



FOREWORD

page i

**PART 1:
Policy Essence**

page 1

**PART 2:
The Geography of
the Policies**

page 25

**PART 3:
Critical Subareas**

page 41

**PART 4:
Implementation Strategy**

page 69

**PART 5:
Master Thoroughfare Plan**

page 79

APPENDICES

page 95



PART 4: Implementation Strategy

The 1991 Growth Policies Plan contained some 42 policies, 50 objectives, and 67 implementation measures. Little guidance was provided as to the priorities to be placed upon these policies, objectives, and implementation measures, and as a result, a significant amount of these initiatives have never been realized. Eleven years later, the Growth Policies Plan focuses on creating a comprehensive series of policies and implementation measures that are well organized, easy to understand, and ultimately able to be implemented successfully. The Seven Guiding Principles now contain 24 policies and 87 implementation measures.

This final section of the Growth Policies Plan serves as a strategic implementation plan for the policies and implementation measures that have been laid out in previous sections of this document. A matrix has been created for each of the Seven Guiding Principles. The first portion of each matrix spells out the implementation measures for each Guiding Principle. The second portion of each matrix assigns the agency or agencies responsible for implementing the measure. Additionally, each implementation measure has been assigned a time frame within which it should be completed. The overall time frame for completion of all implementation measures is from 2002 to 2006, the approximate year of the next interim plan review and update. The priority assignment will provide guidance for the Planning Department work program and budget during that time period, as well as for the work programs and budgets of other departments that are crucial to the implementation of the Plan's policies.

Some level of responsibility and accountability must be allocated in order for the policies and implementation measures to be successfully completed. Each implementation measure has been assigned to one or more agencies, which will be responsible for taking appropriate action. These agencies will be responsible for working on the action steps listed for each implementation measure. The action steps are not intended to be a comprehensive list of actions, but a starting point for organizing each project and the work involved. The assigned agencies will be responsible for the specific details of project management and implementation.

It is important to note that over the life of a plan like the GPP, needs and priorities will inevitably change. Some policies and implementation measures may need to move up or down in priority to reflect changes in community conditions. Every effort must be made to adhere to the priorities and actions laid out in this strategic plan. However, some flexibility must be provided to allow the opportunity for changes in strategy. The GPP should go through an interim update approximately five years after its initial adoption, and this opportunity should be taken to review implementation status and revise the strategic element of the plan as needed.

The implementation strategy matrix's for the Seven Guiding Principles can be found as follows:

1. Compact Urban Form Implementation	pg 71
2. Nurture Environmental Integrity Implementation	pg 72
3. Leverage Public Capital Implementation	pg 74
4. Mitigate Traffic Implementation	pg 75
5. Conserve Community Character Implementation	pg 76
6. Sustain Economic and Cultural Vibrancy Implementation	pg 77
7. Advance Communication and Coordination Implementation	pg 78



PART 4: Implementation Strategy

Compact Urban Form Implementation

No.	Implementation Measure	General		Action				
		Lead Dept. or Agency	Timing (In years)	Ordinance or Other Legislation	Study or Plan	Interagency Coord	Development Review	Ongoing Public Education & Outreach
CUF-1	Encourage new housing starts toward the west and southwest sectors of the community; discourage urban development to the east of the east fork of Jackson Creek; and north and east of the State Road 45/46 Bypass.	Planning	On-going Policy	Zoning Ord. Update				
CUF-2	Develop revisions to the City's existing Utility Service Overlay Map as well as associated Utility Service Board rules and regulations to create sewer service districts as well as non-service areas. In the interim, strongly discourage sewer extensions beyond the planning jurisdiction.	Planning, CBU	1	USB Rules Amendment		X		
CUF-3	Revise the Planned Residential Overlay requirements of the Zoning Ordinance to provide incentives for the development of mixed-use neighborhoods on in-fill development tracts. In general, however, multifamily residential developments that are likely to serve significant numbers of Indiana University students should be strongly discouraged in locations distant from the IU campus.	Planning	1-2	Zoning Ord. Update				
CUF-4	Revise development regulations to increase the allowed level of residential density to 100 units per acre in the Downtown Commercial District. Link this increased density with required design standards (i.e. building setback, height, roof orientation, blank wall controls) and appropriate historic preservation for specific areas located within the Downtown Commercial District. Revise the Downtown Development Opportunity Overlay (DDOO) district to remove high-density incentives in specific areas which could result in a negative impact upon historic and culturally important buildings and districts.	Planning	1	Zoning Ord. Amendment				
CUF-5	Revise development regulations for near-downtown and near-campus areas to encourage increased residential densities.	Planning	1-2	Zoning Ord. Update				
CUF-6	Direct commercial development to existing commercially zoned land, and provide incentives to encourage the re-use and improvement of vacant or under-developed commercial sites, particularly along arterial roadway corridors.	Planning, Mayor's Office	On-going Policy	Zoning Ord. Update		X		
CUF-7	Restrain new commercial development in the southeast sector of the community while providing opportunities for re-use and redevelopment of existing commercial land such as the College Mall shopping center.	Planning	On-going Policy	Zoning Ord. Update				
CUF-8	Revise the Zoning Ordinance to provide opportunities for mixed uses, multi-story construction and structured parking in community and regional scale activity centers.	Planning	1-2	Zoning Ord. Update				
CUF-9	Amend the Zoning Ordinance to allow the development of appropriately located, designed and scaled neighborhood serving commercial centers in all geographic sectors of the community.	Planning	1-2	Zoning Ord. Update				



PART 4: Implementation Strategy

Nurture Environmental Integrity Implementation

No.	Implementation Measure	General		Action				
		Lead Dept. or Agency	Timing (In years)	Ordinance or Other Legislation	Study or Plan	Interagency Coord	Development Review	Ongoing Public Education & Outreach
NEL-1	Create a detailed inventory of surface and subsurface karst terrain features in order to develop a protective zoning overlay. After this inventory is completed, areas found to be dense with karst features should receive stronger protection than individual sinkholes. The preservation of sinkhole clusters rather than just individual features is essential to groundwater protection.	CBU, Planning	1-2		X	X		
NEL-2	Require surface sinkholes and other karst features to be protected by conservation easements.	Planning	1-2	Zoning Ord. Update				
NEL-3	Update the current Karst Terrain requirements of the Zoning Ordinance to reflect scientifically accepted karst protection practices.	Planning, Environmental Commission (EC)	1-2	Zoning Ord. Update				
NEL-4	Adopt a tree preservation ordinance that emphasizes species diversity, protecting blocks of high quality vegetation and natural corridors, and preserving community wide tree crown coverage.	Planning, EC	1-2	Zoning Ord. Update				
NEL-5	Revise landscaping standards to better address tree crown replacement and enhancement; encourage the planting of a range of native vegetation while prohibiting the planting of invasive exotic species; and require long-term bonding for new landscaping.	Planning, EC	1-2	Zoning Ord. Update				
NEL-6	Encourage utility placement underground, especially in new developments, to reduce the need to trim the crowns of trees growing underneath utility lines.	Planning	On-going Policy			X		X
NEL-7	Conduct an environmental inventory of land located within the City planning jurisdiction allowing for the identification of high quality open space and greenspace. This inventory will form the basis of a joint effort between the City and non-profit organizations to explore acquisition opportunities.	Planning, EC	1		X	X		
NEL-8	Develop an ongoing program to acquire greenspace for passive recreation and conservation with an emphasis on obtaining substantial blocks of environmentally sensitive lands with high quality vegetation. This will be done along with other City land acquisition needs and/or priorities. Specific strategies should include public outreach, pursuing available grants and loans, developing a more effective City-wide funding mechanism, coordinating efforts between City departments and non-profit organizations, and the use of private conservation easements and dedications of land.	Planning, Parks and Recreation, Mayor's Office	1-2	Greenspace Plan, Budget Legislation	X	X		X
NEL-9	Develop regulations that require water quality best management practices for controlling stormwater runoff.	Planning, EC	1-2	Zoning Ord. Update		X		
NEL-10	Develop an on-going program, through the assistance of grants, to monitor and evaluate the quality of stormwater runoff in primary drainageways that flow into lakes and subsurface water resources.	Planning, CBU	On-going Policy		X	X		



PART 4: Implementation Strategy

No.	Implementation Measure	General		Action				
		Lead Dept. or Agency	Timing (In years)	Ordinance or Other Legislation	Study or Plan	Interagency Coord	Development Review	Ongoing Public Education & Outreach
NEI-11	Create a detailed inventory of all streams in Bloomington's Planning Jurisdiction. This inventory will identify all perennial, intermittent, and significant ephemeral waterways and natural drainage features including streams that emanate from or flow to karst features. A more precise definition of streams, in accordance with recognized scientific stream classification systems, will accompany the inventory.	Planning, EC	1-2		X			
NEI-12	Revise the existing water resource regulations in the Zoning Ordinance to protect water resources using graduated buffer zones to prohibit or limit development in sensitive and streamside transition zones.	Planning, EC	1-2	Zoning Ord. Update				
NEI-13	Petition FEMA and the Department of Natural Resources to conduct a new flood insurance study of all Special Flood Hazard Areas within the jurisdiction of the City of Bloomington.	Planning	2		X	X		
NEI-14	Coordinate with the City Utilities Department to strengthen regulatory controls for post-development stormwater runoff rates.	Planning, CBU	1-2	Zoning Ord. Update, USB Rules Amendment		X		
NEI-15	Revise Zoning and Subdivision regulations to require areas located within 100-year floodways as well as intermittent stream channels to be protected by drainage and conservation easements.	Planning	1-2	Zoning Ord. Update				
NEI-16	Require an inspection of parcels proposed for development and the mapping of all environmentally sensitive areas identified in the inspection prior to development petition filing.	Planning	1	Zoning Ord. Update				
NEI-17	Require the usage of such mechanisms as conservation easements and land dedications to preserve environmentally sensitive areas, open space, and greenspace.	Planning	1-2	Zoning Ord. Update				
NEI-18	Establish specific density bonus incentives to promote innovation in environmental design and greenspace preservation (i.e. clustering and mixed use development).	Planning	1-2	Zoning Ord. Update				
NEI-19	Revise Zoning and Subdivision regulations for sites having environmental constraints to better protect such features as wetlands, steep slopes, and water resources.	Planning, EC	1-2	Zoning Ord. Update				
NEI-20	Coordinate with the Environmental Commission and Indiana University to develop an on-going program, through the assistance of grants, for promoting and educating about sustainable design and development. Specific strategies include public outreach, workshops and seminar series featuring sustainable design and development experts, incentives to developers, and creation of web and library based sustainable development resource centers.	Planning	2			X		X



PART 4: Implementation Strategy

Leverage Public Capital Implementation

No.	Implementation Measure	General		Action				
		Lead Dept. or Agency	Timing (In years)	Ordinance or Other Legislation	Study or Plan	Interagency Coord	Development Review	Ongoing Public Education & Outreach
LPC-1	Complete a comprehensive public facility analysis, annually update this analysis, and integrate this analysis into the City's capital improvement planning process.	Planning	2		X	X		
LPC-2	Ensure that the results of the comprehensive public facility analysis are annually reported to the City Plan Commission	Planning	2-5		X			
LPC-3	Develop and adopt changes to the Zoning Ordinance that allow the Plan Commission to consider the adequacy of current levels of service, based on the comprehensive public facilities analysis, when evaluating a development petition. For roadways, desired Level of Service ratings should be consistent with the GPP's goal of achieving compact urban form.	Planning	2	Zoning Ord. Update		X	X	
LPC-4	Develop a more integrated Annual Capital Budget process that addresses community-wide facility needs on a long-term basis.	Planning	2-5		X	X		
LPC-5	Develop neighborhood-specific Capital Improvement Plans to upgrade existing public facilities.	Planning, HAND	1-5	Neighborhood Plans	X	X		
LPC-6	Identify geographic locations where public infrastructure deficiencies exist, and create guidelines to evaluate projects in these areas.	Planning	1-2	Zoning Ord. Update	X			
LPC-7	In areas with infrastructure deficiencies, employ public and private financing mechanisms in order to underwrite capital projects with a significant public benefit.	Mayor's Office, Controller	1-5	Creation of TIF Districts		X		
LPC-8	Use the development process to acquire land at the appropriate locations for public use based on recommendations in the City's Annual Capital Budget.	Planning	1-5			X	X	



PART 4: Implementation Strategy

Mitigate Traffic Implementation

No.	Implementation Measure	General		Action				
		Lead Dept. or Agency	Timing (In years)	Ordinance or Other Legislation	Study or Plan	Interagency Coord	Development Review	Ongoing Public Education & Outreach
MT-1	Develop transit-oriented site planning standards as a required component of development and redevelopment projects.	Planning	1-2	Zoning Ord. Update				
MT-2	Require the siting of future high density multifamily and commercial projects within walking distance to transit routes.	Planning	1-2	Zoning Ord. Update				
MT-3	Expand the Park and Ride system by creating additional lots in under-served sectors of the City, particularly in proximity to arterial street corridors	Transit, Planning	1-5		X	X		
MT-4	Pursue an integrated mass transit system between Bloomington Transit and Indiana University, either through the continuation of a universal bus pass system or a merger between the two service agencies	Transit, Planning	1-5		X	X		
MT-5	Coordinate with Bloomington Transit to study the feasibility of allowing universal transit access for all citizens of Bloomington.	Transit, Planning	1-5		X	X		
MT-6	Implement alternative transportation projects annually as outlined in the City's Alternative Transportation and Greenways System Plan. Seek to increase current local funding to ensure more rapid plan execution.	Parks & Rec, Public Works, Planning	1-5		X	X		
MT-7	Identify and solicit transportation enhancement grants to assist in the funding of selected alternative transportation projects such as the construction of a multi-use trail along Jackson Creek and a multi-use trail along the CSX rail corridor.	Parks & Rec, Planning	1-5		X	X		
MT-8	Require the construction of pedestrian and bicycle facilities that provide safety and convenience in all new and redevelopment projects. Examples of features to be considered are sidewalks, pedestrian crosswalks, sidepaths, bicycle lanes, and bicycle racks.	Planning	1-2	Zoning Ord. Update				
MT-9	Create true pedestrian corridors by increasing the number of large species street trees in tree plots and other pedestrian amenities withing the right-of-way.	Planning	On-going Policy			X		
MT-10	Ensure that designs for new construction and/or the retrofitting of existing intersections provide a safe environment for pedestrians to reduce crossing distances and include pedestrian signalization.	Planning	On-going Policy			X		
MT-11	Continuously monitor traffic growth along major arterial corridors through the development of an on-going traffic counting program. Additionally, investigate the feasibility of creating an alternative transportation counting program.	Planning, Engineering	1-5			X		
MT-12	Develop rigorous access management standards for collector and arterial level streets.	Planning	1-2	Zoning Ord. Update				
MT-13	Ensure the provision and connection of street stubs to improve connectivity within all sectors of the community.	Planning	1-2	Zoning Ord. Update				
MT-14	For street stubs ending in vacant property, install signs indicating that these streets will be connected at the time of future development approval.	Planning, Public Works	2-5	Zoning Ord. Update		X		X



PART 4: Implementation Strategy

Conserve Community Character Implementation

No.	Implementation Measure	General		Action				
		Lead Dept. or Agency	Timing (In years)	Ordinance or Other Legislation	Study or Plan	Interagency Coord	Development Review	Ongoing Public Education & Outreach
CCC-1	In coordination with the Housing and Neighborhood Development Department, adopt neighborhood plans that will be designed to address housing, land uses, the provision of public infrastructure and services, affordable housing and infill development strategies	Planning, HAND	1-5	Neighborhood Plans	X	X		X
CCC-2	Maintain the current maximum occupancy standard of three (3) unrelated adults within single family residential zoning districts.	Planning	1-5				X	
CCC-3	Revise the Zoning Ordinance to include standards for infill development in residential areas that are consistent and compatible with preexisting development.	Planning	1-2	Zoning Ord. Update				
CCC-4	Develop a program that provides incentives (i.e. tax abatements or purchase/rehab assistance) for rehabilitating older housing stock in established neighborhoods for affordable housing.	HAND, Mayor's Office	1	Tax Abatement Criteria amendment		X		X
CCC-5	Establish site planning and design standards for development and redevelopment in the downtown areas that emphasize compatibility of form with existing structures using a public community process directed by a professional urban design consultant.	Planning	1	Zoning Ord. Update				
CCC-6	Expand the geographic boundaries of the Downtown Commercial zoning district while ensuring appropriate protection of structures and districts of historic importance. Work in cooperation with a professional urban design consultant in this process.	Planning, Historic Preservation Commission (HPC)	1-2	Zoning Ord. Update				
CCC-7	Provide public incentives (i.e. tax abatements, design assistance) to facilitate the construction of downtown development projects.	Mayor's Office, Planning	1-2					X
CCC-8	Hire a professional urban planning firm to create, in cooperation with key stakeholder groups, a subarea plan which addresses the long-term viability of the downtown area.	Planning, Downtown Bloomington Commission	1-2		X	X		X
CCC-9	Encourage public/private partnerships in the rehabilitation of existing structures downtown and in other areas of the community	Mayor's Office, HAND	1-5					X
CCC-10	Update the City of Bloomington <i>Interim Report on Indiana Historic Sites and Structures Inventory</i> .	HAND, HPC	1-2	Historic Designations	X	X		X
CCC-11	Protect historic areas against erosion and loss via demolition and alteration by using both Historic Conservation Districting and Local Historic Districting.	HAND, HPC	On-going Policy	Historic Designations				X
CCC-12	Bring interested parties together to formulate and make recommendations regarding demolition delay provisions to be included in the municipal code.	HAND, HPC & Planning	1	Demolition Delay Ordinance				



PART 4: Implementation Strategy

Sustain Economic and Cultural Vibrancy Implementation

No.	Implementation Measure	General		Action				
		Lead Dept. or Agency	Timing (In years)	Ordinance or Other Legislation	Study or Plan	Interagency Coord	Development Review	Ongoing Public Education & Outreach
SECV-1	Identify and maintain a 20-year supply of appropriately zoned land necessary to accommodate long-term employment needs and report annually on the consumption of such land.	Planning	1-5	Zoning Ord. Update	X			
SECV-2	Assure that adequate infrastructure is installed in conjunction with employment center development.	Planning, Mayor's Office	1-5			X		
SECV-3	Support the continued installation of fiber optic conduit rings linking key future employment sites within the City of Bloomington.	Planning, ITS, Mayor's Office	1-5			X		
SECV-4	Revise the Zoning Ordinance to provide a greater flexibility of land uses as well as the ability to incorporate retail service uses within office/employment development projects.	Planning	1-2	Zoning Ord. Update				
SECV-5	Designate Economic Development Target Areas (EDTAs) to facilitate tax abatements for redevelopment projects in the following locations: 1) the downtown, 2) arterial roadway corridors, and 3) specific Core Neighborhood areas.	Mayor's Office, Planning	1-2		X	X		
SECV-6	Develop a Brownfields Redevelopment Program that facilitates the re-use of underutilized or abandoned properties.	Planning, Mayor's Office	2-3		X	X		
SECV-7	Develop local building code revisions that encourage redevelopment activities.	Planning, Monroe County Building Department	2-3	Zoning Ord. Update, Local Building Code Amendments		X		
SECV-8	Facilitate the location of a new, upscale hotel facility to capture available tourism income within Bloomington's downtown area.	Mayor's Office, Planning	1			X		
SECV-9	Increase the usage of artistic displays in both private and public development projects.	Planning, Arts Commission	1-5			X	X	
SECV-10	Work with cultural agencies and economic development agencies to create a promotional program linking economic development with Bloomington's quality of life amenities.	Mayor's Office, Planning	2--5		X	X		
SECV-11	Enhance the marketing of Bloomington's downtown as a retail environment by affirming the theme of historic preservation.	Planning, Historic Preservation Commission	On-going Policy					
SECV-12	Encourage the post office, churches and other institutional uses to remain in the downtown.	Planning	On-going Policy			X		



PART 4: Implementation Strategy

Advance Communication and Coordination Implementation

No.	Implementation Measure	General		Action				
		Lead Dept. or Agency	Timing (In years)	Ordinance or Other Legislation	Study or Plan	Interagency Coord	Development Review	Ongoing Public Education & Outreach
ACC-1	As part of the Interlocal Agreement update, enhance the current permitting arrangement between the City and County in order to make the process more efficient and customer-friendly.	Planning, Mayor's Office, Monroe County	1	Interlocal Agreement Update		X		
ACC-2	Enhance the current coordination between the City and County Planning Departments, including both staff and Plan Commission members, to pursue long range planning objectives of mutual interest.	City & County Planning	1-5			X		
ACC-3	Study the feasibility of creating a consolidated planning department for the City and County as a method of improving planning and development management.	City & County Planning	3		X	X		
ACC-4	Inform adjacent neighborhood associations and Common Council district representatives in advance of land development petitions.	Planning	1-5				X	X
ACC-5	Require at least one neighborhood briefing, conducted jointly by City staff and the developer, in advance of petition filings that either encompass large acreage or encompass major policy issues.	Planning	1-5				X	X
ACC-6	Conduct a forum for citizen input regarding growth and development issues within the City of Bloomington at least once every year.	Planning	1-5					X
ACC-7	Establish regular meetings between Planning Department staff and representative organizations of established neighborhood associations, such as the Council of Neighborhood Associations (CONA), to update these groups on long range planning initiatives and development petitions.	Planning	1-5			X		X
ACC-8	Encourage direct developer participation in pre-petition filing meetings, and require attendance by the developer or consultant at Development Review Committee meetings, as a means to augment the search for creative solutions to site planning issues.	Planning	1-5				X	X
ACC-9	Utilize development review checklists and procedures designed to enhance the screening and review of projects prior to filing for public hearing review.	Planning	1-5				X	
ACC-10	Continue to increase the Planning Department's capacity to adequately respond to citizen complaints concerning the enforcement of zoning and subdivision regulations.	Planning	1-5	Possible Budget Legislation				
ACC-11	Pursue an on-going exchange of land development and infrastructure information with Indiana University through regular meetings between Planning/Engineering staffs and the Indiana University Real Estate/Architecture offices.	Planning, Public Works	1-5			X		
ACC-12	In coordination with University officials, develop strategies which address planning issues of clear mutual interest (for example: transit connectivity on North Dunn Street and North Woodlawn Avenue, new Park and Ride locations in the southeast sector of the community, and structured parking solutions in the downtown 3rd Street/Atwater area).	Planning, Mayor's Office	2-5		X	X		