

**Whitehall/ West 3rd  
Economic Development Area**

**ECONOMIC DEVELOPMENT PLAN**

**City of Bloomington, Indiana**

*Housing and Neighborhood Development Department  
Planning Department  
Controller's Department  
Engineering Department  
Legal Department*

**January 1998**

**WHITEHALL/ WEST 3rd  
Economic Development Area  
ECONOMIC DEVELOPMENT PLAN**

**A. PURPOSE AND INTRODUCTION**

This document is the Economic Development Plan ("Plan") for the Whitehall/ West 3rd Economic Development Area ("Economic Development Area" or "EDA") for the City of Bloomington, Indiana ("City"). It is intended for approval by the Common Council, Bloomington Plan Commission and Bloomington Redevelopment Commission in conformance with IC 36-7-14.

This plan provides for the designation of the Whitehall/ West 3rd EDA as an allocation area for the purposes of distribution and allocation of property taxes, as permitted under Indiana's tax increment financing (TIF) statute (Indiana Code 36-7-14 and 36-7-25). The base valuation assessment date for the allocation area is March 1, 1997; the term of the TIF allocation area is twenty-five (25) years.

**B. DESCRIPTION OF PROJECT AREA**

The proposed EDA encompasses approximately 113 acres located within the corporate boundaries of the City of Bloomington, which is a redevelopment taxing district pursuant to IC 36-7-14-3. The northwestern section of the EDA was recently annexed under Ordinance 97-41. Most of the land area within the EDA is currently vacant, although two approved commercial developments comprise most of its developable land: the Whitehall Crossing Planned Unit Development (PUD) and the Franklin Business Park. The present land use is depicted in Exhibit G and the current zoning is depicted in Exhibit H.

The section of the proposed EDA located west of SR 37 consists of a large tract zoned Planned Unit Development (Jerry Gates' Whitehall Crossing Shopping Center), and a smaller area along SR 48 zoned arterial commercial (CA). Approximately 635,000 square feet of commercial floor area is approved for the Whitehall Crossing Shopping Center. The portion of the EDA located east of SR 37, the Franklin Business Park, is also zoned CA. At buildout, Franklin Business Park will contain approximately 240,000 square feet of commercial space.

**C. PROJECT OBJECTIVES OVERVIEW**

The purposes of the Plan are to benefit the public health, safety, morals, and welfare of the citizens of the City; increase the economic well-being of the City and the State of Indiana; and serve to protect and increase property values in the City and the State of Indiana. The Plan is designed to promote significant opportunities for the gainful employment of citizens of the City, attract region-serving business enterprises to the City, provide for major local public improvements in the Economic Development Area, attract and retain permanent jobs, increase the property tax base, and to enable continued development of the Bloomington's economic base by providing infrastructure needed for area industry and region-serving commerce. *Please refer to Exhibit I for a list of projects and phases.*

The Plan conforms of the City's Growth Policies Plan (GPP) and zoning ordinance objectives. The GPP calls for industrial and commercial development in this portion of the SR 37 corridor. The EDA plan is also consistent with the City's Major Thoroughfare and Transportation Improvement Plans. *The factual report attached to this Plan contains the supporting data for the above-declared purposes of the Plan.*

**D. BACKGROUND INFORMATION**

For several decades now, residential, commercial and industrial growth in west Bloomington has occurred much faster than investment in area roadway improvements. Many westside roadways, therefore, are seriously over capacity. This congestion will only worsen as new, approved developments build out, unless major improvements are made to the westside road system. Approved developments in the area include: Whitehall Crossing Shopping Center, Curry Pike Industrial Park, Kerasotes Movie Theater, Bloomington Technology Park, Franklin Business Park, and the Fieldstone subdivision. The Plan will provide the roadway improvements needed to support the development of these strategically-located EDA parcels.

**State Road 48 (Whitehall Pike).** SR 48 and its interchange with SR 37 are the weak link in the westside's traffic network, and will require major funding to upgrade so they can handle the traffic of developments already approved to-date.

Existing Traffic:	34,000 average daily trips
INDOT Design Capacity:	30,000 average daily trips
2007 Future Traffic <sup>(1)</sup> :	50,000 average daily trips
2007 LOS <sup>(2)</sup> Based on Existing Roads <sup>(3)</sup> :	Failure (extreme congestion, long waits)

<sup>(1)</sup>A conservative forecast based only on already-approved development and background growth.

<sup>(2)</sup> LOS = level of service

<sup>(3)</sup>Based on existing infrastructure; LOS will improve if new TIF-funded road projects are built.

**The Need for Improved East/ West Roadways.** Due to the geographic division posed by limited access SR 37, Bloomington's westside currently suffers from too few east/ west roadway access points. This is a major reason why SRs 45 and 48 are highly congested. This condition will only worsen, though, in the event that SR 37 is upgraded to interstate status. In this case, multiple SR 37 intersections are likely to be closed. *TIF funds are critical then, to help fund the improvements to SR 48 and the SR 48/ SR 37 interchange that are necessary if the proposed EDA area is to fully develop and generate its potential*

*economic impact.*

**The Need for North/ South Roadways.** In addition to poor east/ west access, the westside is very poorly served by north/ south roads. Currently, Curry Pike is the westside's primary N/S route, but is heavily congested at peak hours. A new frontage road is needed between SR 37 and Curry Pike to connect SR 45 to SR 46, and to draw traffic away from already-congested SR 37 interchanges. The SR 45-to-48 stretch could follow the S. Liberty Dr.-Welmir Dr. corridor. The SR 45-to-Vernal Pike-to SR 46 segment could be placed through the Whitehall Crossing Shopping Center and continue along Industrial Way. Likewise, a new frontage road is needed on the east side of SR 37 to connect W. 3rd to Vernal Pike (and, eventually, to W. 17th St.). This frontage road is necessary to draw traffic away from SR 37 interchanges, which will benefit the proposed EDA through reduced congestion. *TIF funds are critical to help fund both new frontage road systems, including the construction of two railroad crossings (north of Bloomington Technology Park and north of Whitehall Crossing PUD); conversely, the properties within the EDA critically need and will greatly benefit from these roadway improvements.*

**Lack of Available Funding.** Current available funding from local, state and federal sources are grossly inadequate to fund needed westside road improvements. The Bloomington Metropolitan Planning Organization (MPO) receives only \$1.2 million per year for the entire urbanized area; yet, over \$50 million of needed roadway improvements have no funding for the foreseeable future. The continual delay of the widening Curry Pike to four lanes illustrates the dramatic shortage of infrastructure funding. TIF funding is the best, most readily available means to ensure that the Whitehall/ West 3rd EDA has the area wide roadway capacity needed to support its development.

**The Whitehall Crossing PUD Approval.** With over 650,000 square feet of new retail (comparable to College Mall), and 300,000 square feet of new industrial, the Whitehall Crossing PUD will have a major impact on the westside's roadways, especially given current congestion levels. Aware of this, INDOT and the City of Bloomington required many expensive roadway improvements needed to accommodate the project's impacts, including portion of a new north/ south frontage road and extensive improvements to SR 48 and its interchange with SR 37.

The cost of these needed improvements is well over \$5 million, and cannot equitably be attributed to the Whitehall Crossing PUD alone. The City, therefore, provided as a condition of approval that the developer of the Whitehall Crossing PUD agree to seek voluntarily annexation and that the City would work to create a TIF over the PUD. Without the City TIF and annexation, roadway improvements needed to support the PUD's traffic cannot be funded, and the project, therefore, cannot continue.

TIF funds should be used to reimburse the developer of the Whitehall Crossing PUD for a portion (up to \$2.0 million) of certain roadway costs because several area intersections were already operating at unacceptable levels of service before the Whitehall Crossing PUD petition, and much of the capacity added by Whitehall Crossing's required roadway improvements will benefit other westside residents and businesses. A separate agreement between the developer and the City will be executed to provide for this reimbursement to the

developer. The Whitehall Crossing PUD and other parcels within this EDA could not, in fact, feasibly develop and operate but for the area roadway improvements this EDA will fund.

**E. THE PROPOSED EDA FINANCING PLAN**

It is likely that the City will seek bonding authority to finance some or all of these projects. Over its 25-year life, the EDA is expected to generate approximately \$22 million (1998 dollars), but this figure could vary greatly depending on the actual buildout pattern and construction rates for the project. The total cost of needed EDA roadway improvements is estimated to be \$19 million, reflecting all or part of the following project costs (see Expenditure Plan and Project List, Exhibit C, below).

**F. ACQUISITION OF PROPERTY**

The Redevelopment Commission has no present plans to acquire any interests in real property located within this EDA. If the Redevelopment Commission does have to acquire any interest in real property, the Redevelopment Commission shall follow procedures in IC 36-7-14-19 in the acquisition of property. The Redevelopment Commission may not exercise the power of eminent domain in an economic development area.

Exhibit I: TIF Expenditure Plan and Project List

PHASE	Description	Potentially Reimburse.	
		Estimated Costs (1)	to Whitehall Crossing Estimated (2)
	North/ South Frontage Road on West Side of SR 37 Phase I (betw. SR 48 & RR)	\$800,260	\$400,000
	Right In/ Right Out onto SR 37 and East/ West Street Connecting to Gates Dr.	\$495,070	\$250,000
	Additional SR 48 Eastbound Lane (Gates Dr. to Franklin Dr.); SR 37 Ramps (see below)	\$724,000	\$724,000
	Additional NB SR 37 Exit Ramp Left Turn Lane onto WB SR 48		
	Additional EB SR 48 Right Turn Lane on Southbound SR 37 Exit		
	Additional EB SR 48 Left Turn Lane onto Northbound SR 37 Entrance Ramp		
	Railroad Crossing South of Industrial Park Drive	\$200,000	\$200,000
	New Westside Fire Station Site Acquisition, Construction, and Necessary Offsite Improvements	\$1,750,000	
	Widening of W. 3rd Street from Adams Street to SR 37.	\$0	
	Widening of W. 2nd Street from Adams Street to SR 37.	\$0	
		\$ 3,969,330	\$ 1,574,000
<b>PHASE 2</b>			
	North/ South Frontage Road on West Side of SR 37 Phase II (betw. RR & Industrial Dr.)	\$850,000	
	North/ South Frontage Road on West Side of SR 37 Phase III (betw. Liberty Dr. & SR 48)	\$950,000	
	North/ South Frontage Road on West Side of SR 37 Phase IV (betw. SO end Indust Dr. & SR 46)	\$7,500,000	
		\$ 9,300,000	
<b>PHASE 3</b>			
	North/ South Frontage Road on East Side of SR 37 Phase I (betw. W. 3rd & Vernal Pike)	\$ 5,500,000	
	Connects W. 3rd to Vernal Pike; incl. imprvmts to Franklin, Johnson and Kimble Drives		
	(1) Anticipated but not all-inclusive costs based on best available information.		
	(2) Reimbursement for public road improvements with areawide benefit constructed after TIF creation		
		<b>Grand Total:</b>	<b>\$ 18,769,330</b>

**G. AMENDMENT OF THE PLAN**

By following the procedures specified in IC 36-7-14-17.5, the Redevelopment Commission may amend the Plan for the Economic Development Area. However, any enlargement of the boundaries of the EDA must be approved by the Common Council.

**H. DEVELOPMENT PLAN OBJECTIVES**

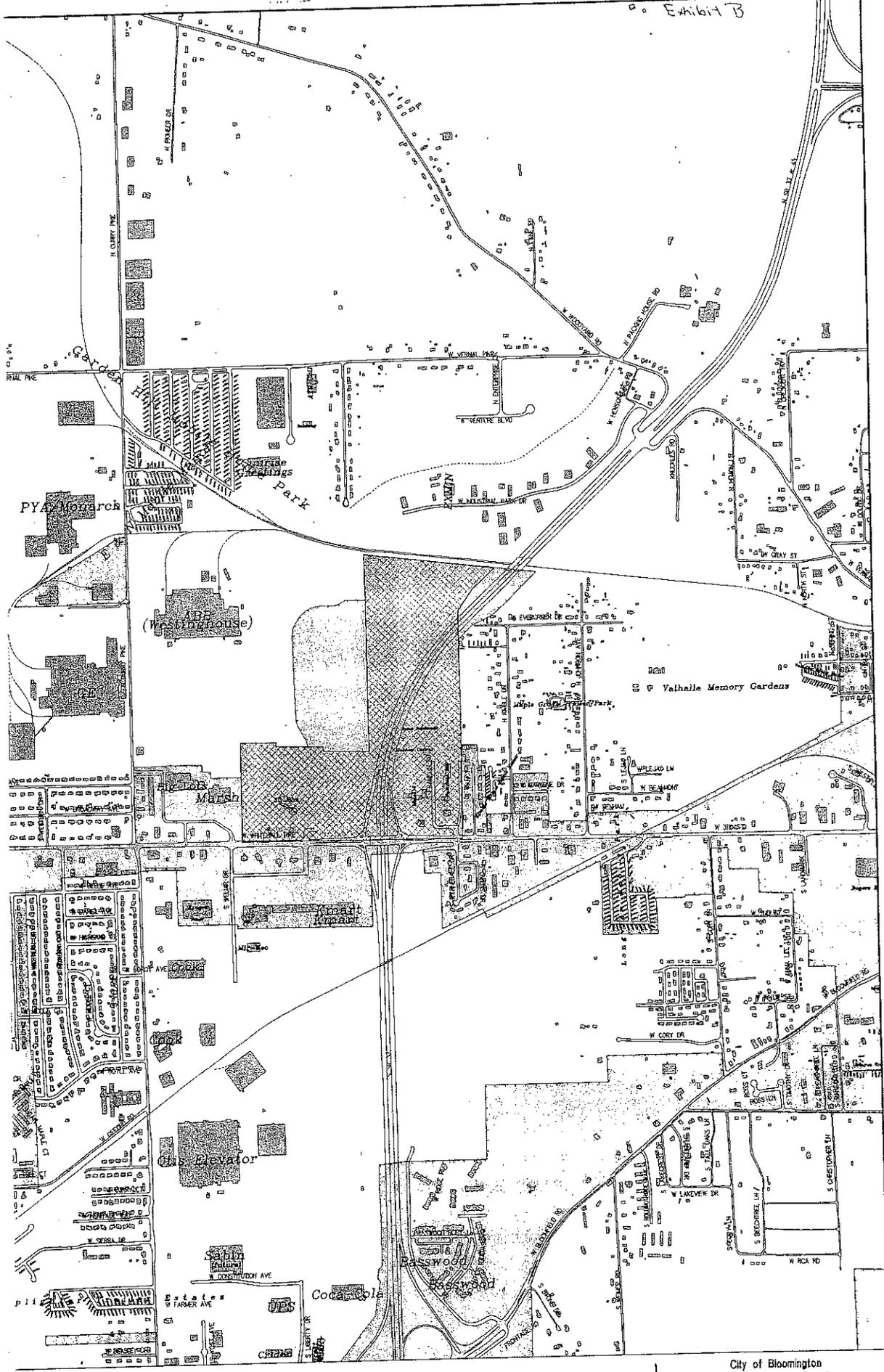
1) This plan provides funding necessary for infrastructure improvements, which will create incentives for new enterprises to locate in the EDA. New construction activities will promote significant opportunities for gainful employment in both the public and private sectors. The developability of this area is now severely constrained by the inadequacy of roadway capacity and other infrastructure such as a westside fire station. This EDA will generate TIF funds that will be used to build additional roadway capacity needed by this EDA to develop to the intensity anticipated in the City's Growth Policies Plan and zoning ordinance.

2) Due to the gross inadequacy of this area's roadway infrastructure, and the large scale of the roadway improvements needed to serve future development in this area, *this plan cannot*

*be accomplished by normal regulatory processes or through the ordinary operation of private enterprise.* Implementation of this plan will result in a more timely generation of funds that can be directly allocated to specific public service and transportation infrastructure improvements.

- 3) Public health and welfare will be benefitted by this plan by accomplishing critically-needed transportation improvements to the area's roadways. The anticipated infrastructure improvements can be paced to concur with or precede other developments, ensuring that negative impact on the public will be minimized or avoided.
- 4) The accomplishment of this plan will be of public utility and benefit as measured by the attraction of approximately 1,600 permanent jobs (695 thousand square feet of new commercial development creating 2.3 jobs per thousand square feet), increases in the property tax base, and improved diversity of economic opportunities within the EDA.
- 5) This plan conforms with the City's Growth Policies Plan and the Transportation Improvement Plan. Few of the existing roads serving this EDA have sufficient capacity to carry the traffic volumes that will result from the development of these areas; increasing their carrying capacities should be paced to concur with if not precede development. It should also be noted that, should SR 37 be upgraded to interstate status, the roadway improvements described in this EDA plan will be fully compatible with a controlled access highway.

Exhibit B



**Proposed TIF**  
**Whitehall - SR 37 Area**

-  Planning Jurisdiction (AIFA)
-  Proposed TIF
-  Municipal Boundary

Scale: 1" = 1000'

City of Bloomington  
 Engineering Department



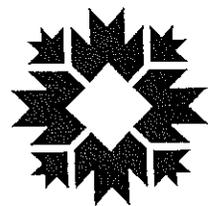
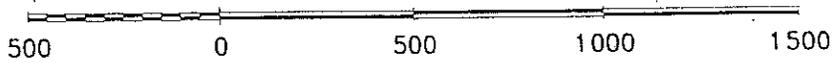
*Exhibit  
 B*



Whitehall / W 3rd TIF Area  
 Boundary and Property Lines

City of Bloomington

By: mearsl  
 29 Jan 98



Scale: 1" = 500'

For reference only; map information NOT warranted.

TWP	SECTN	Parcel ID	Owner's Name	Street Address	City	State	Zip Code	Net Av 3/1/97
Rehnd	36	008-00050-00	Roman Catholic Archdiocese of Indianapolis	P. O. Box 1410	Indianapolis	IN	46206-1410	\$ -
Rehnd	36	008-00060-00	Roman Catholic Archdiocese of Indianapolis	P. O. Box 1410	Indianapolis	IN	46206-1410	\$ -
Rehnd	36	008-00020-00	Public Service Indiana, Inc.	1000 E Main St	Plainfield	IN	46168	\$ 1,040
Rehnd	36	008-00070-00	Roman Catholic Archdiocese of Indianapolis	P. O. Box 1410	Indianapolis	IN	46206-1410	\$ -
Rehnd	36	008-00190-00	Story, Nancy	14265 Oakbrook Ct	Carmel	IN	46033	\$ 930
Rehnd	36	008-00180-00	Story, Nancy	14265 Oakbrook Ct	Carmel	IN	46033	\$ 29,500
Rehnd	36	008-00170-00	Story, Nancy	14265 Oakbrook Ct	Carmel	IN	46033	\$ 5,500
Rehnd	36	008-00140-00	Whitehall Crossing LLC c/o Jerry & Susan Gates	P O Box 209	Bloomington	IN	47402	\$ 81,790
Blght	31	012-03280-00	Whitehall Crossing LLC c/o Jerry & Susan Gates	P O Box 209	Bloomington	IN	47402	\$ 600
Blght	31	012-03290-00	Whitehall Crossing LLC c/o Jerry & Susan Gates	P O Box 209	Bloomington	IN	47402	\$ 530
Blght	31	012-04760-00	Whitehall Crossing LLC c/o Jerry & Susan Gates	P O Box 209	Bloomington	IN	47402	\$ 4,170
Blght	31	013-04760-01	Franklin Business Park LLC	544 S College	Bloomington	IN	47401	\$ 1,670
Blght	31	013-04760-02	Superhost Enterprises Inc	125 Chambeau Rd	Ft Wayne	IN	46805	\$ 270
Blght	31	013-04760-03	Enterrek Affiliates LLC c/o First Hospitality Group	P O Box 811097	Chicago	IL	60681-1097	\$ 822,250
Blght	31	013-06940-00	Motel 6 Operating L P	14651 Dallas Pkwy Ste 500	Dallas	TX	75240	\$ 217,540
Blght	31	013-07290-00	Foster, Willard & Maxine c/o Pizza Hut	P O Box 970	Wichita	KS	67201-0970	\$ 73,100
Blght	31	013-08570-01	Mcdonalds Corp. c/o Rachel Long	857 Auto Mall Rd. Ste 7	Bloomington	IN	47401	\$ 13,000
Blght	31	013-08571-00	Gates, Jerry & Susan	P O Box 209	Bloomington	IN	47402	\$ 70
Blght	31	013-15730-00	Mcdonalds Corp. c/o Rachel Long	857 Auto Mall Rd. Ste 7	Bloomington	IN	47401	\$ 62,730
Blght	31	013-28660-00	Family Restaurant Group, Inc.	2919 Ft. Campbell Blvd	Hopkinsville	KY	42240	\$ 159,120
Blght	31	013-90430-00	Indiana Rail Road Co.					\$ -
<b>Total</b>								<b>\$ 1,473,810</b>

**FACTUAL REPORT IN SUPPORT  
OF FINDINGS CONTAINED IN RESOLUTION 98-04  
OF THE BLOOMINGTON REDEVELOPMENT COMMISSION**

**1. The Plan for the Economic Development Area will promote significant opportunities for the gainful employment of citizens of the City of Bloomington ("City") as follows:**

The accomplishment of the Plan will be of public utility and benefit as measured by the attraction of approximately 1,600 permanent jobs that will be generated from the construction of approximately 695 thousand square feet of new commercial development.

**2. The Plan will attract a major new business enterprise to, or will retain or expand an existing significant business enterprise in, the City as follows:**

The Plan will enable the full buildout of the Whitehall Crossing Shopping Center, a region-serving commercial facility of 635,000 square feet that will attract expenditures from outside the Monroe County region, thus helping to expand the local economy. Without the TIF, region-serving roadway infrastructure cannot be constructed in a timely fashion, thus preventing the development and expansion of businesses that require this additional roadway capacity. The Plan will also provide the infrastructure needed to continue serving the numerous large employers located along Curry Pike, thus assisting the retention of over 4,000 industrial jobs located in close proximity to the EDA.

**3. The planning, replanning, development, and redevelopment of the Economic Development Area will benefit the public health, safety, morals and welfare; increase the economic well-being of the City and the State of Indiana; and serve to protect and increase property values in the City and the State of Indiana as follows:**

The Plan will enable the construction of critical roadway improvements that are needed to ensure safe travel and continued development within the EDA. The SR 48/ SR 37 interchange is the busiest in Monroe County, and at 34,000 average daily trips, SR 48 is the busiest arterial in the County. Yet, Bloomington is critically underserved by roads in this area, in spite of the fact that the vast majority of the City's high paying industrial jobs are located in this area. The Plan, then, will generate the revenues needed to correct existing infrastructure deficits, and to build new infrastructure needed by future development in the EDA. The Plan will thus greatly facilitate the development of employment centers in the westside, thereby creating new jobs and increasing the taxable tax base.

**4. The Plan for the Economic Development Area cannot be achieved by regulatory**

processes or by the ordinary operation of private enterprise without resort to IC 36-7-14 (the redevelopment statute) because of the lack of local public improvements, for the following reasons:

The roadways currently serving the EDA are grossly inadequate to support its full development. Some of the infrastructure needed to support development within the EDA is region-serving: two frontage roads to SR 37; major improvements to the SR 48/ SR 37 interchange; a new fire station. Because this area has been historically rural in nature, it is critically underserved by roadway infrastructure. Yet, the westside area now contains most of the City's industrial employment and is designated by the City's Growth Policies Plan the City's major economic activity corridor. The magnitude and cost of roadway infrastructure needed by this EDA, then, is too great for individual developers within the EDA to bear, and the benefit to providing such infrastructure will be so broad, that the Plan is both necessary and equitable to achieve development within the EDA.

5. The accomplishment of the Plan for the Economic Development Area will be of public utility and benefit as measured by:

- (1) The attraction of an estimated 1600 permanent jobs;
- (2) An estimated increase in the property tax base of \$ 9.5 million of assessed valuation (\$ 9.5 million real estate and \$ minimal personal property); and
- (3) Improved diversity of the economic base as follows:

The Plan will provide infrastructure necessary to support the full buildout of a region-serving commercial facility that will attract expenditures from outside the City and County, thus diversifying and strengthening the economic base.

6. The Commission estimates that it will need to issue bonds or enter into a lease financing of approximately \$ 20 million to implement the Plan.



Exhibit F p. 1 of 2

LEGAL DESCRIPTION FOR  
BLOOMINGTON ANNEXATIONS  
TIF AREA  
JOB NUMBER 2676

A part of the east half of Section 36, Township 9 North, Range 2 West and the west half of Section 31, Township 9 North, Range 1 West, both in Monroe County, Indiana, and being more particularly described as follows:

BEGINNING at the southeast corner of said Section 36; thence NORTH 90 degrees West 1413.05 feet on the south line of said section; thence leaving said south line NORTH 01 degree 14 minutes West 1100.38 feet over and on the east line of Annexation Ordinance #96-51; thence NORTH 89 degrees 18 minutes East 396.0 feet; thence SOUTH 00 degrees East 44.0 feet; thence NORTH 90 degrees East 356.17 feet; thence NORTH 90 degrees East 165.0 feet; thence SOUTH 00 degrees East 49.50 feet; thence NORTH 90 degrees East 400.13 feet; thence SOUTH 89 degrees 22 minutes East 118.38 feet to the east line of said Section 36; thence NORTH 00 degrees 33 minutes 07 seconds West 2200.02 feet on said east line to a point on the south right-of-way of CSX Railroad; thence leaving said east line and on said south line the following four (4) courses: 1). SOUTH 82 degrees 16 minutes 20 seconds East 145.41 feet; thence 2). SOUTH 82 degrees 55 minutes 17 seconds East 130.06 feet; thence 3). SOUTH 83 degrees 10 minutes 50 seconds East 768.21 feet; thence 4). SOUTH 83 degrees 10 minutes 50 seconds East 432.34 feet to a point on the west right-of-way line of State Road 37; thence leaving said south line and on said west line the following three (3) courses: 1). SOUTH 46 degrees 39 minutes 48 seconds West 344.01 feet; thence 2). SOUTH 33 degrees 31 minutes 46 seconds West 308.06 feet; thence 3). SOUTH 46 degrees 37 minutes 11 seconds West 5.11 feet; thence leaving said west line SOUTH 00 degrees East 282.76 feet; thence SOUTH 00 degrees East 1689.0 feet over and along the west line of Annexation Ordinance #95-51; thence SOUTH 00 degrees East 565.89 feet to a point on the south line of Section 31; thence NORTH 90 degrees West 1046.40 feet on said south line to the POINT OF BEGINNING, containing 113 acres, more or less, in all.

This description was prepared in the office without benefit of field survey or examination of adjoining deeds. This certification does not take into consideration additional facts that an accurate and correct title search and/or examination or field survey might disclose.

Evidence of easements have not been located in the field and are not shown on this survey drawing.

Subject to the above reservation, the survey work shown hereon was performed either by me or under my direct supervision and control and to the best of my knowledge and belief was performed according to the survey requirements in 865 IAC 1-12-1 through 19.

Certified this 28<sup>th</sup> day of Oct., 1997.

Jess A. Gwinn  
Registered Land Surveyor No. 9300019  
State of Indiana



BLOOMINGTON ANNEXATION

TIF AREA

SOB NO. 2076

Exhibit f p. 2 of 2

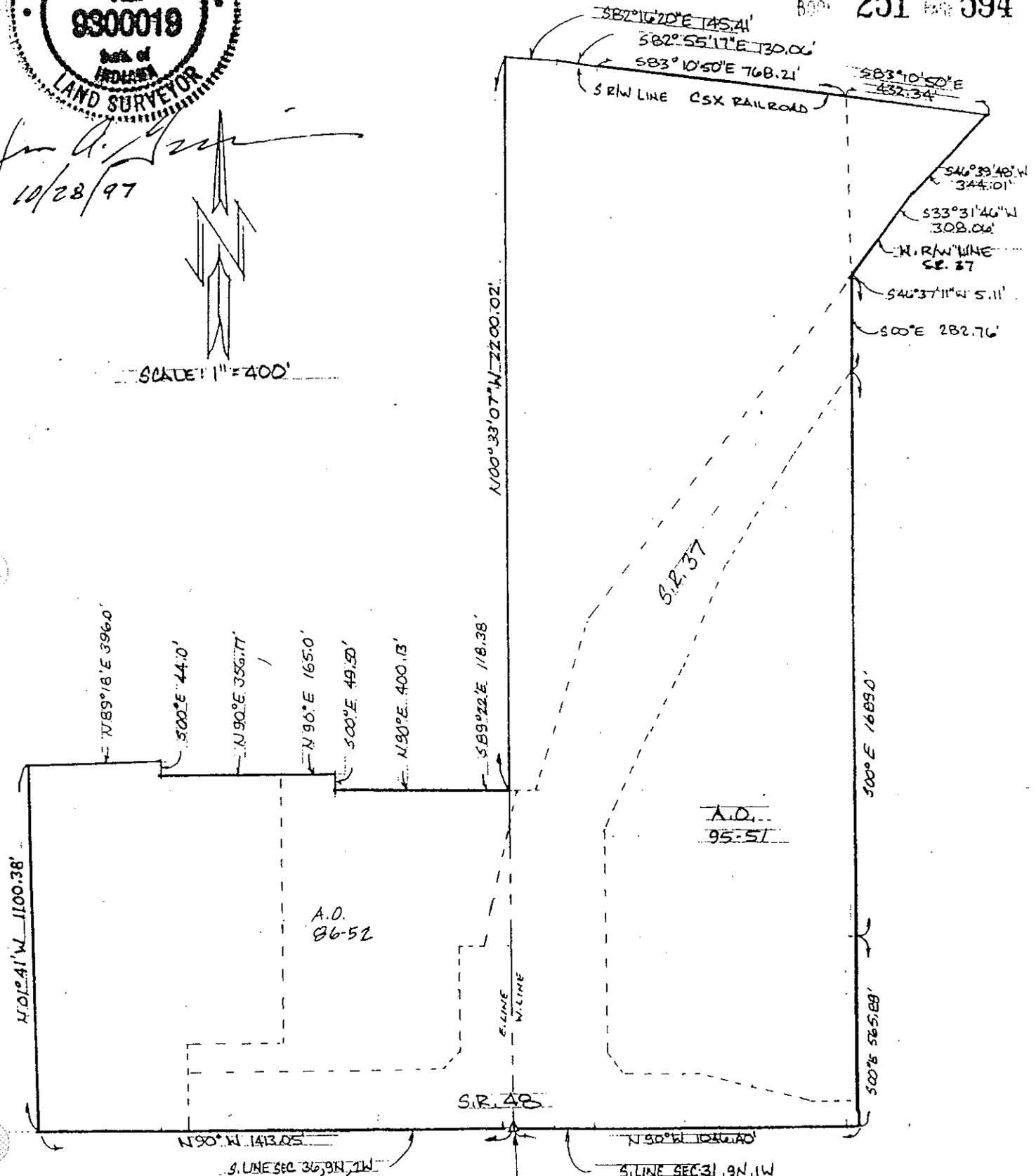
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*Jessa G. Gwian*  
10/28/97



SCALE: 1" = 400'

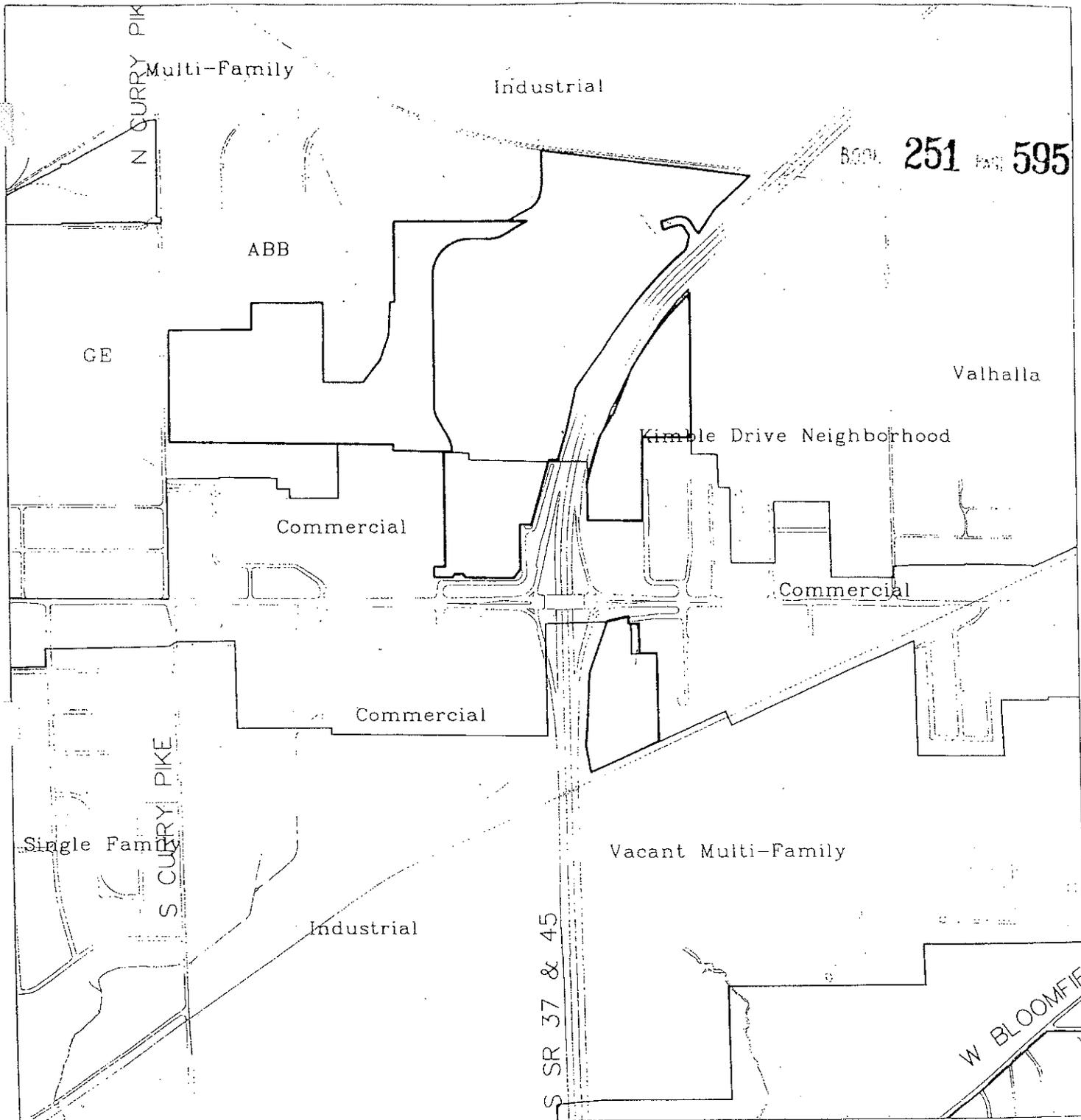


P.O.B.  
SE. COR  
SEC 36, 9N, 2W  
MOHRE CO. INDIANA

N 90° W 1413.05'  
S. LINE SEC 36, 9N, 1W

N 90° W 1018.00'  
S. LINE SEC 31, 9N, 1W

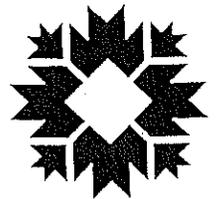
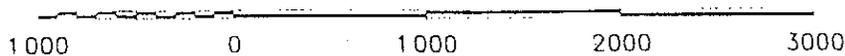
96-51



Existing Land Uses

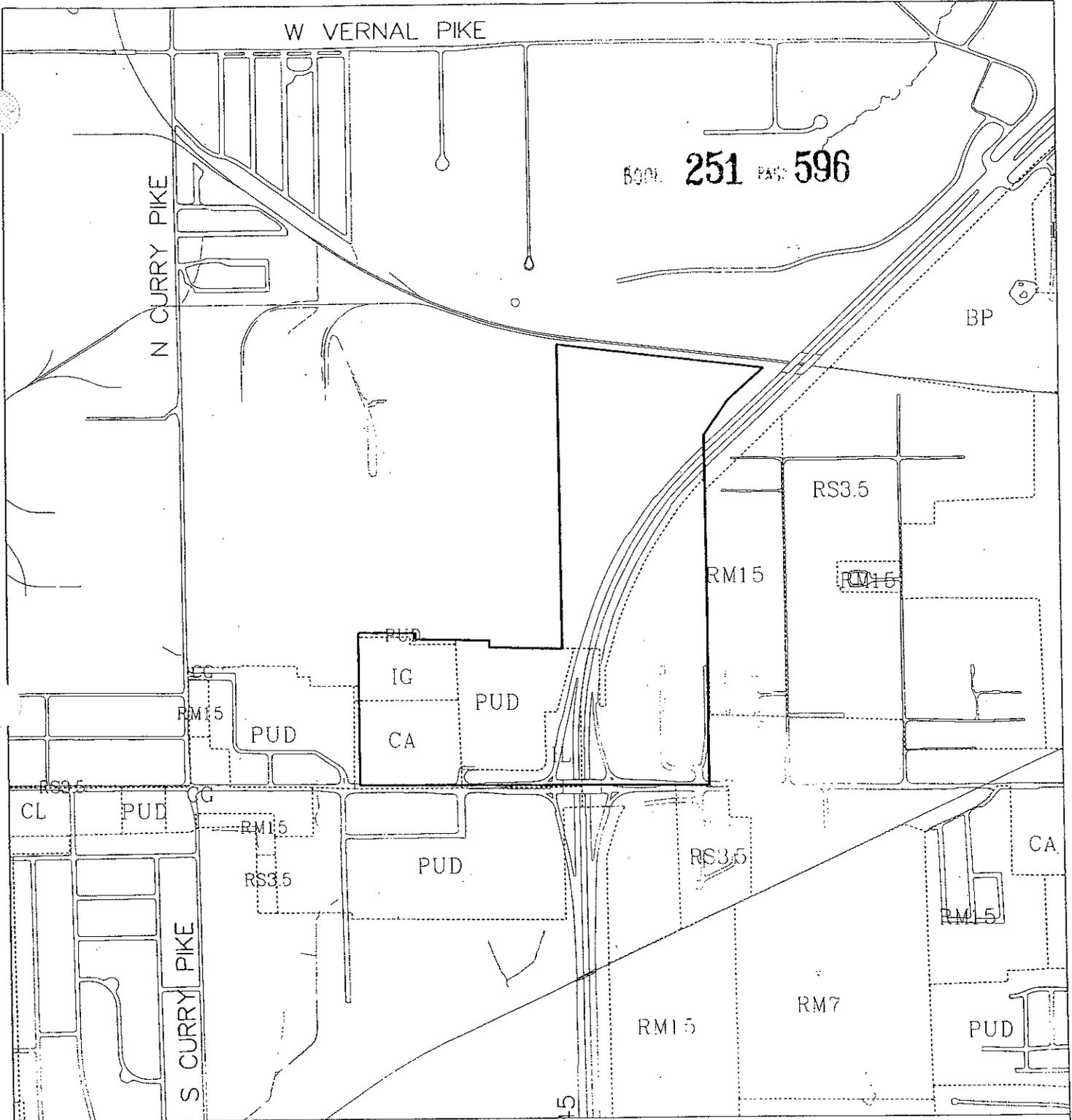
City of Bloomington  
Planning Department

By: shaym  
20 Jan 98



Scale: 1" = 1000'

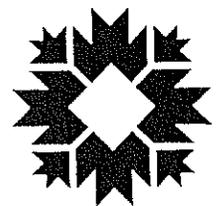
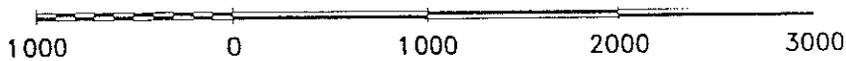
For reference only; map information NOT warranted.



Whitehall / West 3rd TIF Area  
 Boundary and Zoning

City of Bloomington

By: mearsl  
 29 Jan 98



Scale: 1" = 1000'

For reference only; map information NOT warranted.