Introduction of the Bloomington 2040 Comprehensive Plan

Purpose of the Bloomington 2040 Comprehensive Plan

The 2002 Growth Policies Plan (GPP) was the City's most recent comprehensive plan. In October 2011 the City announced ImagineBloomington a public process, as the initial step in a rigorous process to develop and adopt a new comprehensive plan; Bloomington 2040 Comprehensive Plan. While this plan has a horizon of 2040, it should be reviewed annually by Plan Commission staff with recommendations to be updated as needed in response to land use trends, changes in population, or any significant events that may affect Bloomington's future. This will ensure the plan, and its individual elements remain relevant.

The Bloomington 2040 Comprehensive Plan is the long-range plan for land use and development. The plan 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 plan establishes the framework and provides the direction for City elected and appointed officials and staff with which to make decisions regarding the desired location and intensity of growth, development and re-development opportunities, transportation facilities, parks, and public services. Methods to help create a healthy economic environment, actions to protect the natural environment, and equitable delivery of public services are also integral parts of the plan.

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 the incorporation of additional sections into a plan to address issues and goals distinctive to the jurisdiction including but not limited to natural features, parks and recreation, economic development, multi-modal transportation, and redevelopment opportunities.

How to Use this Plan

The Bloomington 2040 Comprehensive Plan represents a long-range initiative to guide the future of the City in a way that reflects its particular challenges and unique characteristics. The Plan should be used to assist the Mayor, City Council, Plan Commission, and City staff to ensure that development decisions are balanced with 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. Each chapter states the Goals and Policies that reflect the priorities of Bloomington residents and stakeholders. The format and presentation of Goals and Policies are depicted and described on the next page. Also, "Case Studies" and "Profiles" that define best practice situations nationally and locally are included in relevant areas throughout this document to further illustrate certain concepts or recommendations.

Goals

A Goal directly supports the collective efforts and ideals of the community reflected in the Vision and Goal Statement.

Policies

1. A policy outlines avenues or opportunities to achieve the intent of a Goal.

Programs

Programs are specific implementation strategies taken by town officials, business leaders, community organizations, and residents to accomplish the goals.

Sustainable Policies

Throughout the Bloomington 2040 Comprehensive Plan, icons have been placed next to policies considered to be environmentally, economically and socially sustainable. They range from easily recognizable indicators, like smoke or water pollution, energy efficient LEED Certified buildings, to subtle issues that can build over time, like decentralized or sprawling development which increases auto trip emissions, and operational costs and negatively impact the health of citizens.

Major Themes

Six major themes are identified within the comprehensive plan.

- Support Comprehensive Community Services
- Nurture Education and Cultural Vibrancy
- Enhance Quality of Place for Neighborhoods and Development
- Support Economic Vibrancy
- Provide Multi-modal Transportation Options
- Protect Environmental Quality

Public Input

An update and public outreach process entitled "ImagineBloomington" was developed in 2011 to review the City's existing 2002 Comprehensive Plan to determine what types of modifications may be necessary as Bloomington continues to grow and change. The first aspect of ImagineBloomington was to begin a visioning process. A 25-member steering committee advised staff on community engagement efforts, to identify key groups and emergent topics for discussion, and to help 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. Furthermore, 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 as the last step in this visioning process. This milestone is significant and was made possible through collaboration and thorough community engagement processes.

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 also replicated these announcements (Facebook, Twitter). On-line forums and surveys mimiced these events or meetings such that 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. The staff incorporated changes and included new ideas as the process moved forward developing the Vision Statement and Comprehensive Plan. Community involvement has been central to the entire process

Another important role of community involvement is during the adoption process of the Vision Statement and Comprehensive Plan. First, each must receive approval by the Plan Commission. The Plan Commission meetings offer another opportunity to extend comments and suggestions for the Commission to consider. Once the Plan Commission approves these documents, which often include amendments, the City Council does a similar review and approval. This too offers residents an opportunity to comment and provide suggestions for the City Council to consider.

Goal:

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POLICIES

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PROGRAMS

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Sustainable Policies

Throughout the Bloomington 2040 Comprehensive Plan, icons have been placed next to policies considered to be environmentally, economically and socially sustainable. They range from easily recognizable indicators, like smoke or water pollution, energy efficient LEED Certified buildings, and number of free health clinics to more subtle issues that can build over time, like decentralized or sprawling development which can increase the number of and distance per automobile trip which increases emissions, increase development and operational costs and negatively impact the health of citizens.

Denotes an Environmentally Sustainable Planning Policy,

Denotes an Economically Sustainable Planning Policy

Denotes an Equitable Sustainable Planning Policy

Vision and Goal Statement

Vision and Goal Statement Consolidated from Resolution 13-01

Resolution 13-01, adopted in 2013, lists sixteen separate goals. Six major themes were identified to become the new goals with the existing Resolution 13-01 goals identified under each of the major theme goals.

Theme 1: Support Comprehensive Community Services

- Fortify our strong commitment to equality, acceptance, openness and public engagement
- Deliver efficient, responsive and forward-thinking local government services
- Meet basic needs and ensure self-sufficiency for all residents
- Fortify our progress toward improving public safety and civility

Theme 2: Nurture Education and Cultural Vibrancy

- Nurture our vibrant and historic downtown as the flourishing center of the community
- Celebrate our rich, eclectic blend of arts, culture and local businesses
- Offer a wide variety of excellent educational opportunities for our residents at every stage of life

Theme 3: Enhance Quality of Place for Neighborhoods and Development

- 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
- Offer a wide variety of quality housing options for all incomes, ages, and abilities
- Encourage healthy lifestyles by providing high quality public places, greenspace, and parks and an array of recreational activities and events

Theme 4: Support Economic Vibrancy

- 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 regional economic hub

Theme 5: Provide Multi-modal Transportation Options

- 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

Theme 6: Protect Environmental Quality

- 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

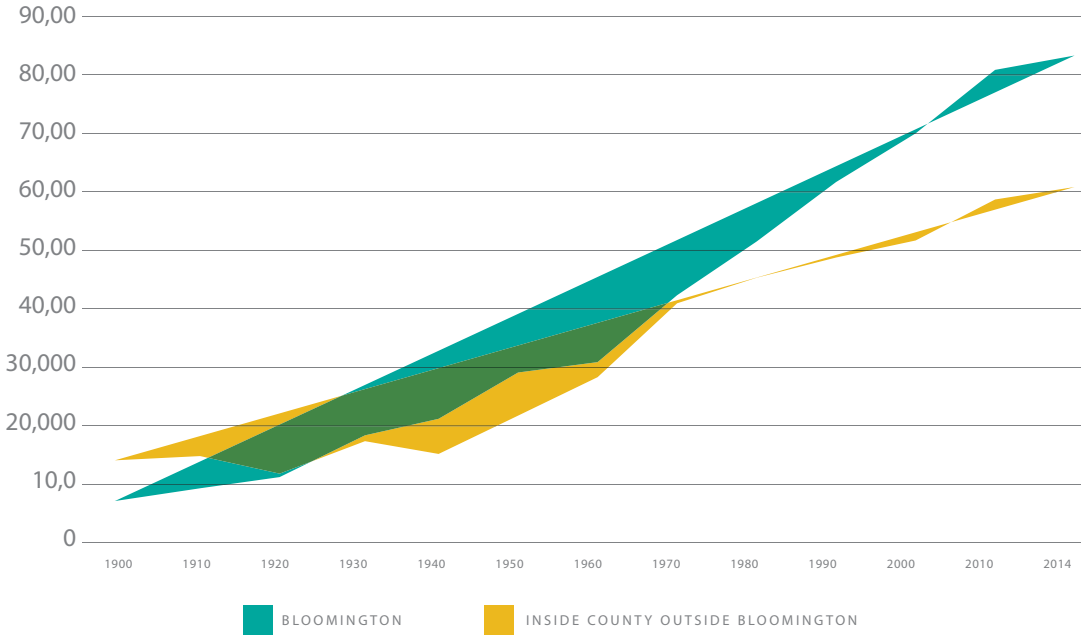
2040 Comprehensive Plan / Consolidated Vision and Goal Statement from Resolution 13-01

The relationship between the Vision and Goals of Resolution 13-01 and the 2040 Comprehensive Plan illustrates in which Chapters address which of the Themed Goals.

Theme Goals	Support Comprehensive Community Services	Nurture Education & Cultural Vibrancy	Enhance Quality of Life: Neighborhoods & Future Development	Support Economic Vibrancy	Provide Multi-modal Transportation Options	Protect Environmental Quality
2040 Comprehensive Plan						
Chapter 1 Socio-economic / Demographics						
Chapter 2 Community Services						
Chapter 3 Culture & Identity						
Chapter 4 Environment						
Chapter 5 Downtown						
Chapter 6 Housing & Neighborhoods						
Chapter 7 Land Use & Design						
Chapter 8 Transportation Multi-modal Network						

Exhibit 1A

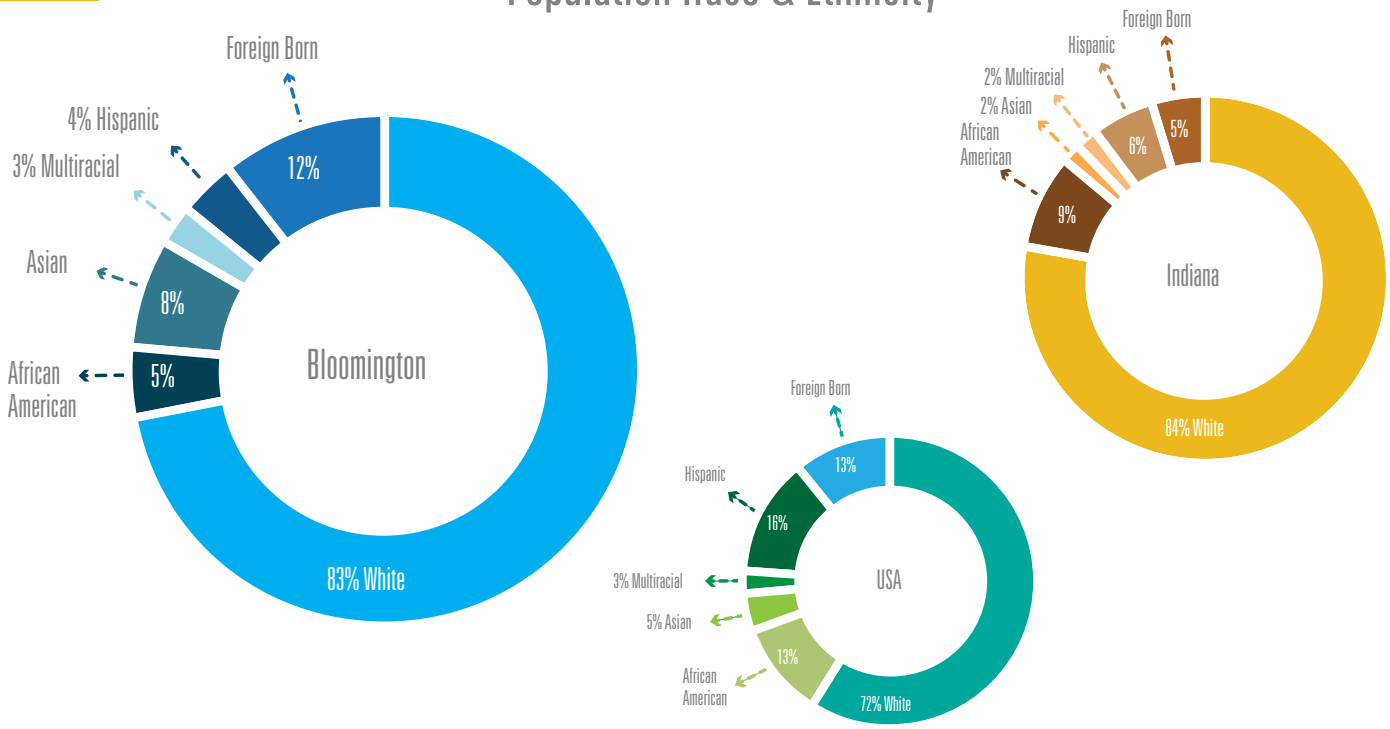
Monroe County



This exhibit indicates that the population within the City of Bloomington is growing faster than the areas of Monroe County outside of the City of Bloomington. Therefore, Bloomington should prepare for increased population growth through 2040.

Exhibit 1B

Population Race & Ethnicity



This exhibits highlights that Bloomington is a racially and ethnically diverse community. As the nation and the state continue to become increasingly diverse. Bloomington's diversity will serve it well to attract future talent and investment from anywhere in the world to grow its local economy and community.

intro

socio-economics / demographics

1.1 Income & Race Inequality is Reduced

While no one has a crystal ball to see exactly what will happen in Bloomington 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.

Bloomington is able to 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 Chapter intends to highlight 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

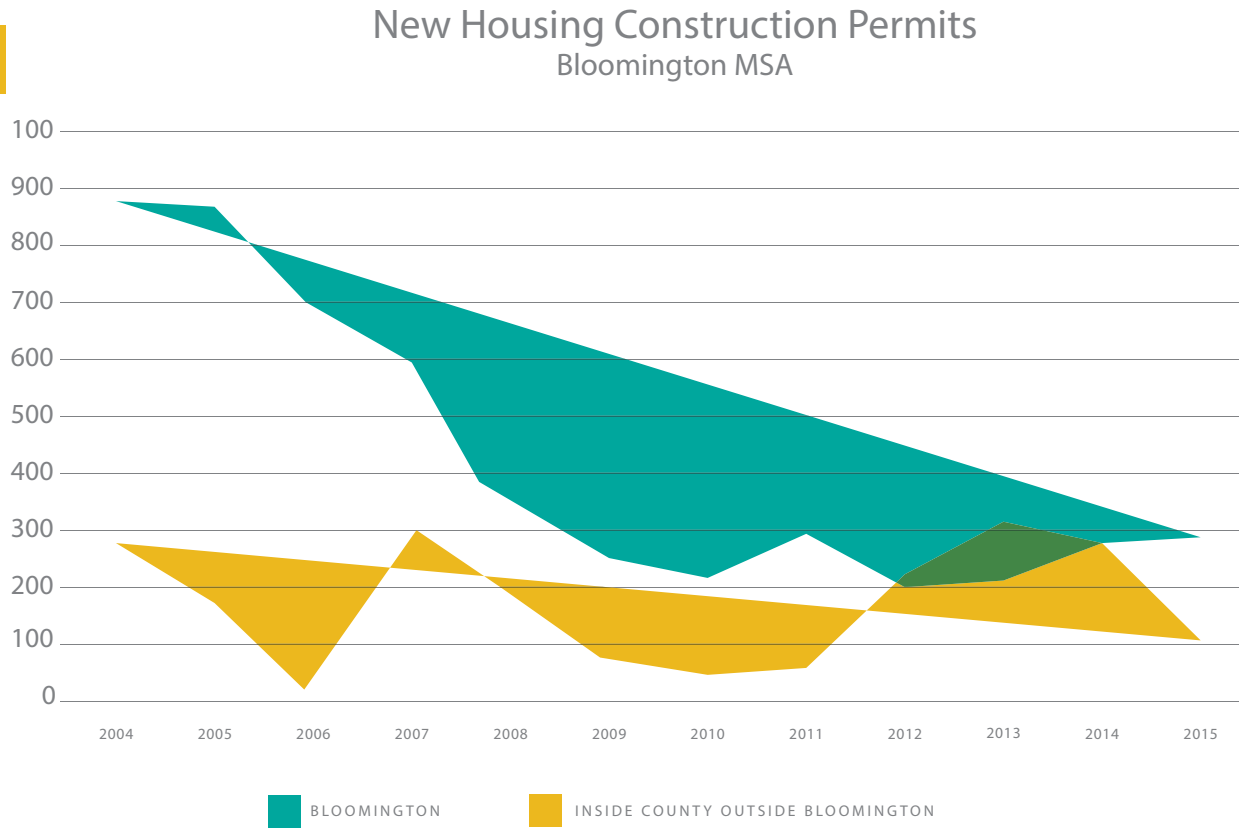
Bloomington's population has historically outpaced the growth of the rest of Monroe County, as seen in **Exhibit 1A**.

While Bloomington has grown faster than the balance of Monroe County, the City's demographics reflect fairly closely those of Indiana and the US. Notable exceptions are the community's higher percentage of Asian persons and its lower percentage of African-Americans and Hispanics, **Exhibit 1B**. Bloomington's foreign born population percentage resembles the nation, and it is more than twice as high as the state of Indiana. 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 Great Recession as new housing construction permits fell dramatically for Single Family Residential (SFR) units, **Exhibit 2**. 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.

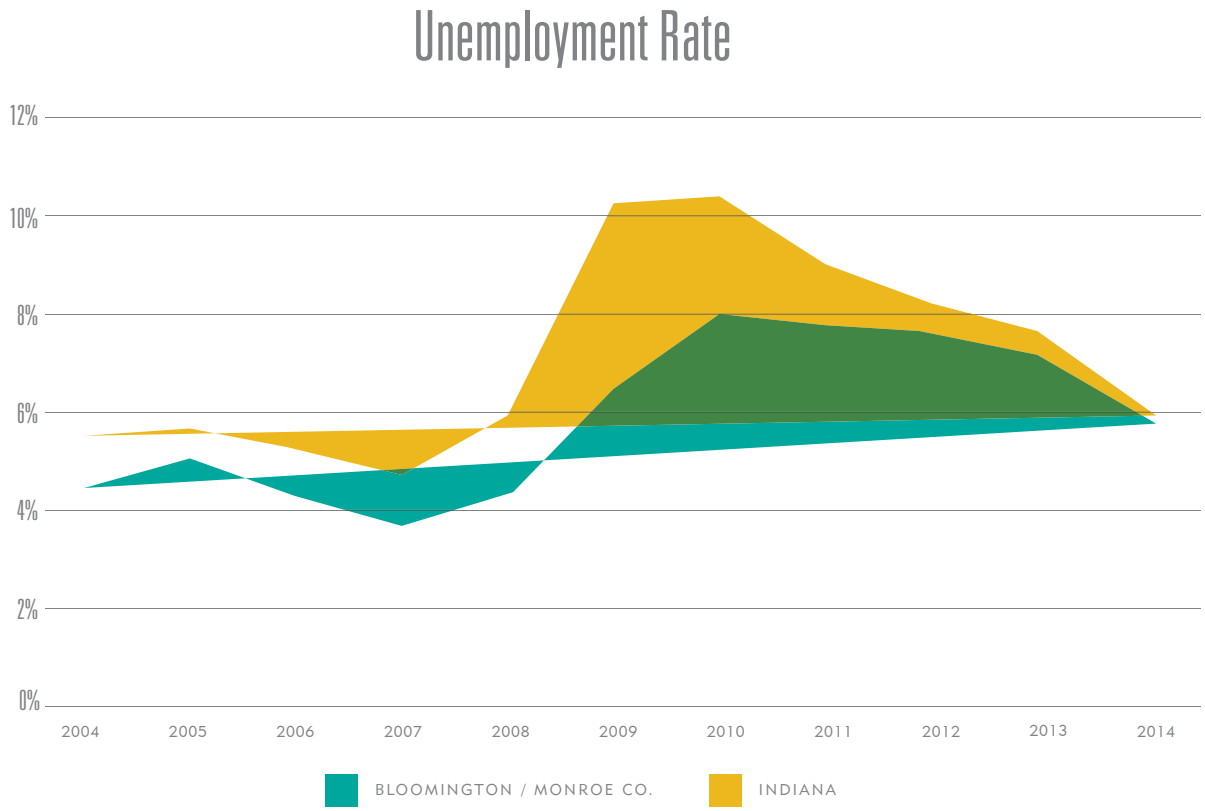
While construction permits for housing mirrored the national economy, Bloomington's overall unemployment rate has been historically lower than the state of Indiana over the last ten years, **Exhibit 3**.

Exhibit 2



This exhibit indicates that new construction permits and development has occurred more frequently within the City of Bloomington than outlying areas of Monroe County.

Exhibit 3



This exhibit illustrates how the local Bloomington economy has had a lower unemployment rate over the past decade than the state of Indiana. This demonstrates Bloomington has a stronger and more resilient economy than the state of Indiana.

This is due in part to the diverse employment and resilient economy that Bloomington has with Indiana University as a major employer. 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. The chart in **Exhibit 4** illustrates the diversity of Bloomington's local employment sectors. 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 of the local economy. **Exhibit 5** 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 concentration 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 illustrates 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

These industrial sectors can be further divided into two types of groups: creative knowledge production group and 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

This diversity in private sector industry, combined with a significant level of public employment, gives Bloomington a very 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 twice as high as the rest of Indiana. This bodes well for Bloomington to be positioned to attract firms and most importantly allow existing local companies to expand.

The trends and future projection demographics and economics of Bloomington are strong. The City is well positioned to grow with the expanding creative, knowledge-driven economy of the 21st Century.

Existing Trends and 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. Where will these people live, work and play? This steady population growth will put pressure on city services and the housing and commercial markets.

This growth will occur across all age groups as indicated in **Exhibit 6**. As people age, their personal needs regarding housing, retail, employment, and entertainment change. Therefore, Bloomington must sustain and expand its arts and entertainment selection to meet the anticipated future demand.

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 Bloomington 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 still making sure there is a full mix of housing choices and price points for the balance of Bloomington households.

Exhibit 4

"Bloomington's creative jobs are paving the way"

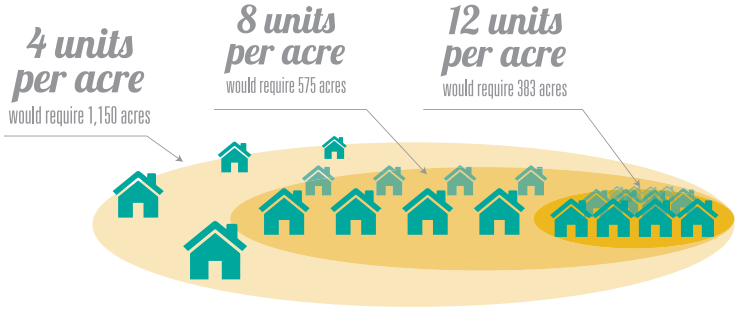
Bloomington's projected population is expected to **increase** from 80,000 people **to nearly** 117,000 by 2050.

what is the footprint?

denser development shrinks the land use footprint & lowers the environmental impact of growth

8,500 new multi-family housing units
*projected by 2030

4,600 new single family housing units
*projected by 2030

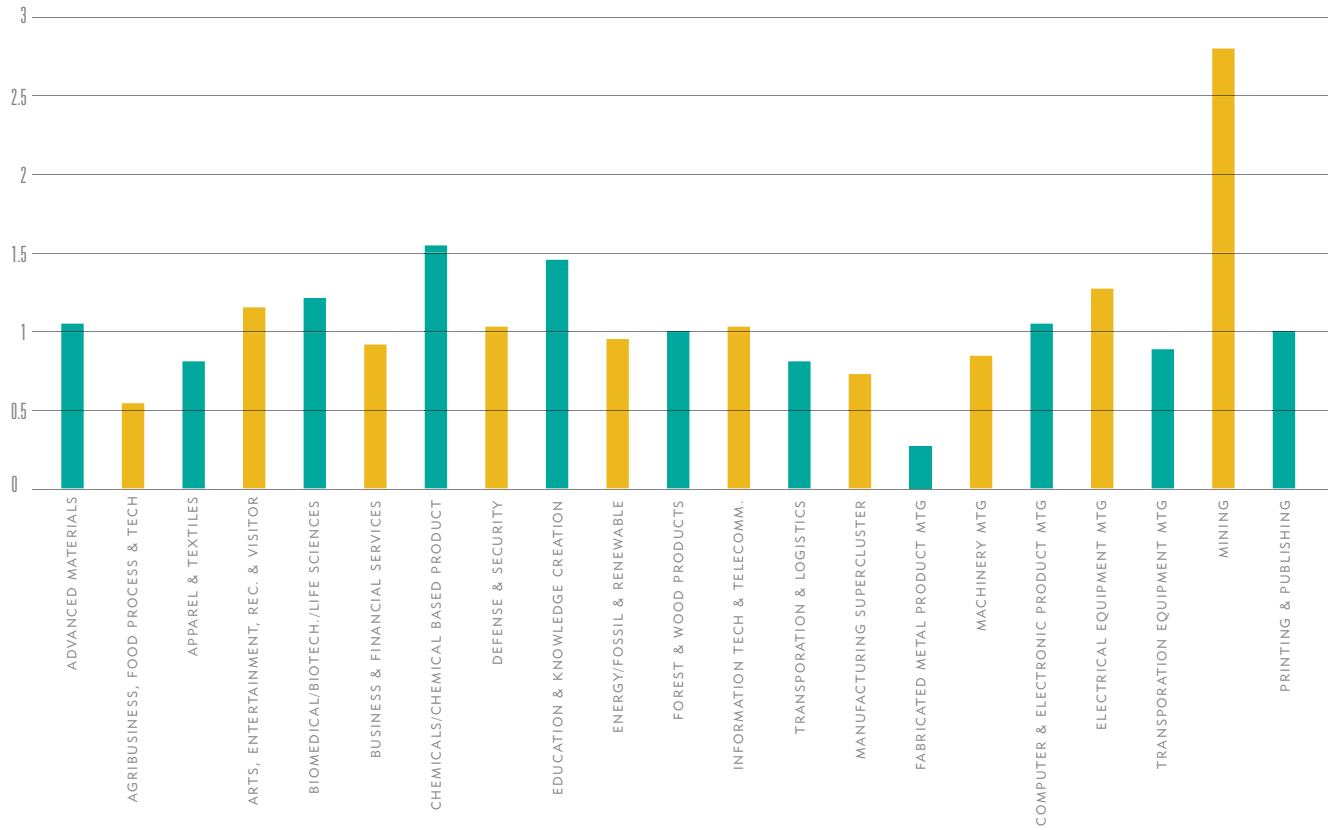


This infographic illustrates the major socio-economic and demographic influences that Bloomington will need to plan for as it continues to attract jobs, investment, and people.

Exhibit 5

Bloomington MSA Industry Cluster Establishment

Location Quotient, 2012



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.

Between 2010 and 2030, it is projected that the Bloomington area will need about 7,421 new housing units. In addition, some current housing will need to be replaced, a figure projected at 6,131. Add replacement to new housing units, there will be demand for 13,551 new housing units between 2010-2030.

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

Where will these housing units be located, and how can the environment be protected? These are real challenges facing Bloomington in the near future as it adjusts to its population and economic growth.

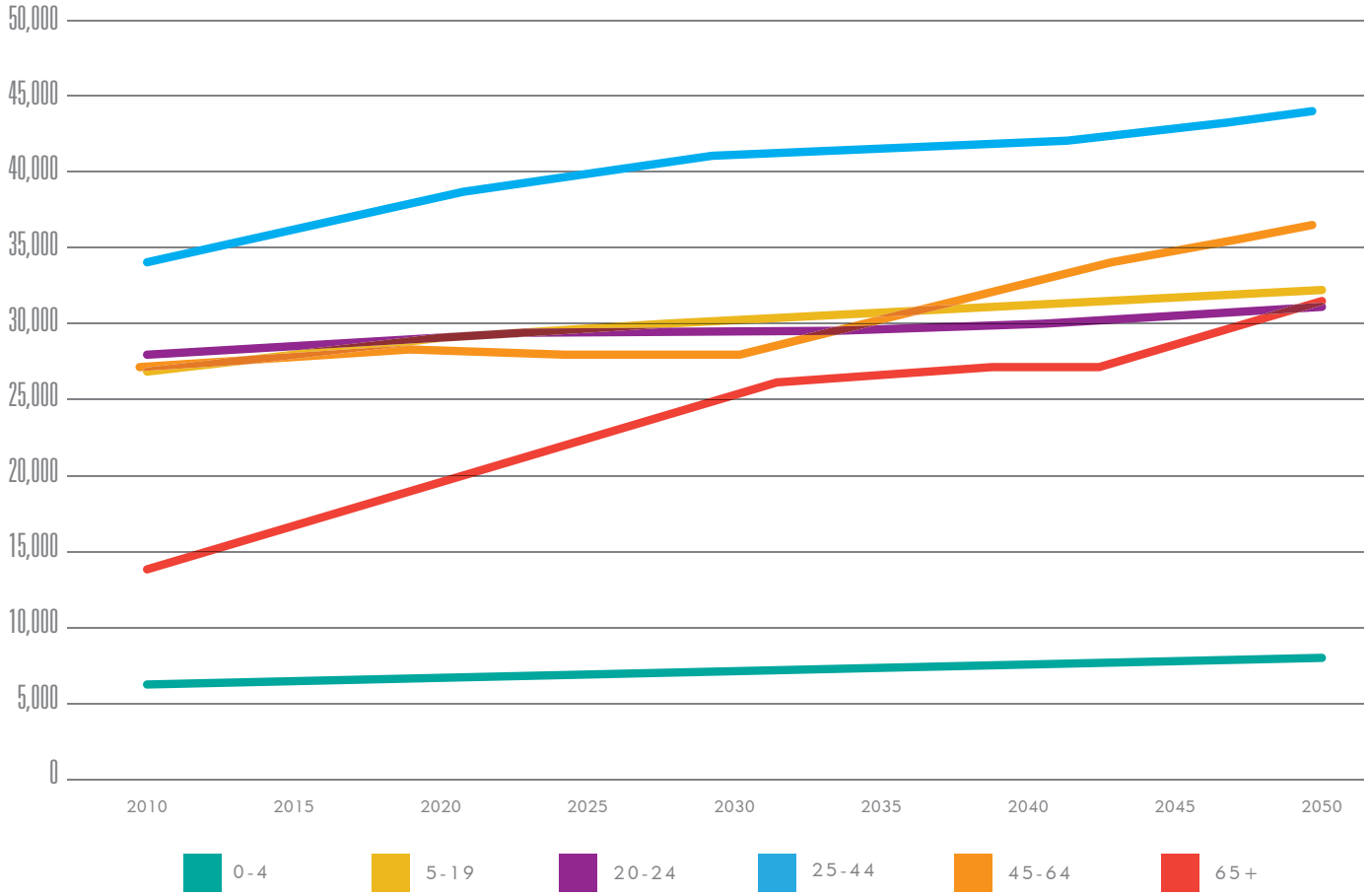
Of this new housing demand growth, it is projected that about two-thirds of the new housing demand will be for Multifamily Residential (MFR) apartments. Again, where will these new apartments be potentially located? While Bloomington has opportunities for "infill" housing that could be located on land that is vacant and/or very under-used, this will not likely provide enough land to satisfy demand. Therefore, some existing large land parcels within the utility service area, such as the former Sudbury Farm on the City's southwest side and the former Huntington Farm on the City's east side, may provide areas for future housing growth.

Would the City be able to require higher residential density for both renters and owners? With this growth in residential development, how will future residents access retail, restaurants, and parks? Will this growth adhere to smart planning that requires higher densities with set-asides for

Exhibit 6

Projected Population by Age Group

Monroe County



This exhibit demonstrates the Bloomington's population will be growing across all age groups through 2050. It is important that Bloomington's future plans to accommodate the needs of all age groups.

green space and/or green stormwater management facilities within the footprints of these future developments?

Denser developments, if well-planned, can be much more protective of the environment while providing much more value per acre 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 future denser development patterns may need to be guided to the best locations by the City 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.

Finally, how will the future economy change over time? Once again, there is no economic crystal ball. Manufacturing will likely continue to shrink its employment base as advanced manufacturing and automation/robotics replace workers and increase productivity per unit produced. There is no turning back the clock to protect former manufacturing jobs. Furthermore, 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 a reduction in manufacturing employment is projected, 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. People who have this level of education are in high demand not only in Indiana and the nation but around the world.

These 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 top-flight talent.

To sustain future economic growth, new firms must be created locally. If a community like Bloomington can provide the right business and entrepreneurial atmosphere and space, then it will be able to 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.

Intro | Socio-Economic / Demographics

Objectives & Indicators

0.1 Income and race inequality is reduced

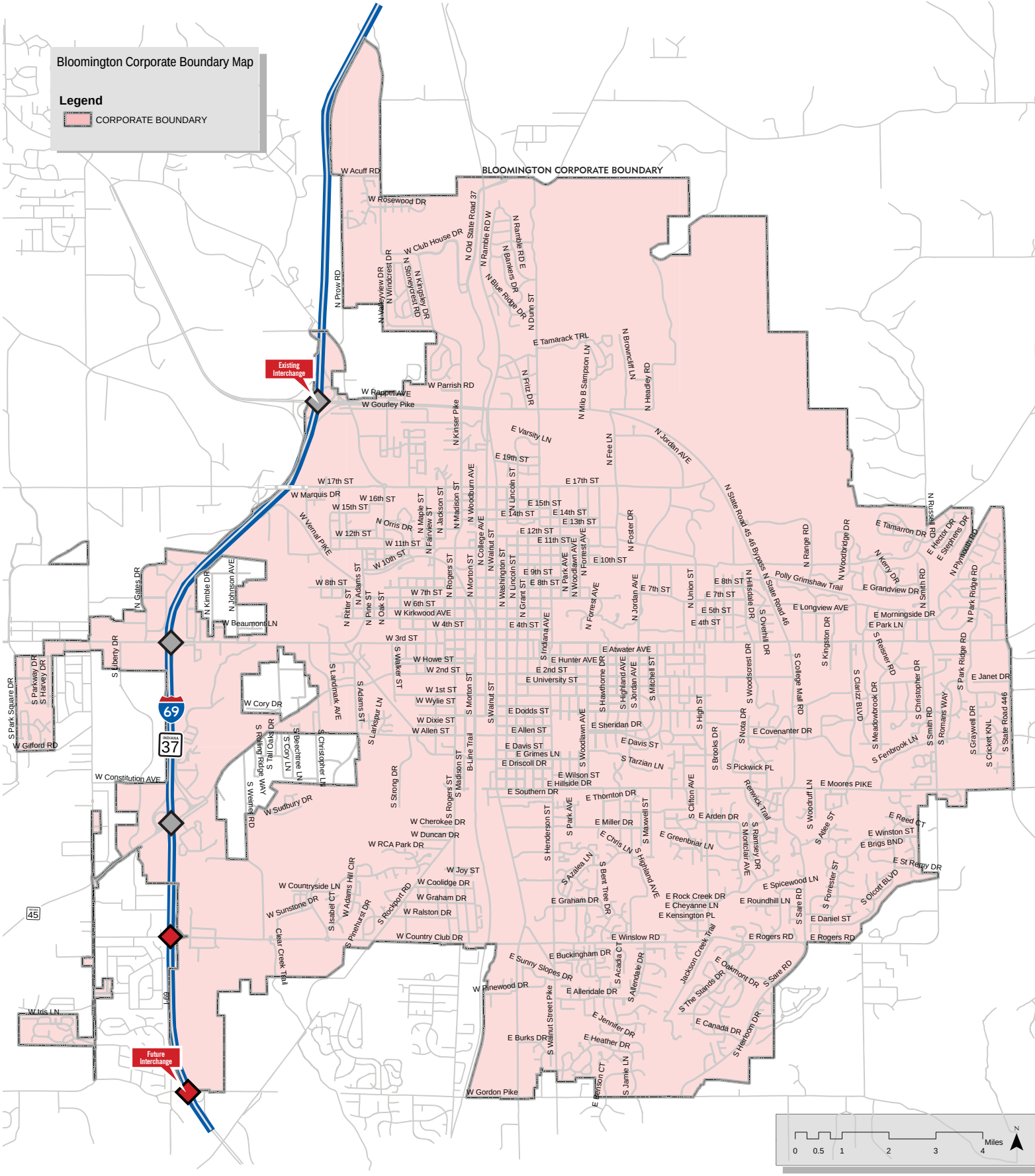
- Household income and education levels
- Percent of population living below the poverty line of non-student/adult lead household

0.2 Career pathways and training are engaging residents and businesses

- Number of training programs matched to community job opportunities
- Percent of eligible residents enrolled in training programs

0.3 Interaction between entrepreneurs is fostered

- Number of "local sourcing" agreements and programs in operation
- Number of locally owned business formations annually
- Number of local incubators, accelerators, maker spaces, and co-working spaces
- Number of programs, and enrollment levels, to cultivate business innovation

Bloomington Corporate Boundary Map

This map shows limits of the City's Corporate Boundary as shaded. This represents the edge of the City's Community Services except as agreements have been made to provide city services beyond these limits.