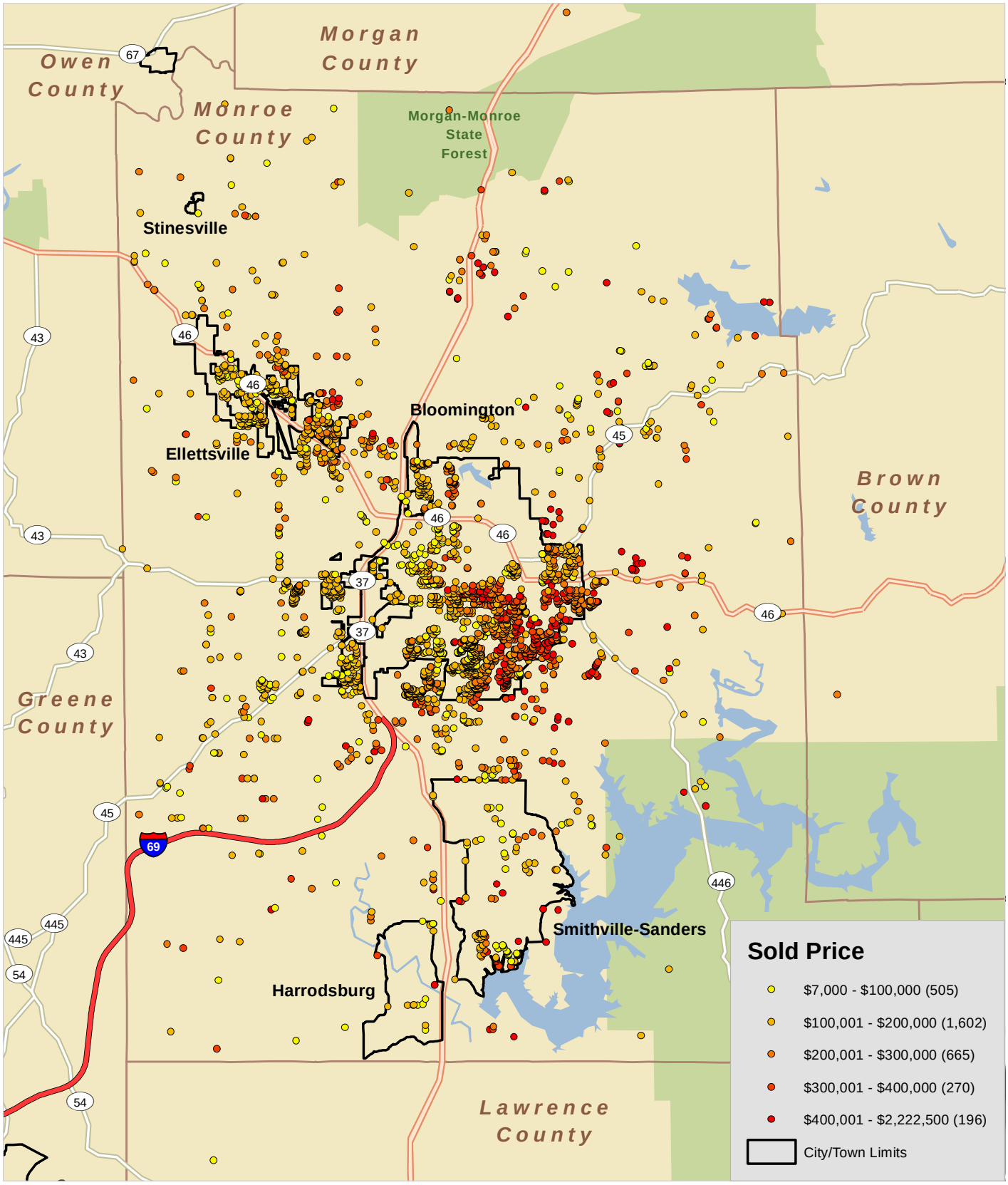
Winter & Company with
Urban Advisors
Tom Layman

City of Bloomington Downtown Vision and Infill Strategy Plan: Character Areas

Date:
November 2005

FINAL

Monroe County Home Sales (January 2011-September 2016)



Source: Indiana Business Research Center, using data from the Indiana Association of Realtors, September 2016

Chapter 1: Community Services and Economics

Program:
Municipal Services
Survey community health and satisfaction levels regularly, identifying changing needs and quality of local services.
Explore opportunities to partner and secure affordable wireless service packages for low-income community members.
Use the City of Bloomington Parks Master Plan to prepare coordinated area plans for open spaces, parks, and trails.
Support higher residential densities near parks and trails to be within 0.25 of a mile of residents.
Consider opportunities to acquire land that may be needed to fill gaps in service to growing areas of the city.
Work with City departments to provide safe and enjoyable sidewalks, trails, or multi-use paths as routes to parks, workplaces, schools, and other destinations.
Support MCCSC in an effort to develop a Safe Routes to School program, including the "Walking School Bus."
Provide parks and trails near elder care facilities and evaluate park and recreation opportunities for elderly residents.
Implement the Bloomington ADA Transition Plan to comply with the Americans with Disabilities Act (ADA).
Prioritize maintenance and repair projects based upon safety, usage, and accessibility standards to parks, community centers/spaces, schools, libraries, and civic buildings.
Support multigenerational community centers and work to provide intergenerational activities and programs that increase senior activity within the community.
Implement an infrastructure management system to analyze the costs of City infrastructure maintenance, operation, depreciation, and replacement.
Leverage City capital funds with statewide and regional grants and other outside funding sources.
Develop improvement plans to maintain, restore, and enhance key community assets by attracting investments and other resources.
Expand the city's public garden programs to create more plots for individuals to garden, with a focus on food production.
Assess the feasibility of adding fruit and nut trees to city parks and other public places to grow more local food.
Local Government Partnerships
Coordinate with Monroe County and the Town of Ellettsville on respective plans for future growth and services provided.
Support opportunities to partner with Indiana University and utilize parks and trails near the campus.
Assess the potential for complementary use of City, MCCSC, and non-profit facilities including libraries, playing fields, pools, gymnasiums, recreational facilities, community meeting spaces, education, health care, culture, local food production, and computer resources.
Increase the number of older adult volunteers working and playing on a daily basis with MCCSC young people.
Work with MCCSC to identify ways that weekend, after-school, and evening use of school facilities such as gyms, pools, and fields can contribute to community programs.
Collaborate with public and private schools to provide programs, services, and facilities that enhance the social and economic vitality of the city (e.g. Ivy Tech Community College's Center for Lifelong Learning).

General		Action				
Lead Department or Agency	Expected timeline (short, mid, long, on-going)	Policy, Ordinance, or other Legislation	Study or Plan	Interagency coordination	Development Review	Ongoing Public Education & Outreach
OOTM	on-going		X			X
CFRD and ITS	short			X		X
Parks and P+T	mid		X	X		
P+T	short	X			X	
P+T	on-going			X	X	
Parks and P+T	short					X
P+T	short	X		X		
Parks and P+T	short	X	X			X
P+T and PW	short			X		
P+T, Parks, and PW	short		X	X		
Parks and CFRD	short		X			X
P+T and PW	short		X	X		
Controller	on-going			X		
P+T and ESD	short		X			
Parks	short			X		X
Parks	on-going		X	X		X
P+T	on-going			X		
Parks	short			X		
P+T, CFRD, and Parks	on-going			X		
CFRD	on-going			X		X
Parks and CFRD	short		X	X		
ESD, Parks, and CFRD	short			X		

Chapter 1 Continued: Community Services and Economics

Program:
Open Government and Transparency
Provide all public areas and meeting rooms with accessible Wi-Fi and computer devices to retrieve and transmit information available for use.
Enhance public involvement through information technologies for public notices, road/trail projects, road closures, street cleaning, and other community announcements.
Create opportunities for additional public access such as online document search, permit application, inspection scheduling, and a development or project on-line dashboard.
Involve Housing & Neighborhood Development and the Council of Neighborhood Associations in determining how the city can be more responsive to neighborhood participation and public forums.
Assure a knowledgeable, professional, and responsive staff by providing education, training, and skill building for employees.
Use incentives tied to consistent assessments and feedback on overall performance and accountability.
Experiment with and learn quickly new innovative city responses and programs.
Annexation
Develop an annexation strategy that provides efficient community services and maintains an equitable service to all residents of Bloomington.
Economic Development
Develop an affordable workforce-housing program as a means to retain and attract employees to live and work in Bloomington.
Monitor the business and regulatory climate for traded/basic employers and identify strategies that can enable desired growth within this local employment sector.
Support innovative and creative industries, including arts and entertainment sectors, public-private partnerships, and initiatives aimed at local entrepreneurship.
Assess the affordability and availability of childcare and employer programs that include family leave and other incentives supporting long-term employment.
Leverage marketing strategies that highlight local assets, programs, and other attributes to attract and retain human capital.
Utilize incentive programs consistent with the mission of the City of Bloomington's Department of Economic and Sustainable Development to enhance the quality of life for residents.
Promote partnerships with higher education institutions that aim to enhance entrepreneurship and competiveness.

General		Action				
Lead Department or Agency	Expected timeline (short, mid, long, on-going)	Policy, Ordinance, or other Legislation	Study or Plan	Interagency coordination	Development Review	Ongoing Public Education & Outreach
ITS	short			X		X
ITS	short			X		
ITS	short			X		
HAND	on-going			X		X
HR	short		X			
OOTM	short			X		X
OOTM	on-going			X		X
OOTM	mid	X	X	X		X
ESD, HAND, and P+T	short	X		X		X
ESD	on-going		X	X		
ESD	on-going			X		X
CFRD	short		X			X
ESD	on-going					X
EDS	short	X		X		
ESD	short			X		X

Chapter 2: Culture and Identity
Program:
Explore the possibility of a joint partnership/endeavor with Visit Bloomington and the Monroe County Convention Center by analyzing the market and conducting a feasibility study for convention center expansion.
Hold festivals, celebrations, or other events that help to highlight the community's heritage and important cultural assets.
Create and maintain a cultural and archeological asset map as an inventory resource for decision making.
Study the benefits/costs of designating existing clusters of cultural spaces as additional cultural districts.
Incorporate works of public art and performances in high-traffic transportation corridors and pedestrian areas.
Include Percentage for the Arts requirements or incentives for private-sector developments.
Partner with the Glenn A. Black Laboratory of Archeology and other stakeholders to coordinate efforts in value-added assessments of historic and archaeological assets.
Encourage the integration of green building practices into historic district guidelines and assist districts in adopting sustainability guidelines.
Encourage new neighborhood preservation plans.
Public places and events held in public places should be as affordable as is feasible, particularly for full access to people of all walks of life.

General		Action				
Lead Department or Agency	Expected timeline (short, mid, long, on-going)	Policy, Ordinance, or other Legislation	Study or Plan	Interagency coordination	Development Review	Ongoing Public Education & Outreach
OOTM and Monroe County	short		X	X		
CFRD and ESD	on-going			X		X
HAND and ESD	short		X	X		X
HAND and ESD	mid		X	X		
ESD, PW, and P+T	short			X		X
ESD, PW, and P+T	on-going	X		X	X	X
HAND and IU	short		X	X		
P+T and HAND	short	X	X	X	X	X
P+T and HAND	mid	X	X	X		X
CFRD, ESD, and PW	on-going			X		

Chapter 3: Environment

Program:
Energy
Create an energy efficiency program aimed at cost-effective, energy-saving strategies for residential households.
Improve the information available to renters and homeowners to encourage increased energy efficiency.
Assess incentive programs that encourage greater energy efficiency and the use of renewable energy sources (solar, geothermal, biomass, etc.) in new developments.
Assess solar programs that enable lower-income households to utilize solar energy.
Built Environment
Develop a City-wide Green Infrastructure Plan.
Encourage adaptive reuse and rehabilitation as a viable option to demolition of existing facilities.
Develop strategies and incentives that ensure new development is sustainable and adaptable to the changing needs of market forces.
Water
Increase the use of modern best practices for water quality and quantity control.
Work with the Army Corps of Engineers and regional partners to prolong the life of Lake Monroe and improve water quality coming from the lake.
Create and implement a plan to reduce water leakage in the City of Bloomington Utilities infrastructure.
Prevent sanitary sewer overflows to ensure compliance with applicable state and federal requirements and to avoid pollution of surface or ground water.
Utilize Low Impact Development measures such as rainwater harvesting and storm runoff infiltration, when feasible, as mitigation strategies for stormwater discharge.
Assess karst features and regulations to protect sinkholes and other karst features.
Simplify floodplain regulations without making them less protective.
Develop an assistance and education program for private property owners to install raingardens.
Incorporate a stream classification system into the UDO to use in waterway and riparian buffer protection and enhancement.
Urban Ecology
Develop a method to manage appropriately the population growth of urban wildlife.
Create an action plan to evaluate and prioritize strategies that reduce or eliminate invasive plants and animals.
Assess rules and regulations that restrict the planting of invasive plant species and curtail the dumping of aquarium plants in any waterways.
Measure baseline tree canopy coverage and explore options to expand baseline coverage.
Amend existing tree protection rules to better protect existing trees during construction.
Encourage the creation of small, neighborhood-scaled “pocket parks.”

General		Action				
Lead Department or Agency	Expected timeline (short, mid, long, on-going)	Policy, Ordinance, or other Legislation	Study or Plan	Interagency coordination	Development Review	Ongoing Public Education & Outreach
ESD	on-going					X
HAND and ESD	short					X
P+T	short	X			X	X
P+T and HAND	short		X			
P+T and CBU	mid		X			
P+T	on-going	X			X	X
P+T and ESD	on-going	X		X	X	
P+T	short			X		X
CBU	short		X	X		
CBU	short	X		X		
CBU	short		X			
P+T and CBU	short	X	X		X	
P+T and CBU	short	X	X		X	
P+T	short	X		X		
P+T and HAND	short		X			X
P+T	short	X		X		
PW and Parks	short		X			X
P+T	short		X			
P+T and Parks	short		X	X		
P+T	short		X		X	
P+T	short	X			X	
P+T and Parks	short	X	X		X	

Chapter 3 Continued: Environment

Program:
Secure additional property to preserve urban green space.
Evaluate regulations for new developments to increase vegetative cover and utilize alternatives such as green roofs in very dense or urban contexts.
Identify existing vegetated areas and the connections between them.
Develop a greenspace per capita goal.
Gradually purchase or protect key properties to improve connections and ecological quality between vegetated areas.
Solid Waste
Modernize the City's sanitation system, including upgrading to safer, more efficient equipment, and integrating smart technology.
Develop a City-wide program for organic waste (composting), possibly partnering with a private company.
Assess rules, regulations, and incentives for providing adequate space for recyclable materials collection in new multifamily, mixed use, and commercial developments and within existing apartment buildings.
Develop safeguards to ensure the City's recycling contractors are having materials recycled according to regulations.
Air Quality and Emissions
Assess regulations regarding environmental concerns such as fugitive dust, hazardous waste releases, cleanup policies, and required secondary containment protection.
Educate the population on how to identify and remediate possible air contaminants in their homes and workplaces.
Food and Agriculture
Assess "Bloomington's Food System: A First Look" and partner with the Bloomington Food Policy Council, other community organizations, residents, businesses, schools, and government agenciesto implement the goals of the Bloomington Food Charter.
Encourage community gardens and green roofs throughout the City.
Modify regulations for protective fence heights surrounding urban agriculture to allow for best practices and flexibility in dealing with white-tailed deer and other nuisance animals.
Assess the creation of an agricultural zoning district and/or permitted urban agriculture uses within other existing zoning districts.
Increase the use of native pollinator-attracting plants through the UDO.
Enhance education about pollinators as a necessity for growing food, and encourage the use of pollinator-attracting native plants on private property.
Encourage neighborhood associations and home owners associations to be more tolerant of vegetative alternatives to lawns, clotheslines, and other environmentally beneficial practices.

General		Action				
Lead Department or Agency	Expected timeline (short, mid, long, on-going)	Policy, Ordinance, or other Legislation	Study or Plan	Interagency coordination	Development Review	Ongoing Public Education & Outreach
P+T	short	X	X		X	
P+T	short	X	X	X	X	
P+T	short		X			
P+T	short					X
P+T	mid		X			
PW	mid		X	X		
ESD and PW	mid	X	X	X		X
P+T and PW	short		X			
ESD and PW	short	X		X		
P+T	short		X			
HAND	on-going					X
ESD and P+T	short		X	X		
P+T and Parks	short		X			X
P+T	short	X			X	X
P+T	short	X			X	
P+T	short	X				
ESD and P+T	on-going					X
P+T and HAND	on-going			X		X

Chapter 4: Downtown

Program:
Downtown Vitality and Sense of Place
Develop measures that limit the pace and extent of student housing in Downtown to steer market forces towards more non-student and affordable housing opportunities.
Conduct a retail market assessment to identify what is currently missing, based on market demand, in the Downtown landscape to help encourage more retail diversity and promote business development.
Assist local businesses with means of securing additional financial capital to expand and/or remain in Downtown.
Create targeted marketing of Downtown in regional markets towards capturing new businesses, as well as those that are considering relocating to Bloomington.
Develop partnerships with Downtown Bloomington, Inc., the Greater Bloomington Chamber of Commerce, Indiana University, and local real estate organizations to identify potential Downtown redevelopment sites.
Utilize the City of Bloomington's Gigabit-class fiber Internet services to promote and increase both Downtown business and visitor activity.
Draft an updated future land use study and facility needs assessment (10-15 year outlook) for the Monroe County Convention Center.
Ensure that all affordable housing developments proposed for the Trades District or anywhere else in the Downtown area have an age- and ability-friendly component.
Ensure ADA compliance in public spaces and incentivize universal design in private spaces to assure the built environment will serve a market of all ages and abilities.
Consult with stakeholders to consider the installation of public restrooms downtown.
Develop strategies to stabilize and diversify the downtown residential population by identifying and encouraging missing housing forms in the downtown area (such as row houses, condominiums, and live/work space).
Downtown Design
Update and revise the Downtown overlay districts with "form-based code" building forms and massing that relate to the street and the pedestrian, whether through traditional architectural forms or innovative new designs.
Provide guidance for urban design guidelines using an architectural inventory of celebrated structures currently in the Downtown area.
Investigate the option of a design or architectural review committee for Downtown approvals.
Update the Historic Preservation Commission's 2012 Preservation Plan for Historic Bloomington.
Enact preservation measures on targeted buildings or areas in Downtown, as identified in future versions of the Preservation Plan for Historic Bloomington.
Prioritize opportunities for streetscape and other public improvements that enhance Downtown focus areas and gateways.

General		Action				
Lead Department or Agency	Expected timeline (short, mid, long, on-going)	Policy, Ordinance, or other Legislation	Study or Plan	Interagency coordination	Development Review	Ongoing Public Education & Outreach
P+T	short	X		X	X	X
ESD and P+T	mid		X			X
ESD	mid			X		
ESD	on-going			X		X
P+T	on-going			X		
ESD	short			X		X
P+T and ESD	short		X	X		
P+T	on-going			X	X	X
P+T	on-going			X	X	
PW	on-going			X		X
P+T, HAND, and ESD	on-going	X	X	X	X	X
P+T	short	X		X	X	X
P+T and HAND	short	X		X	X	X
P+T	short		X			X
HAND	short		X	X		X
HAND and P+T	mid	X	X	X		X
P+T and PW	mid		X	X		

Chapter 4 Continued: Downtown

Program:
Downtown Transportation and Parking
Continue to improve multimodal connectivity with the Downtown area.
Promote programs to encourage walking, bike sharing, car sharing and public transit among employees or residents within specific districts.
Develop a Parking Management Plan/Program for the Downtown area that supports alternative transportation modes.
Work with the City's Parking Commission to implement Downtown parking strategies and policies.
Encourage covered vehicle parking in parking lots or structures through the use of tree canopies or photo-voltaic solar panel canopies.
Task the Parking Commission and Plan Commission to undertake a joint planning study that develops guidelines and innovative approaches for improving the aesthetics of Downtown public parking and open space/common areas.
Encourage covered bicycle parking for visitors downtown.

General		Action				
Lead Department or Agency	Expected timeline (short, mid, long, on-going)	Policy, Ordinance, or other Legislation	Study or Plan	Interagency coordination	Development Review	Ongoing Public Education & Outreach
P+T	on-going			X		
P+T, BT, ESD	on-going			X		
P+T, PW, and ESD	short		X	X		X
P+T	on-going	X	X			X
P+T and ESD	short					X
P+T	mid		X			X
P+T and PW	on-going			X		X

Chapter 5: Housing and Neighborhoods

Program:
Affordable Housing
Evaluate the range of housing types and household income levels throughout the city to identify opportunities where greater diversity in income and housing types should be encouraged.
Conduct a residential market analysis and housing inventory to help identify gaps in current and future market demand for all income levels.
To the extent permitted by law, develop and implement laws that require and/or incentivize affordable housing within new developments, with rezones, and with changes to development standards through land development activities.
Seek to expand compact urban housing solutions such as pocket neighborhoods, tiny houses, accessory dwelling units, and similar housing solutions, wherever they can be implemented in a manner that does not attract primarily student populations that would adversely affect the surrounding neighborhood.
Adopt zoning regulations that allow for flexible and safe reuse of existing structures in order to maintain or increase the city's housing supply.
Expand opportunities for affordable housing partnerships with non-profits and the development community.
Evaluate new development and redevelopment proposals with the goal of minimizing displacement of lower income and working residents from Bloomington neighborhoods and from the city as a whole.
Adopt zoning regulations that ensure, to the extent possible, that any multifamily housing developments can successfully transition to serving other populations as the student market evolves and demand changes.
Support the development of senior housing organized around affinities such as LGBTQ housing, Senior Arts Colony housing, and senior and intergenerational cooperative housing.
Develop policies and enforcement around new housing options that assure neighborhood stability and preserve neighborhood character.
Work with Bloomington Housing Authority to ensure ample affordable community housing options are available to BHA clients.
Neighborhood Character and Quality of Life
Identify priority street and sidewalk improvements that would make a substantial contribution to the quality of neighborhoods.
Evaluate access to health care and other community services and amenities for older adults and people with disabilities.
Survey existing neighborhoods to measure livability by examining the connection to neighbors for safety and assistance, home modification policies, assistance with utilities and weatherization, ease of transportation options, number of older adults who suffer from cost-burdened housing, and connection to social services as needed.
Identify individual potential high-value properties or sites where redevelopment could significantly enhance neighborhood and community quality and consider pre-planning potential development options.

General		Action				
Lead Department or Agency	Expected timeline (short, mid, long, on-going)	Policy, Ordinance, or other Legislation	Study or Plan	Interagency coordination	Development Review	Ongoing Public Education & Outreach
P+T and HAND	short	X	X			X
HAND and P+T	mid		X			
P+T and HAND	short	X		X	X	
P+T	on-going	X			X	X
P+T	short	X			X	
HAND	short			X		X
P+T and HAND	on-going				X	
P+T	short	X			X	
P+T	on-going				X	X
P+T and HAND	short	X			X	X
HAND	on-going			X		X
P+T	short		X			
P+T	short		X			
P+T	short		X			X
P+T and ESD	short		X			X

Chapter 6: Transportation

Program:
General
Update the existing Master Thoroughfare Plan to include pedestrian and bicycle facilities in addition to traditional motor vehicles. The Plan should be updated regularly, identify long-term needs for preservation purposes, and provide a mechanism for prioritizing projects.
Formally adopt a city-wide Complete Streets Policy that requires accommodation for users of all ages, abilities, and modes.
Create City Street Design Specifications and Standards that are consistent with Complete Streets best practices, and long-term maintenance costs.
Enhance safety for all modes by reducing motor vehicle speeds through engineering, enforcement, and education.
The City Capital Improvement Plan (CIP) should spread capital investments geographically through the City.
Prioritize connectivity improvements on bicycle and pedestrian use while also supporting motor vehicle connections.
Partner with private developers to expand the transportation network and improve pedestrian and bicycle facilities.
Require installation of vertical curbs, rather than rolled curbs, when constructing, maintaining, or modifying roadways.
Encourage appropriate community events at appropriate locations and times.
Enhance the understanding of and standards for approvals, maintenance of traffic, and ADA compliance.
Manage right of way use and excavation policies, permits, and work to meet desired standards and specifications.
Utilize Smart-City technology to improve efficiency, energy savings, and signal prevention for transit.
Utilize experimentation, temporary traffic countermeasures, and pilot programs to improve streets and control traffic.
Implement measures to increase civic participation, and educational outcomes through art and other creative activities in the public right of way.
Evaluate facility, equipment, vehicle, material, and staffing demands to assure appropriate maintenance capabilities for evolving and growing transportation network.
Maintain traffic devices (e.g., traffic signals, signage, pavement markings, guard rails, etc.) in compliance with applicable standards and regulations.
Quickly respond to immediate safety concerns like potholes, missing stop signs, etc. 24/7/365.
Require all transportation facilities (e.g., sidewalks) to be acceptably constructed before accepting streets into the City's inventory.
Inspect all capital projects (City and non-City) to assurance compliance with applicable standards and specifications.
Develop standards and specifications for street trees and landscaping to minimize maintenance and sight line concerns, and maintain trees and landscaping to not obstruct use of streets, sidewalks, etc.
Mass Transit
Develop transit-oriented development standards.
Coordinate with area transit providers (BT, IU, Rural, etc.) for opportunities to enhance service and efficiencies from a regional perspective.
Work with area transit providers (BT, IU, Rural, etc.) to study opportunities for Park & Ride at strategic locations around the community.
Work with Bloomington Transit to expand bicycle storage on public transit vehicles.
Support statewide initiatives to assist in funding area transit.
Develop a plan to expand transit service (days, times, service areas) and accessibility to transit stops (sidewalks).

General		Action				
Lead Department or Agency	Expected timeline (short, mid, long, on-going)	Policy, Ordinance, or other Legislation	Study or Plan	Interagency coordination	Development Review	Ongoing Public Education & Outreach
P+T	short	X	X	X		X
P+T	short	X		X		X
P+T and PW	short	X	X	X		
P+T and BPD	on-going			X		X
OOTM	short			X		
P+T	short		X	X		X
P+T	mid		X	X	X	
P+T and PW	short	X		X	X	X
ESD and PW	on-going	X		X		X
P+T and PW	on-going			X	X	X
P+T	on-going			X		X
IT, ESD, and PW	on-going		X	X		
P+T, ESD, PW, and OOTM	on-going			X		X
P+T, ESD, and PW	on-going			X		X
P+T, PW, and BT	on-going			X		
P+T and PW	on-going			X		X
P+T and PW	on-going			X		X
P+T and PW	on-going	X		X		X
P+T	on-going			X		X
P+T, PW, and CBU	short	X		X		X
P+T and BT	mid	X		X	X	
BMCMPO	long		X	X		
P+T	short		X	X		X
BT and P+T	short			X		
BMCMPO	on-going			X		
BT and P+T	mid		X	X		X

Chapter 6 Continued: Transportation

Program:
Bicycle and Pedestrian Transportation
Update the Unified Development Ordinance (UDO) to ensure pedestrian-friendly buildings and pedestrian interest along streets.
Design, maintain, and construct pedestrian facilities to be compliant with Public Rights Of Way Access Guidelines (PROWAG) and the Americans with Disabilities Act (ADA).
Improve pedestrian and bicycle access to and between local destinations, including public facilities, schools, parks, open space, employment districts, neighborhoods, shopping centers, and more.
Implement the prioritized bicycle and pedestrian facilities improvements included in the most recent Transportation Plan.
Identify, prioritize, and program/fund pedestrian roadway crossings that should be improved.
Support the creation of a pedestrian environment for all ages and abilities through improvements to accessible curb ramps, elimination of tripping hazards, landscape maintenances, lighting, benches, and other innovative strategies.
Use engineering, enforcement, and educational tools to improve traffic safety on City sidewalks, paths, trails, and roadways. Monitor the performance of safety initiatives.
Partner with Indiana University to further investigate and analyze a bike-sharing program and facility improvements to better serve trips between the University and the City.
Continue to periodically publish a local area bicycle route map in coordination with adjacent jurisdictions.
Install bicycle parking corrals in on-street parking locations in order to increase the availability and convenience of bicycle parking, especially where demand is high.
Maintain a sidewalk, path, trail, and curb ramp maintenance program.
Motor Vehicles
Continually monitor traffic patterns and evaluate changes (e.g., signal timing adjustments) to enhance efficient flow of traffic.
Make safety improvements in infrastructure, design, or regulations that reduce crashes.
Update the Neighborhood Traffic Safety Program and to aid in the identification of appropriate contexts and tools for traffic calming.
Assess the new Bloomington Hospital campus and its influence on access, emergency response, and general trip-generation demands.
Measure and consider the effects of street modifications on emergency vehicle response time. Any negative effects to response time should be carefully weighed against potential safety benefits achieved by the modifications.
Employ an annual monitoring program to identify locations with high crash risk, and use that information to prioritize infrastructure investments.
Adopt a City-wide Vision Zero policy that recognizes traffic crashes as preventable incidents and establishes a goal of eliminating all transportation-related fatalities and serious injuries.
Promote incentives and create public-private partnerships to establish programs within the City that help reduce emissions of greenhouse gases and pollutants, such as vehicle-sharing, electric- or alternative-fuel vehicles, and other strategies to increase multimodal trips.
Promote programs to encourage ride-sharing among employees within specific districts.
Further encourage the installation of facilities that support alternative-fuel vehicles by reviewing and amending the UDO where appropriate.
Update City policies and codes as necessary to address the needs and impacts of emerging forms of transportation like ride sharing, autonomous vehicles, and electric vehicle charging stations.

General		Action				
Lead Department or Agency	Expected timeline (short, mid, long, on-going)	Policy, Ordinance, or other Legislation	Study or Plan	Interagency coordination	Development Review	Ongoing Public Education & Outreach
P+T	mid			X	X	X
P+T	on-going			X	X	
P+T	mid			X	X	
P+T	mid		X	X		X
P+T and PW	short			X		X
P+T	on-going			X	X	X
P+T and BPD	on-going			X		X
ESD, P+T, and IU	short			X		
P+T and County	short			X		X
P+T and PW	short			X		X
P+T, Parks, and PW	on-going			X		X
P+T and PW	on-going			X		X
P+T, BPD, and Fire	on-going		X	X		X
P+T	short	X		X		X
P+T, BPD, and Fire	short			X		
P+T, BPD, and Fire	on-going			X	X	
P+T	on-going		X	X		
P+t	short	X		X		X
ESD and P+T	on-going			X		X
ESD and BMCMPO	on-going			X		X
P+T	on-going	X		X	X	X
P+T, PW, and BT	on-going	X		X	X	X

Chapter 6 Continued: Transportation

Program:
Develop on-street parking design and typical application standards and specifications, according to professional best practices.
Evaluate the existing electronic, communication, and information technology transportation infrastructure and prioritize investments to operate and maintain an accessible, safe, and efficient network.
Manage and operate an efficient and effective street sweep and snow removal program.
Develop targets to meet desired street pavement conditions and implement an asset management plan to achieve these targets.
Coordinate the street maintenance and capital project programs with utility providers and their project programs to minimize cuts in facilities with good pavement condition indexes.
Motor Vehicle Parking
Regularly examine parking demand, utilization, and alternatives in the Downtown area and City-wide.
Develop a Parking Management Program for the Downtown area that supports downtown businesses while encouraging a walkable, urban core.
Provide clear information about parking and transportation options, such as educational materials about the parking meter hours and garage locations.
Develop criteria and standards for neighborhood parking applications.
Assess appropriate ADA/PROWAG design and compliance for on-street parking locations.
Assess layout configurations to minimize safety risk (sight distance, bike lanes, space, function).
Utilize on-street parking to assist in managing traffic speeds.
In existing parking areas, encourage and develop incentive-based approaches to beautify, reduce negative environmental impacts (heat, storm water, etc.), promote ADA compliance, and improve safety.
Update City ordinances to encourage parking areas that reduce stormwater runoff, increase compatibility with street trees, and add visual interest.
Explore the use of both temporary and permanent “parklets” in parking areas to diversify public space, promote local businesses, and improve livability.
Prioritize accessible parking spaces in compliance with the City’s adopted accessibility guidelines.
Plan, prioritize, and designate on-street parking spaces for car-share vehicles.
Encourage special events, like Open Streets and balance them with their impacts on mobility, parking, business, and emergency response and consider parking needs and access for the special events.

General		Action				
Lead Department or Agency	Expected timeline (short, mid, long, on-going)	Policy, Ordinance, or other Legislation	Study or Plan	Interagency coordination	Development Review	Ongoing Public Education & Outreach
P+T and PW	short	X		X	X	X
P+T, PW, and ITS	on-going			X		X
P+T and PW	on-going			X		X
P+T and PW	on-going		X	X		
P+T, PW, and CBU	on-going			X		X
PW, BPD, and P+T	on-going			X		X
P+T, ESD, and PW	short		X	X		X
PW and P+T	short			X		
P+T	short	X		X		X
PW and P+T	on-going		X	X		
P+T	short			X		
P+T	on-going	X		X		X
P+T and ESD	short	X		X		X
P+T	short	X		X	X	X
ESD, PW, and P+T	short			X		X
P+T and PW	short			X		X
ESD, PW, and P+T	short	X		X		X
ESD, PW, BPD, BFD, and P+T	on-going			X		X