



City of Bloomington  
Common Council

Legislative Packet

26 October 2005

Office of the Common Council  
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Bloomington, Indiana 47402

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**City of  
Bloomington  
Indiana**



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**To: Council Members**  
**From: Council Office**  
**Re: Weekly Packet Memo**  
**Date: October 21, 2005**

## **Packet Related Material**

**Memo  
Agenda  
Calendar**

### **Notices and Agendas:**

**State of the Community Address** at the Fountain Square Ballroom, 101 West Kirkwood, Suite 305 on Thursday, October 27<sup>th</sup> at 5:30 p.m.

### **Legislation for Discussion:**

**Res 05-17** To Approve the Interlocal Agreement Between Monroe County and the City of Bloomington for Animal Shelter Operation for the Year 2006

- Memo from Laurie Ringquist, Director of Animal Shelter; Formula and Calculations for Payments; Interlocal Agreement

*Contact: Laurie Ringquist at 349-3870 or [ringquil@bloomington.in.gov](mailto:ringquil@bloomington.in.gov)*

**Res 05-18** To Amend the City's Comprehensive Plan to Include the Downtown Vision and Infill Strategy Plan as a Subarea Plan

- Memo from Scott Robinson, Long Range/Transportation Planner; Minutes and Staff Report from September 12<sup>th</sup> and August 8<sup>th</sup> Plan Commission Meetings; List of Public Comment Available in Plan Commission Packets (in Council Office); The Downtown Vision and Infill Strategy Plan

*Contact: Scott Robinson at 349-3566 or [robinsos@bloomington.in.gov](mailto:robinsos@bloomington.in.gov)*

**Memo**

**Chair of Meeting: Banach**

**Downtown Vision and Infill Strategy Plan  
and  
Animal Control Interlocal Agreement with County  
are Ready for Discussion at the  
Committee of the Whole on October 26<sup>th</sup>**

There are two resolutions ready for discussion on Wednesday, October 26<sup>th</sup> and the related legislation, summaries, and background materials can be found in this packet. These include the approval of an Animal Control Interlocal Agreement with the County (**Res 05-17**) and the adoption of the Downtown Vision and Infill Strategy Plan (**Res 05-18**), which is a sub-area plan amendment to the Growth Policies Plan.

**Item One – Res 05-17 - Resolution Approving the Animal Control Interlocal Agreement with the County**

**Res 05-17** approves the execution of the interlocal agreement between the City and the County regarding the funding for Animal Shelter operations in 2006. Under the terms of the agreement, the County will pay a total of \$197,633 to the City for these services next year. These services include the work done by the City in sheltering animals coming from the county and otherwise assisting in county operations (i.e., dispatching runs and giving information to callers), but are distinct from the City's animal control field operations, education program, and volunteer program. The amount of payment is based upon a formula that takes into account the cost of shelter operations (which is about half the City's Animal Control budget), offsetting revenues, and the percentage of shelter operations attributable to animals coming from the county. Please note that it will drop a few hundred dollars over this year's amount due to increased adoption revenues.

The formula works as follows:

Projected Budget for Animal Shelter Operations for 2006 ( <i>including increases and offsetting adoption revenues</i> )	\$395,266 ( <i>down \$672 from 2005</i> )
Percentage of Shelter Operations Due to County ( <i>based upon percentage of animals</i> )	<u>x 50%</u> ( <i>same as last year</i> )

arriving from the County – 2,973 out of 5,948)

Total \$197,633 (down \$336 from 2005)

**Item Two – Res 05-18 – Amending the Growth Policies Plan By Adopting the “Downtown Vision and Infill Strategy Plan”**

**Res 05-18** amends the Growth Policies Plan by adopting a subarea plan known as the Downtown Vision and Infill Plan. This narrative should be viewed as a supplement to the memo written by Scott Robinson, Long Range/Transportation Manager, which provides a very good overview of the creation and content of this 102 page document. Rather than provide a thorough summary of the Plan, the following paragraphs focus on the conditions of approval considered by the Plan Commission when adopting this document in September. Those conditions of approval served to amend the Plan. All ten conditions proposed by staff were approved along with two of the three proposed by members of the Commission.

Before proceeding to the conditions of approval it is worth noting that the consultant retained for the Plan was Winter and Company, an urban planning firm from Boulder, Colorado, who has a national practice and special expertise in “form-based code revisions.” You will see evidence of this expertise throughout the Plan, but particularly in Chapter 2 (Design Character of the Downtown) and Chapter 3 (Design Guidelines), where six character areas are identified and a set of design standards and guidelines are recommended that together are intended to preserve the character and set expectations for investment in these areas as well as promote the vitality of the downtown as a whole.

Conditions of Approval and the Plan

The conditions of approval proposed changes to Chapter One (Economic Overview), Chapter Two (The Design Character of the Downtown), Chapter Three (Design Guidelines), Chapter Four (Framework Plan) and Chapter Five (Implementation). Those adopted by the Commission are bookmarked in the electronic packet for your convenience.

## **Chapter One – Economic Overview (Demographic and Economic Trends and Opportunities)**

Along with seeing an opportunity to bring in more affluent residents and a broader mix of retail and office space to the downtown in the near future, the consultant particularly emphasized the need to make “places” that have a unique and appealing identity. Here the Plan recommends an art district - with performance venues, small cinemas, galleries, museums, and artists’ lofts – which when accompanied with public subsidies, adequate parking, and inviting pedestrian ways, should draw visitors and residents who would, in turn, spend money in the downtown. The Plan also reported stake holders’ accounts of a 20% vacancy rate for office space and difficulties employers have finding adequate parking for their employees in the downtown.

**Condition of Approval #1 – Delete Reference to Wonderlab** – Removes “Wonderlab” from the list of operators who support an Arts District because their board had not formally considered the matter. Adopted as part of a package of ten staff conditions. (See Chapter 1, page 1-14, first paragraph, second sentence).

## **Chapter Two – The Design Character of the Downtown**

This chapter describes six character areas which are intended to recognize existing and traditional development patterns, set expectations for investment, and promote the vitality of the downtown. These areas are Courthouse Square, Downtown Core, University Village, Downtown Edges, Gateway Areas, and Showers Technology Park. (See Character Map on page 2-3 of the Plan) Here one condition of approval was introduced and rejected by the Commission.

**Motion to strike reference to historic designation of structures in Courthouse Square Area** Jim Murphy requested that two sentences referring to buildings on the square be deleted. Both sentences read as follows: “Many of these structures have historic significance and preservation of historic properties within this area is a high priority. Much of this area is eligible for local historic designation.” This motion would have deleted the last sentence. (See third paragraph on page 2 – 1) Note: The motion was introduced by Joe Hoffman and defeated by a vote of 3 – 6.

**Commission Discussion:** Mr. Murphy’s letter (available in the Council Office) expressed concern about the restrictive nature of historic designation and noted that preservation has already occurred without designation. Members pointed out that Chapter 5 (last paragraph on 5-15) provided a clear statement in favor of pursuing designations of eligible structures in the downtown and that this sentence merely affirmed that buildings on the square were eligible for designation.

## Chapter Three – Architectural Design Guidelines

This chapter recommends design guidelines intended to promote investment that will respect traditional design elements yet give room to explore new and creative architectural concepts. These design guidelines address: site plans; architectural character, mass, scale and form; exterior building materials; upper story windows; entries; pedestrian interest; mechanical equipment and utilities; parking structures; and, lighting. The following four conditions of approval were proposed by staff and approved by the Commission:

**Condition of Approval #2 – Correcting Reference to Sidewalk Edge** – replaces the term “street edge” with “sidewalk edge” in the first bullet following the second paragraph on page 3-2. *Note: The guidelines recommend that at least 70% of the front wall of buildings in the Courthouse Square area align with the sidewalk.*

### **Conditions of Approval #3 and #4**

**– Placement of Outdoor Seating in the Right-of-Way (#3)** inserts a new bullet under guideline 3.2 (Orient the primary entrance of a building toward the street) stating that outdoor seating can provide a useful visual cue to those entrances and is encouraged in the public right-of-way subject to approval of the Board of Public Works.

**- Offering Clearly Defined Entrances that Face the CSX Corridor Trail and Attract Trail Users (#4)** - inserts another bullet after the previous one recommending that buildings along the CSC Trail Corridor offer clearly defined entrances facing the corridor and first floor uses catering to users of the trail.

**Condition of Approval #5 – Discouraging Imitation of Historic Style Except Where Required by Historic Designations or Nominations** – clarifies that imitation of older historic styles is generally discouraged and is only suitable when necessary to conform to Secretary of the Interior standards for rehabilitation of historic buildings. (See second bullet of second paragraph on page 3-4). *Note: The Plan favors use of compatible forms and materials but disfavors imitation.*

## Chapter Four – Framework Plan

This chapter addresses: significant vehicular and pedestrian routes; key intersections; parks and open space; wayfinding; streetscape design; parking; and alternative transportation. Much of it recommends design elements that will help orient motorists and invite pedestrians, avoid conflicts between the two, and knit their movements into a vital community. It also offers recommendations for parking that include: increasing utilization rates by improving the safety and accessibility of the garages (among other measures); increasing parking ratios from 0.5 – 0.75 to 0.80 cars per bedroom, adding 2,000 spaces, and exploring

shared parking; improving management of the parking system; and developing a comprehensive transportation plan.

**Condition of Approval #12 – Parking Recommendations Do Not Diminish Importance of Improving Alternative Transportation** – adds new text under “Parking” which states: “It is important to note that the following parking recommendations do not diminish the need for pedestrian bicycle, transit and other alternative transportation improvements in the study area. Especially in light of recent increases in the cost of gas and oil, these alternative forms of transportation likely will become increasingly important in the future and should be encouraged.” (See the end of the fifth paragraph on page 4-8.) This condition was introduced by Joe Hoffman and was adopted by a vote of 9 – 0.

**Commission Discussion:** This amendment was intended to address a number of speakers, many from Bloomington Transportation Options for People (BTOP), who argued that the Plan accommodated cars at the expense of transit riders, pedestrians and bicyclists. The members of the Commission, in general, recognized the need to promote alternative transportation, but favored an evolutionary approach to the problem over a sudden imposition of market-based one. *(Note: The Staff Report for the September 12<sup>th</sup> meeting summarized citizen comments submitted to the Commission and copies of those comments were part of the Plan Commission packet and are available in the Council Office. Those comments include summaries of the work of Donald Shoup, which provides academic support for BTOP’s argument.)*

## **Chapter Five – Implementation**

This chapter anticipates that implementation of the Plan will be driven by both public and private sectors and that the City should foster and work with private investment. It offers strategies for: design review, civic facilities, residential development, parking, commercial development, historic preservation, and overall prioritization. Half of the conditions of approval dealt with this chapter and they are briefly noted below. All but the last were introduced by staff and all were approved.

**Condition of Approval #6 - Prioritization** adds a new paragraph at the end of the introduction of this chapter which acknowledges that the recommendations have not been prioritized, nor have the resources been identified to implement these strategies. It calls for the Planning Department to “collaborate with other City departments and other key agencies to prioritize the Plan’s recommendations and to identify key resources needed to implement them.” (See page 5-2)

**Condition of Approval #7 – Pedestrian Plazas** adds a new bullet under Bicycle and Pedestrian Improvements recommending that pedestrian plazas “connect important civic facilities, commercial, office and residential uses provided that (these spaces) are both

strategically located and well-designed to maximize daily use.” (See first bullet on top of page 5-6)

**Condition of Approval #8 – Sidewalk Widths** adds a new bullet under Bicycle and Pedestrian Improvements recommending wider sidewalks (more than five feet) in “locations with higher pedestrian activity.” (See second bullet at top of page 5-6)

**Condition of Approval #9 – Conditional Use Process for Formula, Big Box, Retailers** adds a sentence under Commercial Development Activity which recommends that the City consider reviewing requests by “large, ‘big box’ formula retailers to locate downtown as a conditional use “in order to determine whether such larger-scale land use proposals will have any negative effects on Bloomington’s unique and diverse downtown character.” (See last sentence of the fourth paragraph on page 5-13)

**Condition of Approval #10 – HPC Should Consider Designation of Restaurant Row** adds a new sentence that “A top priority for the City’s Historic Preservation Commission should be to consider a designation for the “Restaurant Row Study Area” as delineated by the Indiana Historic Sites and Structure Inventory City of Bloomington Interim Report (2001); or to locally designate individual structures in this cherished and context-sensitive area of the downtown.” (See new sentence at the end of the last paragraph on page 5-15)

**Condition of Approval #11 – Undertake Market Studies to Help Set Priorities** “In order to help set such priorities, the City of Bloomington should engage in the studies of parking structures and parking availability, corporate headquarters, Class A office space, retail space, housing and the expansion of the convention center in the downtown area. These studies should include the following--- needs assessment, possible locations, potential hindrances to development, possible funding mechanisms, and possible incentives for development. These studies may be conducted *separately and initial implementation of this plan need not await completion of such studies.*” (See new paragraph after the second paragraph on page 5-15) Introduced by Travis Vencel and adopted by a vote of 8 – 1.

**Commission Discussion:** This change calls for the City to undertake market studies in order to help determine how to prioritize the Plan’s recommendations. The discussion dealt with whether the studies would slow down implementation of the plan or rely on the private sector to influence decisions without a balancing of all the downtown objectives. The final sentence was added to address those concerns. Staff did not object to the motion.

***Happy Birthday Regina Moore!***



**NOTICE AND AGENDA FOR  
COMMON COUNCIL, COMMITTEE OF THE WHOLE  
7:30 P.M., WEDNESDAY, OCTOBER 26, 2005  
COUNCIL CHAMBERS  
SHOWERS BUILDING, 401 NORTH MORTON**

**Chair: Jason Banach**

1. Resolution 05-17 To Approve the Interlocal Agreement Between Monroe County and the City of Bloomington for Animal Shelter Operation for the Year 2006

Asked to Attend: Laurie Ringquist, Director Animal Control

2. Resolution 05-18 To Amend the City's Comprehensive Plan to Include the Downtown Vision and Infill Strategy Plan as a Subarea Plan

Asked to Attend: Scott Robinson, Zoning Compliance Planner



City of Bloomington  
Office of the Common Council

# MEETING NOTICE

Members of the Common Council have been invited to attend a State of the Community Address by the Mayor and County Commissioners. The address is scheduled for Thursday, October 27, 2005 in the Fountain Square Ballroom, 101 W. Kirkwood Avenue, Suite 305, at 5:30 pm.

Because a quorum of the Council may be present, this meeting would also constitute a meeting of the Common Council under the Indiana Open Door Law. For that reason, this statement is providing notice that this meeting will occur and is open for the public to attend, observe and record what transpires.

Dated & Posted: October 21, 2005

City of  
Bloomington  
Indiana

City Hall  
401 N. Morton St.  
Post Office Box 100  
Bloomington, Indiana 47402



**Office of the Common Council**  
(812) 349-3409  
Fax: (812) 349-3570  
e-mail: council@bloomington.in.gov

To: Council Members  
From: Council Office  
Re: Calendar for the Week of October 24-29, 2005  
Date: October 21, 2005

**Monday, October 24, 2005**

5:30 pm Bloomington Human Rights Commission, McCloskey

**Tuesday, October 25, 2005**

4:00 pm Board of Park Commissioner, Council Chambers  
5:30 pm Commission on Sustainability, McCloskey  
7:00 pm Public Forum on Land Management, Council Chambers

**Wednesday, October 26, 2005**

2:00 pm Hearing Officer, Kelly  
5:30 pm Traffic Commission, Chambers  
6:30 pm Metropolitan Planning Organization Citizen's Advisory Council, McCloskey  
7:30 pm Common Council Committee of the Whole, Council Chambers

**Thursday, October 27, 2005**

10:30 pm County Address Coordination Meeting, McCloskey  
5:30 pm State of the Community Address, Fountain Square Ballroom, 101 W. Kirkwood Ave.,  
Suite 305

**Friday, October 28, 2005**

12:00 pm Economic Development Commission, Hooker Room

*Happy Birthday to City Clerk Regina Moore!*

**Saturday, October 29, 2005**

7:00 am Bloomington Community Farmers' Market, Showers Common

**RESOLUTION 05-17**

**TO APPROVE THE INTERLOCAL AGREEMENT  
BETWEEN MONROE COUNTY AND THE CITY OF BLOOMINGTON  
FOR ANIMAL SHELTER OPERATION FOR THE YEAR 2006**

WHEREAS, the Common Council of the City of Bloomington desires to contract with Monroe County, through the authority of I.C. 36-1-7-2, to provide services and facilities to the County for animal care and control in consideration of payment therefor; and,

WHEREAS, an agreement has been reached between the Director of the Animal Shelter and the County Commissioners to provide said services and facilities for 2006;

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

SECTION 1. The Common Council hereby approves the Animal Shelter Agreement for Fiscal Year 2006 and authorizes the Mayor, the Director of the Animal Shelter and the Clerk of the City of Bloomington to execute the agreement.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this \_\_\_\_\_ day of \_\_\_\_\_, 2005.

\_\_\_\_\_  
ANDY RUFF, 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 \_\_\_\_\_ day of \_\_\_\_\_, 2005.

\_\_\_\_\_  
REGINA MOORE, Clerk  
City of Bloomington

SIGNED and APPROVED by me upon this \_\_\_\_\_ day of \_\_\_\_\_, 2005.

\_\_\_\_\_  
MARK KRUZAN, Mayor  
City of Bloomington

**SYNOPSIS**

This resolution authorizes execution, by the Mayor and Director of Animal Care and Control, of the Interlocal Agreement between the City and County for 2006. The agreement provides that Monroe County shall pay the City the sum of \$197,633.00 for 2006 in return for the space the City provides to the County and services it renders on the County's behalf.

## MEMORANDUM

**To: Common Council**

**From: Laurie Ringquist**

**Date: October 17, 2005**

**Re: Resolution 05-17**

Indiana Code § 36-1-7 empowers the City of Bloomington to contract with Monroe County to provide services and facilities to the County in animal care and control in return for payment.

This resolution is to authorize the Mayor and Director of the Animal Shelter to execute an interlocal agreement with Monroe County regarding Animal Shelter operations. The City provides services and use of the Animal Shelter facilities to the County. In return, the County pays to the City a portion of the Animal Shelter operating costs each year. The County does not pay any costs associated with the volunteer program or the education program. The amount to be paid is calculated based on the percentage of animals from Monroe County sources the previous year times the projected Animal Shelter operations budget. The attached sheet shows the calculation for FY 2006 with a Monroe County share of \$197,633.00.

**CITY OF BLOOMINGTON/MONROE COUNTY  
INTERLOCAL AGREEMENT FOR ANIMAL CONTROL  
FY 2006 PROJECTED COSTS**

There are four components to the Animal Control Department budget:

- Animal Shelter Operations
- Animal Control Field Operations
- Education Program
- Volunteer Program

Monroe County pays the City of Bloomington a percentage of the Animal Shelter Operations program. The percentage translated into the percentage of animals Monroe County generated of the total number of animals handled the previous year.

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ANIMAL SHELTER OPERATIONS PROGRAM PROJECTED 2006 BUDGET = \$395,266  
(This includes requested budget increases and projected salary increases. Total is reduced by \$146,000 to reflect anticipated adoption revenues.)

**2004 PERCENTAGE OF ANIMALS FROM MONROE COUNTY SOURCES**

- Picked up by AMO's 750
- Strays brought in by Monroe County residents 1,090
- Animals relinquished by Monroe County residents 1,133

**Total number of Monroe County Animals 2,973**

Total number of animals handled by Shelter in 2004 5,948

Percentage of animals from Monroe County sources 50%

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ANIMAL SHELTER OPERATIONS PROGRAM BUDGET X 50% = 2006 INTERLOCAL AMOUNT

$$\$395,266 \times 50\% = \$197,633$$

**2006 PROJECTED MONROE COUNTY ANIMAL SHELTER COSTS \$197,633**

**ANIMAL SHELTER INTERLOCAL AGREEMENT**  
**FOR FISCAL YEAR 2006**

**WHEREAS**, the City of Bloomington Animal Control Department operates the Animal Shelter for the care and control of animals; and,

**WHEREAS**, the City Animal Control Department enforces licensing, animal care and animal control ordinances within the corporate boundaries of the municipality, including impoundment, adoptions and euthanizing of animals of the Animal Shelter; and,

**WHEREAS**, the County Animal Management Officers exercise similar functions within the County, but utilize the Shelter premises and staff for impoundment, adoptions and euthanasia; and,

**WHEREAS**, the City of Bloomington and Monroe County are empowered pursuant to Indiana Code § 36-1-7 to contract together on the basis of mutual advantage to provide services and facilities in a manner and pursuant to forms of governmental organization that will accord best with geographic, economic, population and other factors influencing the needs and development of local government;

**NOW, THEREFORE**, in consideration of the mutual terms, covenants, and conditions herein agreed, the parties agree as follows:

- 1) The duration of the Agreement shall be for the year 2006.
- 2) The City agrees to provide the County the following:
  - (a) the impoundment, general animal care, adoption and euthanasia for County animals;
  - (b) use of supplies and equipment in the City Animal Shelter by the County Animal Management personnel;
  - (c) assistance to County personnel in answering phone calls, dispatching service calls and explaining County animal management laws to callers; and
  - (d) accept and record payments for County license fees, and to remit these funds to the County monthly.
- 3) The County agrees to pay the City the sum of \$197,633.00.
- 4) Payment shall be made semi-annually to the Controller of the City of Bloomington, upon the timely submission by the City of a claim. Such claims should be submitted to the Board of Commissioners, Room 322, Courthouse, Bloomington, Indiana 47404.

**THE PARTIES**, intending to be bound, have executed this *ANIMAL SHELTER INTERLOCAL AGREEMENT FOR FISCAL YEAR 2006* on this \_\_\_\_\_ day of \_\_\_\_\_, 2005.

CITY OF BLOOMINGTON

MONROE COUNTY COMMISSIONERS

\_\_\_\_\_  
MARK KRUZAN, MAYOR

\_\_\_\_\_  
JOYCE POLING, PRESIDENT

DATE: \_\_\_\_\_

DATE: \_\_\_\_\_

\_\_\_\_\_  
LAURIE RINGQUIST, ANIMAL  
CONTROL DIRECTOR

\_\_\_\_\_  
HERB KILMER, VICE PRESIDENT

DATE: \_\_\_\_\_

DATE: \_\_\_\_\_

\_\_\_\_\_  
IRIS KIESLING, MEMBER

DATE: \_\_\_\_\_

ATTEST:

ATTEST:

\_\_\_\_\_  
REGINA MOORE, CLERK

\_\_\_\_\_  
BARBARA CLARK, COUNTY AUDITOR

DATE: \_\_\_\_\_

DATE: \_\_\_\_\_



**RESOLUTION 05-18**

**TO AMEND THE CITY'S COMPREHENSIVE PLAN TO INCLUDE THE DOWNTOWN VISION AND INFILL STRATEGY PLAN AS A SUBAREA PLAN**

- WHEREAS, pursuant to I.C. 36-7-4-501, the Plan Commission is responsible 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 adopted the comprehensive plan, also known as the Growth Policies Plan, which contained provisions for the preparation of future sub-area plans; and
- WHEREAS, the City, as directed by the Growth Policies Plan, hired a professional consultant to develop a subarea plan for the downtown area: to expand the geographic boundaries of the downtown, to establish site planning and design standards, and to address the long-term viability of the downtown area; and
- WHEREAS, Downtown Bloomington represents an extraordinary collection of predominantly traditional late 19<sup>th</sup> and early 20<sup>th</sup> century commercial, residential, and institutional buildings with a great variety of structural styles, ages, and masses; and
- WHEREAS, fostering a vibrant and visually cohesive downtown, that serves as the heart of Bloomington, is crucial to the City's future; and
- WHEREAS, the *Downtown Vision and Infill Strategy Plan* has completed a public participatory process, has received a positive recommendation by Plan Commission and is forwarded to the Common Council for adoption;

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

SECTION 1. The City's Comprehensive Plan shall be amended by the addition of the *Downtown Vision and Infill Strategy Plan*, which is attached to and made a part of this resolution.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this \_\_\_\_\_ day of \_\_\_\_\_, 2005.

\_\_\_\_\_  
ANDY RUFF, President  
Bloomington Common Council

SIGNED and APPROVED by me upon this \_\_\_\_\_ day of \_\_\_\_\_, 2005.

\_\_\_\_\_  
MARK KRUZAN, Mayor  
City of Bloomington

ATTEST:

\_\_\_\_\_  
REGINA MOORE, Clerk  
City of Bloomington

## SYNOPSIS

This resolution amends the City's Growth Policies Plan (GPP) to add the Downtown Vision and Infill Strategy Plan as a subarea plan for the downtown. This subarea plan provides policy recommendations and strategies on architectural design review, civic facilities, residential and commercial development, parking, and historic preservation for the area generally delineated by the GPP's Downtown land use designation.

# Memo to the Common Council

**To: Members of the Common Council**

**From: Scott Robinson, Long Range/Transportation Manager**

**Subj: Downtown Vision and Infill Strategy Plan Res- 05-18 (MP-25-05)**

**Date: October 3, 2005**

**BACKGROUND:** The purpose of this resolution is to amend the Growth Policies Plan (GPP) by adopting a subarea plan for the downtown, known as the *Downtown Vision and Infill Strategy Plan*. Last summer, the City initiated a planning process to develop and adopt a subarea plan for the downtown. The premise for this undertaking is directly related to three Conserve Community Character (CCC) implementation measures found within the Growth Policies Plan (GPP). These measures are as follows:

- 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.
- 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.
- 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.

The City signed a contract with Winter and Company, a nationally recognized design consultant, to collaborate with the Planning Department to complete a plan for the downtown using these implementation measures as a scope of work. A key component used to develop a final draft of the *Downtown Vision and Infill Strategy Plan* was public input; which was sought throughout the planning process.

To facilitate this process several methods were used. These include: community workshops, focus group interviews, a citizens advisory committee, and periodic correspondence with citizens, Downtown Bloomington Inc., the Historic Preservation Commission, and the Plan Commission. These methods provided an effective means to develop a draft *Downtown Vision and Infill Strategy Plan* prior to bringing it to the Plan Commission to consider as a request to amend the Growth Policies Plan (GPP). The draft plan was also revised several times before it was brought before the Plan Commission. These revisions were based upon staff recommendations and public input received.

After completion of the draft plan, the adoption process began with the August 8<sup>th</sup>, 2005 Plan Commission hearing. This first hearing was structured to provide an overview of the final draft and an opportunity for Plan Commission and public comments. The second Plan Commission hearing, on September 12<sup>th</sup>, 2005, was structured to summarize first hearing comments and to consider recommendations for conditions of approval. Because the plan had undergone a ten month planning process, which

utilized several methods of public involvement and incorporated multiple levels of revisions, changes to the document were to be addressed with conditions of approval. This provided the most effective and efficient way to handle revisions to the final draft in a public forum. Based upon comments from the first Plan Commission hearing, staff proposed ten conditions of approval. Two additional conditions of approval were also added at the second Plan Commission hearing.

This memo is organized into three sections. First the **Plan Summary** provides an outline of the contents within the *Downtown Vision and Infill Strategy Plan*. Second, **Plan Commission Discussion** provides an overview of the comments received during Plan Commission hearings. Last, the **Recommendation** section provides a synopsis of the final Plan Commission recommendation and the twelve conditions of approval listed.

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**PLAN SUMMARY:** The final draft of the Downtown Vision and Infill Strategy Plan is organized into seven sections: Executive Summary/Introduction; Chapter One - Economic Overview; Chapter Two – The Design Character of Downtown; Chapter Three – Design Guidelines; Chapter Four – The Framework Plan; Chapter Five – Implementation; and Appendix.

The introduction provides general background information on the purpose of the document and the ten year outlook which it is intended to cover. The narrative details the genuine enthusiasm citizens have expressed regarding the future of the downtown and their positive outlook for the downtown. An overview of each chapter is outlined, and various resources were identified that were used to assist the consultant to both understand previous City policy guidance for the downtown as well as to establish the study area boundary.

Chapter One investigates local demographic and economic trends to help understand current economic and development conditions in Bloomington. Current trends indicate that viable market opportunities exist which the downtown area can capture. These markets include additional office employment, retail, and housing. Of particular interest, the housing analysis identifies that there is a viable market for a mix of housing options that could target multiple income groups and demographic age classes. Specifically, the plan identifies the 45 to 65 year age group as a primary future target market for the downtown area. A key provision to attracting the 45-65 year age group is the concept of place making through the creation of an arts district.

Chapter Two provides the fundamental framework for the document. Six Character Areas or districts are identified within the downtown study area. Each has land uses and development patterns that create specific geographic areas within the downtown. They are: the Courthouse Square; Downtown Core; University Village; Downtown Edges; Gateway Character Areas; and The Showers Technology Park. A map of the character areas can be found on page 2-3 of the Plan. The intent of the character areas is “to provide a clear definition of expectations for the design features of future redevelopment and infill projects.” A more detailed description for each character area is provided within in the plan. Generally speaking each area can be described as follows:

- The Courthouse Square - contains the highest concentration of traditional commercial retail storefront buildings and is the heart of downtown

- The Downtown Core - contains a mix of traditional and nontraditional structures which results in an area of diverse uses and structures
- The University Village - is a distinct variation of the Courthouse Square and Downtown Core areas that serves as the link between Indiana University and the Courthouse Square where an eclectic mix of uses, developments, and architectural styles are present
- Downtown Edges - are transitional zones between the downtown commercial developments and the single family residential neighborhoods where development in this area must be particularly considerate to the adjacent well established neighborhoods
- The Gateway Character Areas: The Illinois Central Railroad Gateway (north); and the Seminary Square Gateway (south) - are also transitional in nature, but the gateways should be considered vital to the overall arrival and departure to the downtown where visual clues to visitors and residents convey that the heart of the community is fast approaching
- The Showers Technology Park – contains unique planning and redevelopment opportunities because of the variety of industrial and commercial uses on large parcels within the Certified Technology Park

Chapter Three contains architectural design guidelines for the downtown. The guidelines are broken into several sections: Site Plan; Architectural Character; Mass, Scale, and Form; Exterior Building Materials; Upper Story Windows; Entries; Pedestrian Interest; Mechanical Equipment and Utilities; Parking Structures; and Lighting. Each section gives specific design guidelines to address various architectural and site planning issues.

The intent of these guidelines is to provide a basis for standards and/or guidelines to use for each character area and to incorporate into the City's regulatory process. Specifically, it is anticipated that these guidelines will be a valuable reference as the City moves forward with adopting regulatory standards during the forthcoming zoning ordinance update process as well as discretionary guidelines that can be used to evaluate tax abatements, variance requests, and other related approvals. The long-term intent of these guidelines is to establish clear expectations on how new and redevelopment projects in the downtown will be evaluated.

Chapter Four includes a framework of broad urban design and land use concepts to help guide future development and City capital improvement projects. Like Chapter Three, there are several sections of urban design and land use concepts containing specific recommendations. These concepts are: Primary Automobile Routes; Gateways: Key Intersections; CSX Trail Enhanced Pedestrian/Bike Crossings and Intersections; Designated Pedestrian Routes; Parks and Open Space; Wayfinding; and Streetscape Design. The key to most of these concepts is tied to the Circulation Map illustrated on page 4-3 of the plan. The characteristics of each concept are detailed in the document. However, the Circulation Map provides a clear visual representation on priority locations to implement respective urban design and land use concepts.

In addition to the urban design and land use concepts, issues and recommendations are detailed for downtown parking and transportation. Parking is a contentious issue for downtowns where perceptions on parking can vary widely. One short-term recommendation to improve parking availability is to increase parking utilization rates throughout the downtown. Another recommendation directs the City to enact measures

that address future development demands, which are projected to need an additional 2000 spaces, as well as improved management of the system. Strategies include: implementing a 0.80 parking space per bedroom ratio requirement for future residential developments, address safety concerns for City garages, increase accessibility and visibility of available public parking, and develop a comprehensive transportation plan to balance automobile circulation and alternative modes of transportation. Last, Chapter Four concludes with an illustrative sketch of the long-term build out scenario for the Showers Technology Park Character Area.

Chapter Five outlines implementation measures for key policies and recommendations identified within the Plan. Key strategies are described for the following issues: Design Review Strategy; Civic Facilities Strategy; Residential Development Strategy; Parking Strategy; Commercial Development Strategy; and Historic Preservation Strategy. In addition to these strategies, a prioritization process and criteria are proposed to assist with timely and systematic sequencing of the implementation strategies. This information gives the City the ability to evaluate and implement strategies once the plan is adopted.

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**PLAN COMMISSION DISCUSSION:** Prevailing issues discussed during the Plan Commission hearing process focused mostly on the need to clarify language used within the final draft of the *Downtown Vision and Infill Strategy Plan*. Little discussion occurred regarding the content, scope, and intent of the plan. The concepts, policies, and implementation measures generally received broad support and were widely accepted throughout the development process. There was a general understanding that the GPP and other established planning documents and planning processes (e.g. the Alternative Transportation and Greenways System Plan, Long Range Transportation Plan, Zoning Ordinance Update, Bloomington Transit Route Structure and Downtown Passenger Transfer Facility Location Analysis) are the best means to address issues which are viewed beyond the scope of this effort.

Similarly, public comment demonstrated strong support for the plan as well. Some citizens did express a preference to broaden the scope of the plan, a concern about parking requirements, and a desire to emphasize aspects of alternative transportation. These concerns have been acknowledged in the plan which provides the necessary guidance to the City when such relevant planning efforts are initiated.

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**RECOMMENDATION:** After two hearings of discussion on August 8th and September 12th, the Plan Commission is forwarding Case# MP-25-05 with a 9:0 positive recommendation to the Common Council. This recommendation was contingent upon twelve conditions of approval. The conditions of approval are as follows:

- 1) Chapter 1, page 1-14, first paragraph, second sentence, shall omit the word "Wonderlab" from this sentence.
- 2) Chapter 3, page 3-2, second paragraph, first bullet, first sentence shall change the phrase "street edge" to "sidewalk edge".
- 3) Chapter 3, page 3-3, second paragraph, a new bullet (under guideline 3.2) shall read: "Outdoor seating should be used to provide pedestrians with visual cues for active spaces and building entrances. Outdoor seating is encouraged for locations within the public right-of-way, and is subject to Board of Public Works approval."

- 4) Chapter 3, page 3-3, second paragraph, a new bullet (under guideline 3.2) shall read: "Renovation of existing buildings as well as new development along the CSX Trail Corridor shall strive to provide clearly-defined entrances along the trail corridor. First floor uses should provide active spaces that attract and potentially cater to users of alternative modes of transportation."
- 5) Chapter 3, page 3-4, second paragraph, second bullet shall be modified as follows: "In general, the imitation of older historic styles is discouraged except where necessary to conform to the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings."
- 6) Chapter 5, page 5-2, a new paragraph at the end of the page shall read: "The recommendations which are contained within this chapter have not yet been prioritized; nor have the associated departments or resources been identified to implement these recommendations. The City of Bloomington Planning Department should collaborate with other City departments and other key agencies to prioritize the Plan's recommendations and to identify key resources needed to implement them."
- 7) Chapter 5, page 5-6, first bullet at the top of the page shall now read: "Pedestrian plazas that connect important civic facilities, commercial, office, and residential uses, provided that pedestrian plaza spaces are both strategically located and well-designed to maximize daily use; and"
- 8) Chapter 5, page 5-6, add a new bullet after the first bullet to read: "Increased sidewalk widths beyond the five foot minimum for locations with higher pedestrian activity; and"
- 9) Chapter 5, page 5-13, fourth paragraph, last sentence shall now read: "The City of Bloomington should consider a conditional use policy that requires careful review of proposals for the development of large, "big-box" formula retailers in the downtown in order to determine whether such larger-scale land use proposals will have any negative effects on Bloomington's unique and diverse downtown character."
- 10) Chapter 5, page 5-15, last paragraph, a new sentence shall be added to read: "A top priority for the City's Historic Preservation Commission should be to consider a designation for the "Restaurant Row Study Area" as delineated by the Indiana Historic Sites and Structure Inventory City of Bloomington Interim Report (2001); or to locally designate individual structures in this cherished and context-sensitive area of the downtown."
- 11) Chapter 5, page 5-17, add a new paragraph after the second paragraph to read "In order to help set such priorities, the City of Bloomington should engage in the studies of parking structures and parking availability, corporate headquarters, Class A office space, retail space, housing and the expansion of the convention center in the downtown area. These studies should include the following--- needs assessment, possible locations, potential hindrances to development, possible funding mechanisms, and possible incentives for development. These studies may be conducted *separately and initial implementation of this plan need not await completion of such studies.*"
- 12) Chapter 4, page 4-8, add new text at the end of the fifth paragraph, under the Parking heading, to read "It is important to note that the following parking recommendations do not diminish the need for pedestrian bicycle, transit and other alternative transportation improvements in the study area . Especially in light of recent increases in the cost of gas and oil, these alternative forms of transportation likely will become increasingly important in the future and should be encouraged."



Minutes and Staff Report  
for the September 12, 2005  
Plan Commission

Legislative Packet October 26, 2005  
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Bloomington, Indiana 47402

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**PC--Summary Minutes, Sept. 12, 2005**

*PC minutes are transcribed in a summarized manner. Audiotapes are available in the Planning Department for reference. This audiotape begins in first staff report. The starting spot is noted. Videotapes are also available for viewing in the Audio-visual (CATS) Department (phone #349-3111 or E-mail address: moneill@monroe.lib.in.us) of the Monroe County Public Library, 303 E. Kirkwood Ave.*

The City of Bloomington Plan Commission (PC) met on Monday, Sept. 12, 2005, at 5:30 p.m. in City Council Chambers. Members present: Jack Baker, Scott Burgins, Chris Gaal, Joe Hoffmann, Milan Pece, Tom Seeber, Bill Stuebe, Travis Vencel and Pat Williams

**ROLL CALL**

**MINUTES TO BE APPROVED: August 8, 2005. \*\*\*Chris Gaal moved approval of the minutes. Scott Burgins seconded the motion. The minutes were approved by a vote of 9:0.**

**REPORTS, RESOLUTIONS, AND COMMUNICATIONS:**

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**PETITIONS:**

**MP-25-05      City of Bloomington  
                  Downtown Vision and Infill Strategy Plan**

Scott Robinson presented the staff report. This is the second hearing for this petition. If approved, the plan will be forwarded to Common Council. He outlined the ten suggested conditions of approval. (See staff report for details.) Condition #1 strikes the word "Wonderlab" from the report. Condition #2 changes the phrase "street edge" to sidewalk edge." Condition #3 gives direction to the issues of outdoor seating. Condition #4 gives direction to development along the CSX corridor. Condition #5 recognizes the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings. Condition #6 calls for prioritization of recommendations. Condition #7 provides guidance on the location and use of plaza space. Condition #8 suggests providing wider sidewalk widths in the downtown area. Condition #9 requires careful review of any proposed big-box formula retailers in the downtown. Condition #10 calls for the City's Historic Preservation Commission to designate "Restaurant Row" or to locally designate individual structures in that area.

Bill Stuebe noted that the Plan Commission (PC) received a note from Jim Murphy of CFC requesting that local historic designation of the downtown be avoided. Murphy noted that Bloomington's downtown is respected and has been preserved without local designation.

Tom Seeber asked why Murphy was worried about local historic designation.

Chris Gaal asked Nancy Hiestand to comment.

Travis Vencel asked if the buildings on the south side of the square are locally designated.

Nancy Hiestand said that the courthouse square is on the national register. The buildings that were built in 1860-1940 in the areas about a block away from the square are within the national register district. That doesn't involve any design review unless the owners are using Federal money. There are no restrictions on the work done on the square. Changes to locally designated buildings would trigger a 30-day review process with the Historic Commission including the review of plans. The south side of the square is not locally designated. The Buskirk Chumley is locally designated.

Vencel asked if the downtown plan as it is written gives encouragement to pursue local historic designation?

Hiestand said the downtown has been eligible for years. If the encouragement is in the plan, she would consider that a basis for action.

Milan Pece asked if they could substitute language?

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Robinson said Murphy wants it stricken from the plan.

Jack Baker said that he is not as concerned as Murphy. The paragraph just notes that it is eligible. It is just a statement of fact.

Gaal said that he agrees with the statement of fact. It is an accurate statement of policy. He agreed with Baker that the language should remain.

Scott Burgins said that he understands the public comments about parking. There are pretty compelling arguments in the articles he's read. Does staff recognize that? Are you moving the skirmish over to Zoning Ordinance (ZO) and away from the downtown plan?

Robinson asked Burgins to clarify which comments he's referring to. The Shoup article relates to impact fees which are currently illegal in Indiana. We are considering minimum parking standards in the ZO update process. We need to manage parking better including utilization rates. We don't want cars stored on the street for a long period of time.

Burgins asked about the prohibition of surface parking.

Robinson said there is a current prohibition on surface parking lots.

Pat Williams thanked staff for including the public comments. We have not really addressed public transportation at all. Was that in the process?

Robinson said the original scope of this project primarily dealt with architectural design standards for the downtown. Staff feels the alternative transportation plan, the BT study and the Long-range Plan addresses public transportation and infrastructure improvements. We would need a full blown comprehensive plan of the downtown to address all of these issues.

Bill Stuebe said that it was announced in the MPO meeting on Friday that the city had received \$3 million to study and replace the bus station at 4<sup>th</sup> St. and improve transit service.

Stuebe asked for public comment.

Elizabeth Rytting represented Bloomington Transportation Options for People (BTOP). Their comments were included in the report. They see a lot of good things—building design and the focus on pedestrians, more bike racks and wider sidewalks. They were concerned that the City may increase the required number of spaces per bedroom. Parking minimums encourage cars. They would like to see no minimums. Transit system improvements will allow people to live downtown and not drive.

Buff Brown said that the downtown plan focuses on cars. He doesn't want to increase the parking minimums. The plan endorses increasing this number. He quoted Donald Shoup who stresses that off-street parking requirements should be removed and parking market-driven. Many cities are putting into place parking caps. Shoup supports metered parking. High off-street parking requirements increase the cost of all development, reduce densities by preempting land for other uses and increase traffic both within the downtown and on the routes to it. Making off-street parking maximums would benefit the environment, people's health, lower development costs and allow attention to be placed on many other planning issues.

Yvonne Whitman supported the downtown plan. She agreed that a successful downtown is a place interaction and community. She was concerned about the emphasis on cars and parking. We need sufficient alternatives to driving downtown. More cars will increase traffic and pollution. We need to make the downtown pedestrian-friendly.

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Sarah Clevenger, a Bloomington resident for 60 years, said she was glad to see people living downtown again. The more people living downtown the more money will exchange hands. We want to get people downtown not cars. She supports alternative transportation. The most vibrant communities have provided the least amount of parking.

Amy Inman, a transportation planner, spoke about multimobilism. She is glad that there is a transit study in place. She was shocked at the number of references to parking in plan. To promote parking is short-sighted. Where is transit in this plan? She asked staff to work with public transportation and have stronger language in this document supporting transit. We can't continue to subsidize cars. Bike and pedestrian facilities are vital. She suggested not approving this plan until staff has fully addressed the transit issue.

Sandi Clothier urged the Plan Commission to think carefully before taking out the reference to preservation of the downtown. We are looking at the downtown because it is that significant. We will lose the downtown structures if the downtown is not preserved. This allows us to at least consider the downtown as a significant part of our history. The Oddfellows building is being redone and it doesn't have to be done authentically. Growth and change have to happen but we need to be able to look at the change and preserve the buildings.

Chris Sturbaum said that he was pleased that the plan is presenting a forum for these kinds of discussions. We need to get to where there is less emphasis on cars. There has to be more volume to support public transit. We are on the right track. We are also on the right track to allow both development and preservation. This plan is trying to catch the bad project. The good projects will go right through. Big projects will have public scrutiny which will make them better projects. The courthouse square is the heart of the town. He was sure that the PC wouldn't take it seriously to not protect the courthouse square. He encouraged the PC to support the plan.

Jan Sorby said she had to support protecting the courthouse square. It is essential that the courthouse square remains intact. Please don't take the language out.

Talisha Coppock said that Jim Murphy was concerned that if we follow the guidelines from the Secretary of the Interior some of the buildings on Restaurant Row would not have been allowed. They respect historic preservation but are concerned with the bigger picture including economic vibrancy. His concern was that if buildings are locally designated any changes would have to be reviewed. Who can best make the decision of what works and what doesn't? Overall, it's a very good document. They were hoping that the document would help deal with some of the larger projects that will be coming in and what to do with vacant office space.

Stuebe asked Coppock about parking.

Coppock said off-street employee parking is needed. Employees will always try to find free parking. There are spaces in the 3 parking garages for lease. If there are going to be more residential developments, parking arrangements would be necessary. It depends how you use downtown. Pedestrians are the lifeblood of downtown. There are 8,000 employees downtown. Making sure that they are parking in parking garages or using shuttles would be an important first step.

Eve Crain said that we need to think about the long-term here. There are public health benefits to be gained by biking and walking. The downtown plan is well-intentioned but it has too much emphasis on parking.

Joe Hoffmann suggested that the PC consider conditions of approval one by one before voting on the Plan. The 10 suggested by staff are all okay. **\*\*\*Vencel moved to approve a new condition of approval. Additional Condition (Condition of Approval #11): (Add a third paragraph before the list of items at page 5-17) "In order to help set such priorities, the City of Bloomington should**

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**engage in the studies of parking structures and parking availability, corporate headquarters, Class A office space, retail space, housing and the expansion of the convention center in the downtown area. These studies should include the following--- needs assessment, possible locations, potential hindrances to development, possible funding mechanisms, and possible incentives for development. These studies may be conducted *separately and initial implementation of this plan need not await completion of such studies.***

Hoffmann said that this condition would commit the City to engaging in some kind of on-going study to help set the priorities that are listed in the rest of this section.

Vencel said set forth some prioritizations and needs assessments but no mechanism to do studies either now or in the future.

**\*\*\*Hoffmann seconded.**

Robinson said would like to compare the language in Vencel's condition and Condition #6.

Vencel said they work together. In the future, we need to do a downtown plan.

Gaal said that calling for studies can build momentum to get something done or to prevent anything from being done. We are in the position of drafting a downtown plan that was intended to create momentum to make zoning ordinance changes. He was confused with the timeline if we are simultaneously implementing and calling for studies that will put off implementation.

Vencel said he sees these as issues to discuss sometime in the future. We will have a zoning ordinance in place that would allow for additional retail downtown but will we be able to support or fund incentives or additional parking structures?

Hoffmann presented a friendly amendment adding the phrase, "**...and initial implementation of this plan need not await completion of such studies.**"

Vencel accepted the additional language.

Gaal said that additional language addresses one of his concerns. He asked if the studies are conducted independently, isn't that essentially privatizing the policy-making function of City government? The studies might not reflect the City's priorities.

Vencel said he would envision that most, if not all, of the studies would be done by the City.

Stuebe said that the City can't do that many studies themselves. The City would have to have a lot of collaboration to get that many studies done. There is an awful lot in those words that catches a lot of aspects of the plan. The amendment is well-intentioned.

Burgins said he understood what Vencel was saying. How about evaluating or benchmarking priorities? I think that would accomplish the same thing on the other end.

Williams said she was concerned about adding or implementing these proposals. It is the same thing with all of the comments about transportation. We can narrow our discussion to maintaining the architecture but if we can't get to it, it would do us any good. She understood that other plans address transportation. Transportation is vital. How do we do that?

Hoffmann said he had some language he was going to introduce in a minute to tweak the rhetoric. In some sense, this is a rhetorical document. That might address Williams' concern. Vencel's request for more study or data can be voted up or down. He presented another additional condition of approval.

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He said he would not take out the first of the two sentences that Jim Murphy referenced. The second sentence sounds like we are suggesting local historic designation. It would be okay to take that sentence out. **\*\*\*Hoffmann moved to strike the second sentence. Vencel seconded the motion.**

Stuebe said he didn't see that sentence as a call for action.

Hoffmann introduced the third additional condition of approval. This change would come at page 4-8. **Additional Condition of Approval 3: \*\*\*...It is important to note that the following parking recommendations do not diminish the need for pedestrian bicycle, transit and other alternative transportation improvements in the study area. Especially in light of recent increases in the cost of gas and oil, these alternative forms of transportation likely will become increasingly important in the future and should be encouraged.**"

Vencel asked Gaal if some of the language in his amendment isn't specific enough?

Gaal said he was concerned with independent groups coming forward with studies for the City to consider that might not necessarily reflect the broader interests of the City. It is okay to partner with other organizations that have access to such information.

Hoffmann suggested using the word "separately" instead of "independently." Vencel and Gaal agreed.

Stuebe said he was concerned about the overall inclusiveness.

Vencel said he was trying to consider anything that we may want sometime in downtown Bloomington.

Stuebe asked if Vencel was talking about more than one study or all issues in one study?

Vencel said either.

Baker said we shouldn't be doing this tonight. He hadn't heard about this before the meeting. This should put this off to next meeting.

Stuebe said he would like to make some progress. If we can deal with the issues tonight, there would be a lot of merit to it.

Pece asked what staff thinks.

Robinson said that he agreed with Hoffmann that this is rhetoric. It just indicates the need for these studies. It is part of the prioritization process.

Gaal asked if that meant that the staff doesn't oppose it. (Robinson agreed.)

Hoffmann said that city will be its own judge as to the depth of any study.

Williams said that she has problems adding this to this plan that has been in the works for so long. The public has been involved. There have been some points in the discussion that have been omitted and people feel strongly about them. She hates to delay it but wants it to be complete. She doesn't have a clear understanding how this study would mesh with the downtown plan and transportation needs. If it's just another study on the shelf it won't be taken in the total context.

Stuebe said we should continue to keep it moving.

Chris Sturbaum said that he thought that the studies would take place anyway but if the Plan Commission wants to put them in the plan, it doesn't matter much either way.

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Gaal said in the future he would like see comprehensive amendments in advance.

Vencel said it was difficult to do that when they don't get the staff report until Thursday.

**\*\*\*Roll call vote was taken on the first additional condition of approval. It was approved by a vote of 8:1 (Baker opposed).**

Hoffmann re-introduced **Additional Condition of Approval #2** which proposes to delete the last sentence on 2-1. Both of his amendments are responses to things that have happened at the meeting tonight.

Chris Sturbaum didn't want this sentence removed. It is a true statement. It does imply that the downtown should be locally designated. You should value the town and the historic character.

Ron Stanhouse said that he owns a vacant building downtown. He doesn't want the historic designation standards rolled over onto them at their great expense. We don't need the historic preservation standards to get to the same place we will get to with design guidelines.

Gaal pointed out that in Chapter 5, there is already a clear, strong statement advocating historic preservation. This sentence is just a statement of fact. Taking the language out is an overreaction. There is no reason to take it out.

Stuebe said that the one sentence doesn't matter either way.

Gaal said it is consistent with the plan to leave it in. Burgins agreed.

Vencel said that the plan should recognize those people who have preserved buildings without the designation.

Tom Seeber asked if City Hall was locally designated.

Hiestand said it is on the National Register but not locally designated. It is not designated since it is already restored and it was a complicated, tax-credit project. We assume when someone has gone to so much trouble and expense to restore a building that no one will damage it in the future.

Pece said the sentence is not a big deal.

**\*\*\*Roll call vote was taken on Additional Condition of Approval 2. The motion failed by a vote of 3:6.**

Hoffmann re-introduced **Additional Condition of Approval 3 (Condition #12): \*\*\*...It is important to note that the following parking recommendations do not diminish the need for pedestrian bicycle, transit and other alternative transportation improvements in the study area . Especially in light of recent increases in the cost of gas and oil, these alternative forms of transportation likely will become increasingly important in the future and should be encouraged.**" Vencel seconded.

Stuebe said good addition.

Hoffmann said that this is an ongoing problem. Some of the solutions can't be presently imposed in Bloomington. Market-based parking would be incredibly regressive and would be reprehensive as a policy unless we coupled with huge changes. That would create huge problems for poor people, people who live in the county and Rural Transit. We have to take it one step at a time. As Chris Sturbaum says, "This change is part of the evolution of downtown and shouldn't be done in

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revolutionary way.” We have been complaining at IU for years for not providing enough parking on their campus. That’s why we have neighborhood parking zones. The best we can do at this point is to indicate strong support for the idea that we need to continue to evolve in the direction of less reliance on cars.

Elizabeth Rytting said BTOP would prefer to see no minimum parking standards. At least don’t increase them. There is still too much emphasis on parking. They would like stronger language.

Buff Brown said the language is helpful. The real problem is that the recommendation for parking has a number on it. Our subsidizing of parking hurts people. The parking maximum is a mistake. The language should be more rhetorical and general.

Sarah Clevenger wanted the statement to emphasize a study on alternative transportation.

Eve Corrigan said that we need to emphasize the alternatives. She didn’t agree that free parking helps the people with low incomes.

Gaal thanked Hoffmann for bringing forward the amendment. He agreed that parking is a consistent and complicated problem. We need to address parking in a comprehensive way. Transit and other modes of alternative transportation must be made easy to utilize.

Baker agreed with Gaal. We need to encourage transit. After reading all of the documentation, he wonders if this is document the place to put in more transportation information? This should be addressed in the traffic part of the GPP. Reducing parking is a good idea. We must balance parking and transportation. We need to encourage all modes of alternative transportation of which mass transit is the most important. We need to amend that portion of the GPP.

**\*\*\*A roll call vote was taken. The condition was approved by a vote of 9:0.**

**\*\*\*Hoffmann moved to recommend adoption of MP-25-05 with the 10 conditions of approval set forward in the staff report plus the 2 additional conditions of approval approved at the meeting tonight. Vencel seconded the motion. The petition was approved by a vote of 9:0.**

*Note: Discussion on second item that evening has been deleted from this document.*

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**PETITIONER:**       **City of Bloomington**  
                          **401 N. Morton Street, Suite 160**

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**REQUEST:** Amendment to the Growth Policies Plan (GPP) to adopt the *Downtown Vision and Infill Strategy Plan* as a subarea plan.

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**PROCESS OVERVIEW:** After a ten month process that included significant public participation, a final draft of the *Downtown Vision and Infill Strategy Plan* was presented to the Plan Commission on August 8, 2005. At this hearing, Staff provided an overview of the material contained within the document and solicited the Commission and the public for possible revisions to the draft Plan. The second hearing is intended to be an opportunity for the Plan Commission to consider revisions to the draft Plan, and to take action on the document. Should the Plan be adopted, it will be presented to the City Council for their consideration.

Proposed revisions should be evaluated within the context of the intent and scope of the *Downtown Vision and Infill Strategy Plan*. This scope is established by the GPP as follows:

- 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.
- 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.
- 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.

This staff report is organized into three sections to assist the Plan Commission in evaluating the proposed revisions to the draft Plan.

- **Section One: First Hearing Issues.** First, the report provides a summary of Plan Commission comments and staff recommendations.
- **Section Two: Public Comments.** Second, the report provides a synopsis of public comments (written and verbal) received. In addition to these synopses, written public comments are included with the packet as well as the journal article, "The High Costs of Free Parking", by Donald C. Shoup which was submitted to the Plan Commission at the first hearing. Together this material should provide a comprehensive means for the Plan Commission to evaluate recommendations to consider for conditions of approval.
- **Section Three: Staff Recommendations.** Finally, several staff conditions of approval are included in response to the input received since the August 8<sup>th</sup> Plan Commission hearing. In order to best facilitate the revision and adoption process, a system of conditions of approval will be used. Rather than producing a revised document with the changes tracked, a concise list of conditions will clearly state the revisions necessary to formally adopt the plan as a subarea plan to the GPP.



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## SECTION ONE: FIRST HEARING ISSUES

The following section provides a synopsis of the comments made by the Plan Commission at the August 8<sup>th</sup> hearing as well as staff recommendations for conditions of approval. Staff's recommendations are cross referenced with the numbered conditions of approval listed in *Section Three: Staff Recommendations*.

- The Commission expressed a desire to prioritize the implementation measures detailed in Chapter 5 and to identify which City Department(s) are involved with each implementation measure.

*Staff recommends a condition of approval for Chapter 5 to include new language to clarify this issue - Condition of Approval #6.*

- The University Village section (page 2-6) does not identify any specific protections needed for Restaurant Row. There is a concern that any building demolition in this specific area will have a negative impact on Restaurant Row.

*Staff recommends a condition of approval for Chapter 5 to include new language regarding protection options for the Restaurant Row area – Condition of Approval #10.*

- In Design Element 3.1 (page 3-2), the use of the term “sidewalk edge” and “street edge” needs to be consistent if they are the same concept or clarified if they are different.

*Staff recommends a condition of approval for Chapter 3 to clarify this terminology – Condition of Approval #2.*

- There is some concern about the language used to “discourage literal imitations” of historic structures in Design Element 3.3 (page 3-4).

*Staff recommends a condition of approval for Chapter 3 to address this concern – Condition of Approval #5.*

- The policy recommendation for formula retailers (page 5-13) needs to be clear on whether discretionary approval is required for big box uses in addition to the architectural design and compatibility issues.

*Staff recommends a condition of approval for Chapter 5 to include new language to clarify this policy statement – Condition of Approval #9.*

- Chapter 5 acknowledges the prohibition of surfacing parking lots in the downtown commercial zoning district and indicates that this is an effective historic preservation tool. A recent report presented by staff to the Plan Commission seems to contradict this policy recommendation.

*Staff agrees with the Plan's general recommendation. This tool has the potential to be effective for historic preservation by limiting a landowner's ability to demolish historic structures and consolidate parcels to expand or create surface parking areas. Staff recognizes the need to revise the current regulation, but not in association with the Downtown Vision and Infill Strategy Plan. Instead, the Zoning Ordinance update process provides the best mechanism to address the concern about the large number of legally non-conforming surface parking areas created by the existing ordinance.*

- The Commission expressed a general concern about the need to link pedestrian improvements with parking areas and plazas so that people have pleasant places to walk. In addition, there was some caution about the intent to create plaza spaces without specific guidance on desirable locations that will ensure that such plazas are interesting and active places.

*Staff agrees that the guidance on page 4-6 is general, but the text does acknowledge that Designated Pedestrian Routes should "link important civic facilities". This is consistent with the routes that have been selected for the Circulation Framework Map (page 4-3). The Plan does provide some illustrative examples for locations of plaza space in the Showers Technology Park Sketch (page 4-14). However, staff concurs that misplaced plaza space throughout the downtown could create underutilized plazas. Therefore, staff recommends a condition of approval for new language in Chapter 5 to provide additional guidance on plaza space – Condition of Approval #7.*

- Outdoor seating is referenced and generally encouraged in Chapter 2 of the plan. Clarification is needed on where outdoor seating is desired or permitted. Outdoor seating typically occurs within the public right of way and requires approval from the Board of Public Works.

*Staff recommends a condition of approval to include new language in Chapter 3 to clarify the City's policy on outdoor seating – Condition of Approval #3.*

- The Commission stressed the importance of the CSX trail and its anticipated benefits to the downtown. They expressed the need to include additional provisions regarding the orientation of buildings and types of uses encouraged along the CSX Trail Corridor.

*Staff recommends a condition of approval for new language in Chapter 3 to provide specific guidance for the CSX Trail Corridor – Condition of Approval #4.*

- The Gateway Character Areas are important concepts in the Plan, but the

Commission expressed concern that more detailed information should be included for the Gateway Areas.

*Staff is currently working on architectural design standards for each character district as recommended by the Downtown Vision and Infill Strategy Plan. Furthermore, these standards and others, such as permitted uses, pedestrian amenities, and site planning requirements will be implemented through the update process of the Zoning Ordinance. Staff feels the intent information on pages 2-8 and 2-9 provides the necessary guidance to develop appropriate zoning standards and therefore does not recommend a condition of approval to address this issue.*

- A request was made to measure the typical lot size of Bloomington's parking structures in order to evaluate the area potentially needed to implement a "wrapped" parking structure.

*Using the City's Geographic Information System (GIS), staff measured the lot areas for the 7<sup>th</sup> and Walnut, 7<sup>th</sup> and Morton, and 4<sup>th</sup> and College parking structures. The approximate lot areas are as follows:*

- *7<sup>th</sup> and Walnut - 26,000 square feet (200' x 130')*
- *7<sup>th</sup> and Morton - 30,000 square feet (188' x 160')*
- *4<sup>th</sup> and College - 32,000 square feet (246' x 130')*

- The Commission requested that the Housing and Neighborhood Development (HAND) Department provide their position on the recommendation that "the City should review the Property Maintenance Code and make appropriate changes to support adaptive reuse activities" (page 5-8).

*Susie Johnson, Director of HAND, and Staff concur that the current property maintenance code's applicability section (PM102) adequately addresses the ability to support adaptive reuse activities through the application of other locally adopted codes (e.g. International Building Code) for historic buildings. Therefore, staff does not recommend a condition of approval to address this issue. A copy of PM102 is provided with the packet for reference.*

- North Washington Street was identified by one Commissioner for consideration as a potential Designated Pedestrian Route.

*Staff agrees that other street corridors may provide suitable conditions for Designated Pedestrian Routes. However, the intent of the routes, intersections, and gateways illustrated on the Circulation Framework Map (page 4-3) is to indicate the highest priorities for the City to invest in future infrastructure improvements. This is conveyed on page 4-8, fourth paragraph, of the draft. However, this does not imply that Washington Street or other street corridors in the downtown area won't receive future capital improvements. Rather, the corridors which are not illustrated are simply not immediate priorities. Fiscal constraints for capital improvement projects necessitate prioritization. Delineating additional Circulation Framework Map features would create an increased pool of prioritized*

*capital improvement projects competing within a limited capital improvement budget. Therefore, staff recommends not adding North Washington as a Designated Pedestrian Route.*

- The Commission questioned if the five foot minimum sidewalk standard is sufficient for the more intensively used areas in the downtown. No specific recommendation for minimum sidewalk width was provided in the Plan.

*Staff typically deals with sidewalk width issues on a case by case basis for downtown infill developments. Revisions to the Zoning Ordinance will be the best mechanism to address this concern. Staff generally agrees that certain areas in the downtown would benefit from wider sidewalks. Staff recommends a condition of approval for new language in Chapter 5 to address wider sidewalk widths – Condition of Approval #8.*

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## **SECTION TWO: PUBLIC COMMENTS**

The following section provides a synopsis of public comments received since the first hearing. With one exception, staff is not making recommendations for each of these comments and is deferring to the Plan Commission's discretion for specific condition(s) of approval to address these comments.

- Brent A. Sievers submitted the following information on 8/9/2005:
  1. Skateboarding should be banned on Kirkwood Avenue, with signs posting "no skateboarding". They are dangerous to all pedestrians and older citizens may feel threatened by them. Skateboarding is damaging the benches and limestone improvements. The skateboard park is the legal place to skateboard.
  2. Panhandling should be illegal. This activity deters visitors to the downtown.
  3. Supports the rails to trails walkway. This is a huge benefit to the entire community.
- Andrea Barber submitted the following information on 8/9/2005:
  1. More convenient parking is needed for Wonderlab. The vacant lot behind Wonderlab or Bank One parking lot would be desirable for parking facilities.
  2. Downtown is not pedestrian-friendly for parents with young children.

- Cindy Clarke submitted the following information on 8/9/2005:
  1. The Downtown needs to have more free parking around the Monroe County Library. It is very difficult to get a spot after 9:00 am and I live too far to walk.
  2. Bloomington has a severe lack of free parking space.
  3. The City should not use parking attendants on Saturdays.
  
- Laurence Brown submitted the following information on 8/12/2005:
  1. There was ubiquitous public outcry that the plan was too car-oriented at the second public workshop. The plan should be amended to make note of this important public comment.
  
- Robert Fischman submitted the following information on 8/12/2005:
  1. Better, safer, more welcoming pedestrian access routes to downtown are the single most important topic neglected in the final draft.
  2. He is frustrated that public comments submitted during the process were not acknowledged in the final draft.
  3. The plan contains excellent ideas on design criteria, creation of an arts district, and promotion of non-student residential development.
  4. The final draft fails to take seriously the 2002 Growth Policies Plan that speaks to the character of the downtown. Specifically, the final draft fails to address the guidance found on page 14 of the GPP regarding the need to reduce the number of vehicle trips, and the Plan devotes excessive attention to increasing the attractiveness of downtown to motorists by providing more parking. The section on page 4-13 for alternative transportation is not sufficient to achieve the reduction of vehicle trips.
  5. Parking observations cited in the final draft fail to support an effort to spend money and time on increased parking. The increased parking supply since 1997 has done little to quell complaints about parking.
  6. The Plan cites remote parking for downtown employees as a key to improving downtown parking. Similar recommendations and equal consideration should be made in regards to making walking, biking, and bus-riding more attractive. The downtown needs to establish safer and more attractive routes to downtown. Walking within the downtown is great, but getting to downtown on foot from the surrounding neighborhoods is discouraging (3<sup>rd</sup> street is given as an example). Remote parking lots may have negative impacts to people that live outside the downtown and the plan does not address this issue.
  7. The final Plan ought to make South College and Walnut less intimidating to cross on foot.
  8. The Plan should provide specific recommendations on reducing drive widths, numbers and locations to minimize the distance and locations where pedestrians walk across the drive cuts. The City should spend money on sidewalks in the downtown to make them ADA compliant and provide buffers from fast moving traffic rather than providing greater accommodations for automobiles.
  9. The recommendation to increase the parking space per bedroom is an unsupported bomb in the document. This runs counter to the GPP guidance on reducing vehicle trips.

10. The plan recommends diagonal parking in the downtown. This would lead to reduced safety for cyclists. The City should consider zones for compact cars rather than trying to squeeze in more on-street parking through diagonal parking.
- Iris Carr submitted the following information on approximately 8/17/2005:
    1. The downtown should have a gathering place for all walks of life where people could meet without the need to spend money at restaurants or cafés. A good book to reference this concept is “The Great Good Place: Cafes, Coffee Shops, Bookstores, Bars, Hair Salons, and Other Hangouts” by Ray Oldenburg.
  - Metropolitan Planning Organization’s Citizens Advisory Committee (CAC) submitted the following information at their public meeting held on 8/24/2005:
    1. The Circulation Map should include Grant Street as a Designated Pedestrian Route and the CAC prefers Washington Street to Lincoln Street.
    2. Designated Bike Lanes should be identified on the Circulation Map (Lincoln, Washington, North College, North Walnut, 7<sup>th</sup> and Madison/Morton) to bring people into the area not using a motorized vehicle.
    3. The final plan should consider implementing a Bike Boulevard concept where vehicular movements are restricted every other block (vehicles are forced to turn) and cyclist movements are not restricted. A Bike Boulevard should be considered for a north-south and an east-west street.
    4. The eastern portion along the Seminary Square Gateway should be designated “Downtown Edge” up to the alley which runs immediately parallel to South Walnut Street.
    5. The final plan should identify where bike parking will be available in the downtown.
    6. Bus Stops should have shelters and clearly post schedule/route information.
    7. Providing parking may give too much of an incentive to bring cars into the downtown.
  - WonderLab submitted the following information on 8/26/2005:
    1. A request to delete “WonderLab” from the list of organizations on page 1-14, first paragraph. This request was made because WonderLab has never formally considered whether or not to support a designated arts district.

*Staff recommends honoring the request to delete WonderLab on page 1-14 and it is included in the proposed conditions of approval – Condition of Approval #1.*

- Laurence Brown submitted additional information on 9/02/2005:
  1. The plan focuses on car access and increased parking requirements which are devastating to urban form.
  2. Concerned that the decision makers did not know that there were public comments against increased parking requirements at the public workshop in February 2005. This should be noted in the plan.
  3. Recommends that the plan be sent back to the Planning Department for a thorough review of the effects of the parking policy, transit, and bike/ped solutions.
  
- Elizabeth Rytting submitted the following information on 9/02/2005 on behalf of Bloomington Transportation Options for People (BTOP):
  1. They appreciate the emphasis given to pedestrian traffic and the design standards which extend the strong pedestrian-friendly feeling of downtown.
  2. BTOP supports the pedestrian-friendly concepts of the Courthouse Square and the Illinois Central Railroad Gateway Character Area. They also support the concept of increasing residential density in the downtown.
  3. BTOP feels the vision is lost in the parking section because the Plan relies on the assumption that most people will be driving to downtown. The parking issue should be considered in light of the pedestrian-centered downtown described in the Plan. BTOP is strongly opposed to the 0.8 parking spaces per bedroom recommendation. BTOP provides evidence to show that parking is expensive and is a form of a public subsidy for car use. Downtown land should be used for other more profitable uses.
  4. With the exception of walking, alternative transportation does not receive adequate attention. There is no evaluation of the public transportation system and this analysis would be beneficial to the plan.
  5. Biking should be encouraged as a mode of transportation. Lincoln and Washington don't connect to anything and current safe routes do not exist.
  6. BTOP encourages the City to put emphasis on reducing the demand for parking rather than promoting parking as integral to downtown revitalization. The City should not support a minimum parking standard and should let the market determine the parking ratios.

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**RECOMMENDATION:** Staff recommends forwarding MP-25-05 to the Common Council with a positive recommendation for adoption as a Subarea Plan amendment to the GPP, subject to the following conditions of approval:

- 1) Chapter 1, page 1-14, first paragraph, second sentence, shall omit the word "Wonderlab" from this sentence.
- 2) Chapter 3, page 3-2, second paragraph, first bullet, first sentence shall change the phrase "street edge" to "sidewalk edge".

- 3) Chapter 3, page 3-3, second paragraph, a new bullet (under guideline 3.2) shall read: "Outdoor seating should be used to provide pedestrians with visual cues for active spaces and building entrances. Outdoor seating is encouraged for locations within the public right-of-way, and is subject to Board of Public Works approval."
- 4) Chapter 3, page 3-3, second paragraph, a new bullet (under guideline 3.2) shall read: "Renovation of existing buildings as well as new development along the CSX Trail Corridor shall strive to provide clearly-defined entrances along the trail corridor. First floor uses should provide active spaces that attract and potentially cater to users of alternative modes of transportation."
- 5) Chapter 3, page 3-4, second paragraph, second bullet shall be modified as follows: "In general, the imitation of older historic styles is discouraged except where necessary to conform to the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings."
- 6) Chapter 5, page 5-2, a new paragraph at the end of the page shall read: "The recommendations which are contained within this chapter have not yet been prioritized; nor have the associated departments or resources been identified to implement these recommendations. The City of Bloomington Planning Department should collaborate with other City departments and other key agencies to prioritize the Plan's recommendations and to identify key resources needed to implement them."
- 7) Chapter 5, page 5-6, first bullet at the top of the page shall now read: "Pedestrian plazas that connect important civic facilities, commercial, office, and residential uses, provided that pedestrian plaza spaces are both strategically located and well-designed to maximize daily use; and"
- 8) Chapter 5, page 5-6, add a new bullet after the first bullet to read: "Increased sidewalk widths beyond the five foot minimum for locations with higher pedestrian activity; and"
- 9) Chapter 5, page 5-13, fourth paragraph, last sentence shall now read: "The City of Bloomington should consider a conditional use policy that requires careful review of proposals for the development of large, "big-box" formula retailers in the downtown in order to determine whether such larger-scale land use proposals will have any negative effects on Bloomington's unique and diverse downtown character."
- 10) Chapter 5, page 5-15, last paragraph, a new sentence shall be added to read: "A top priority for the City's Historic Preservation Commission should be to consider a designation for the "Restaurant Row Study Area" as delineated by the Indiana Historic Sites and Structure Inventory City of Bloomington Interim Report (2001); or to locally designate individual structures in this cherished and context-sensitive area of the downtown."





## **Res 05-18**

### **Public Comment Available in Council Office**

#### **In September 12, 2005 Plan Commission Packet**

Brent Sievers

Andrea Barber

Cindy Clark

Laurence (Buff) Brown (multiple submissions – including articles on Donald Shoup)

Robert Fischman

Iris Carr

MPO – CAA

Wonderlab

Elizabeth Rytting (Bloomington Transportation Options for People)

#### **Submitted at or immediately before September 12, 2005 Plan Commission Meeting**

John Fernandez

Jim Murphy

Legislative Packet October 26, 2005

Office of the Common Council

P.O. Box 100

401 North Morton Street

Bloomington, Indiana 47402

812.349.3409

[council@bloomington.in.gov](mailto:council@bloomington.in.gov)



Minutes and Staff Report  
for the August 8, 2005 Plan  
Commission

Legislative Packet October 26, 2005  
Office of the Common Council  
P.O. Box 100  
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Bloomington, Indiana 47402

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**PC--Summary Minutes, August 8, 2005**

*PC minutes are transcribed in a summarized manner. Audiotapes are available in the Planning Department for reference. This audiotape begins in first staff report. The starting spot is noted. Videotapes are also available for viewing in the Audio-visual (CATS) Department (phone #349-3111 or E-mail address: moneill@monroe.lib.in.us) of the Monroe County Public Library, 303 E. Kirkwood Ave.*

The City of Bloomington Plan Commission (PC) met on Monday, August 8, 2005, at 5:30 p.m. in City Council Chambers. Members present: Jack Baker, Scott Burgins, Susan Fernandes, Chris Gaal, Joe Hoffmann, Milan Pece, Tom Seeber, Bill Stuebe, Travis Vencel and Pat Williams

**ROLL CALL**

**MINUTES TO BE APPROVED: July 11, 2005. \*\*\*Milan Pece moved approval of the minutes. Chris Gaal seconded the motion. The minutes were approved by unanimous voice vote.**

**REPORTS, RESOLUTIONS, AND COMMUNICATIONS:**

- Tom Micuda introduced Josh Desmond, the new Planning Dept Assistant Director and Patrick Martin, Sr. Transportation Planner.
- Jim Roach presented a report about parking lots as non-conforming uses in the downtown zoning district. Surface parking lots have been removed as permitted uses in the downtown, general commercial and arterial commercial districts. A zoning lot is defined as the aggregation of multiple platted lots for the purposes of meeting zoning requirements. The new definition prohibits lots from being developed with 50% or more of the lot being used for parking. If a lot has 50% or more of its surface being used as parking it is defined as a surface parking lot. This change has created many non-conforming parking lots. The Plan Commission asked staff to report on the impact that this situation will have on uses. Roach identified 106 zoning lots in those 3 districts. 77% of those are non-conforming uses. The properties that have become non-conforming uses will be limited in any expansion or changes in the future. We don't like to create non-conforming uses. In the past 6 months, this situation has not resulted in any new cases before the BZA. The upcoming changes to the Zoning Ordinances will help address this problem to make these lots come back into compliance. Changes could include having a cap on the number of parking spaces for lots. We might have a minimum or a maximum parking ratio for any given use. We could rely on the demolition delay ordinance to limit destruction of buildings for any use. We are working on creating impervious surface regulations.

Travis Vencel asked if this study was comprehensive? Roach said yes.

Vencel asked if we could tell if any of these are vacant or are all of these being used?

Roach said that all of these lots are developed and occupied.

Vencel asked why we passed the ordinance when we had the data? This was bad policy.

Stuebe noted that there had been talk in the past about making the downtown post office a surface parking lot.

**PETITIONS CONTINUED TO Sept 12, 2005:**

**PUD-27-05      HAND (Rockport Road Affordable Homes)  
2300 S. Rockport Rd.**

Preliminary plan approval of a rezone of 4.45 acres from RS3.5/PRO6 to PUD.

**PUD-28-05      Blackwell Construction (Woolery Farm)  
2440 S. Adams St.**

Final plan approval to allow construction of 122 multifamily units (61 duplexes) on 12 acres.

**PETITION:  
MP-25-05****City of Bloomington  
Downtown Vision and Infill Strategy Plan**

Scott Robinson presented this amendment to the Growth Policies Plan (GPP) to adopt the “Downtown Vision and Infill Strategy Plan” as a subarea plan. The City’s comprehensive plan, The Growth Policies Plan (GPP), specified several implementation measures directed at the downtown area. Specifically, in Part I: Policy Essence, Conserve Community Character (CCC), three implementation measures are detailed which direct the City to hire a professional consultant. These measures are:

- 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.
- 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.
- 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.

In order to aid the Commission, a summary of the Downtown Vision and Infill Strategy Plan is being provided by staff for each section of the document. This summary is intended to give a brief overview of each section and identifies key elements of the plan. Throughout the process, public participation and support for the City’s downtown plan effort has been tremendous. This alone speaks greatly to the community’s interest in the viability of the downtown area. The GPP’s policy to “Improve Downtown Vitality” is a significant goal to accomplish. The formal adoption of the Downtown Vision and Infill Strategy Plan into the GPP is a key step aimed to accomplish this policy. Staff is seeking additional input at the first Plan Commission hearing in order to attach possible conditions of approval that will further strengthen this Plan. Chapter 1 is an Economic Overview. Some goals include diversifying housing and creating an Arts District. Chapter 2 breaks out the downtown into 6 character districts. Chapter 3 provides 10 different design guidelines with additional details under each of the 10 basic guidelines. This chapter calls for the use of traditional materials with new, durable materials being given consideration on a case-by-case basis. Providing pedestrian interest is a defined goal and can be accomplished by utilizing kick plates, tree plots, transoms, etc. Parking structures should be wrapped with other uses. Chapter 4 deals with the Framework Plan and lays out a priorities list for improvements and treatments for the downtown area. This chapter designates safe and convenient pedestrian and bike routes through the downtown and what improvements could be implemented. It proposes that Design Palettes identify certain areas and provide some continuity in those areas. This chapter suggests updating the residential parking ratio to .8 spaces per bedroom. It suggests several key road realignments for 10<sup>th</sup> St, Morton St. and 11<sup>th</sup> St. Chapter 5 is the key to the plan. It provides several strategies to implement the plan. The plan calls for adopting design standards which are character specific and some discretionary guidelines. It calls for an Arts District, expanding transit options and promoting adaptive reuse. It also calls for a City-initiated adaptive reuse demonstration project and tax credits for historic preservation. Staff recommends forwarding case# MP-25-05 for a second hearing at the September 12<sup>th</sup>, 2005 Plan Commission.

Joe Hoffmann suggested taking public comment first and Plan Commission questions next.

Talisha Coppock from the Commission on Downtown Bloomington said that she was on the Steering Committee and says that she was impressed with the process and the product. It is a good tool that will help explain the downtown to people. It was good to get all of the parking concerns on paper. It is helpful in pinpointing problems. She particularly likes the gateways and the character districts. Their board is still looking at it. The firm that was hired is part of the national Main Street program.

Scott Burgins asked Coppock what might make an interesting demonstration project?

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Coppock said that she would like to see people with modest incomes (\$35,000- \$50,000) to be able to buy property downtown. We need to define "senior housing." She would also like to see more done for downtown access for seniors.

Stuebe asked if the plan adequately addresses these issues?

Coppock said that she is happy that the plan advocates addressing these issues.

Jim Murphy, of CFC, was on the Steering Committee. The process was a well done. It is a good plan and pretty much represents what has gone on in Bloomington in the last 10 years. There has been a plethora of comments about predictability. This gets us going in that direction. He hopes to have a process that the administration and the Planning Department can agree upon to lend more predictability to the development process. He is okay with the standards as long as they are reasonable and if the Planning Department will continue to monitor and govern those standards. The Planning Department understands the expectation. It is the City's responsibility to provide ample parking and it has done a good job with that over the years.

Chris Sturbaum, City Council representative and downtown dweller, agreed with both of the previous speakers. The process was frustrating for everyone. That is why everyone is happy to get on the same page. There will be details to be worked out. We will find a way to work it out.

Buff Brown said that he hasn't reviewed this plan in detail yet. Parking is a huge issue. Parking determines the mode of transportation that people use. Parking should be expensive and inadequate. A good transit system must be provided. This policy model is being changed significantly. He suggested book by a professor at UCLA (Donald Shoup) called The High Cost of Free Parking. Ann Arbor, MI allows 3- to 4-story apartment buildings to be built without any off-street parking. Their transit system is growing by leaps and bounds. The plan doesn't mention that the public loudly requested a reduction in cars and parking downtown. The downtown business people don't want that. The plan only mentions the business people. He wants to see more emphasis on reducing car traffic in the report.

Scott Burgins asked Brown to provide information about the article to the Planning staff. He was happy to see Sturbaum and Murphy agree on something. The Plan Commission has had discussed design standards in the GPP in the past. Are these the basis of some of these design standards in the plan?

Micuda said all of those concepts are in this document and will be found in the zoning ordinance.

Susan Fernandes noted that the plan requires .8 parking places per bedroom. What is it now?

Micuda said no parking is required now. Commercial and office buildings will still not be required to provide on-site parking. We now come up with a parking requirement for residential issues (esp. large scale) on a case-by-case basis. We'd like to come up with some guidelines for the ordinance so that we can have some predictability for each project that comes in.

Fernandes asked if we will explore some other parking implementation techniques?

Micuda said we can really only deal with private parking ratios to implement the proposals as part of the zoning ordinance. That is our domain. We are contemplating doing proximity standard. If there is a parking structure in close proximity to your residential project, it can help fulfill your requirement.

Fernandes asked who is going to implement and enforce the "strategies?" How will we prioritize the implementation? Some of them are going to be fairly arduous and expensive to implement. She'd like to do it all. It's a great plan.

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Chris Gaal said that the timeline under which this is coming forward is interesting. We are reviewing the Downtown Plan then it will go to Council. There is plenty of opportunity for public input. He is concerned about this process going along with the UDO process. It would be helpful to receive some information about how these concepts are being presented in the Zoning Ordinance (or UDO) update, as well. The Arts District is sort of an economic development initiative. The bike and pedestrian improvements will be working with the McDoel Switchyard master plan. It is very multidisciplinary and involves a lot of different City departments. He would like to hear more about strategies---who will be doing what?

Milan Pece asked about Chapter 3.1 which calls for aligning the front building façade with zero clearance. In the last several years, there has been a large increase in sidewalk seating. How does the plan reconcile this with adequate public right-of-way?

Robinson said that there are ways. Board of Public Works will have to approve each encroachment. There will be different emphasis in different areas.

Pece asked about the Showers Technology Park. Is the new parkway for pedestrians only?

Robinson said that the parkway would be kind of a boulevard concept. It is not exactly greenspace but is a linkage to the CSX corridor. It would provide for both vehicular and pedestrian use.

Micuda noted that IU will have to participate. There would have to be a lot of building removal and redevelopment. If some structures are removed, there will be more redevelopment opportunities for both pedestrian and vehicular circulation including bringing 10<sup>th</sup> St. through.

Pece asked how artists could afford to live in an Arts District?

Robinson said that some communities, public support is usually afforded.

Pece asked if there is any kind of public assistance like that now?

Micuda said there are no programs specifically targeted for the arts. There would have to be a new program through the City.

Joe Hoffmann generally praised the plan. What is the difference between building being "sidewalk edge" or "street edge?" He would suggest using the term "sidewalk edge." On page 513, he asked about the issue of making formula retailers a conditional use. What are we saying here?

Robinson said that many communities are being proactive when it comes to formula retailers.

Hoffmann said that the few paragraphs seem to be dancing around the issue. Are you trying to protect our downtown against intrusion or are you saying that if they can meet the design standards, they are welcome?

Micuda said it is the 2<sup>nd</sup> scenario. It may be sufficient to have good design guidelines but it might not solve all problems. This calls for an automatic discretionary review.

Hoffmann laid out a scenario where a Wal-Mart would buy up a side of the square and keep the facades compatible. We need to call for mixed businesses and make it clear. Chapter 5-16 makes a positive reference to the new surface parking prohibition which we have just heard we have mixed feelings about. Should we change the wording there?

Micuda said it is a general characterization. It was meant as a possible tool.

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Hoffmann agreed with the Restaurant Row. In this area, any change is likely to have a negative impact. We need more help figuring out what we need to maintain it.

Micuda said that we need to be very specific on Restaurant Row.

Hoffmann said you may need to do more to protect. It is a very unique commercial area.

Micuda said we could locally designate or put into effect a demolition delay.

Hoffmann said that at Chapter 3-4, we may be going a little far. Do we really want to say "discourage." You could say that you don't have to replicate what you are replacing. It is good to get people to walk but the best we can do is to facilitate a nice walk for people. We need to create pedestrian interest. We could encourage use of parking facilities as interesting or commercial spots. He was a little nervous that there is a lot of emphasis on plazas. Often they are dead zones. Have to be careful about the character of plazas to encourage people to use them. We need specific reference to use of sidewalk as dining areas on the square. The CSX Trail needs to be specifically mentioned in the plan. He agreed that design standards should be left to staff. He doesn't want to see them routinely brought to the Plan Commission.

Tom Seeber asked how long the Planning staff could accept comments?

Robinson said that recommendations would have to be accepted with any conditions by the Plan Commission after a second hearing and then forwarded to the Council. Staff will not redraft the document.

Micuda said that staff will take their comments all the way up to the 9/12 meeting.

Stuebe encouraged the Plan Commissioners to make comments to staff prior to the next meeting.

Vencel said that the gateway corridors are good ideas but what about private property there? What do we want there? We need some details by the next meeting. It is a great idea to wrap parking structures. He needs an idea about the size that these can be. How many lots would be needed? He would like to hear from Susie Johnson and HAND on Chapter 5-8 concerning international building code and adaptive reuses. How can her department work on this?

Pat Williams said that she was very interested in the parking suggestions. There are no magic bullets. We've tried nearly all of them. It will probably take a combination of approaches. It is very ambitious to plan to build 4 more parking garages. She was puzzled about the pedestrian routes in Chapter 4-6. She would like to suggest including Washington and Lincoln Sts. There are lots of pedestrians on those streets. What is pedestrian lighting?

Micuda said pedestrian lighting is usually defined as free-standing lighting of 12-15 feet maximum height. Now we have some security lights that are 30 feet high.

Williams said that in heavily-treed areas the lighting is compromised. Do we have regulations about sidewalk width per height of building?

Micuda said that is not addressed in the code or the plan. Usually wider sidewalks are done next to higher buildings but it is not mandated.

Williams said that the square has a building forward style but also wide sidewalks which is good.

Jack Baker said that he was on the Steering Committee. He believes that it is a good strategic document. This is part of the GPP. The Zoning Ordinance will provide details. He called for public

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comments. We have this document, a long-range transportation plan and the Zoning Ordinance going. We have a unique opportunity to make changes to our community. Neighborhoods close in to the downtown need to pay close attention to this. Achieving the goals of this plan will require many departments working together.

Susan Fernandes agreed that businesses should be considered along the CSX Trail. The Canal Walk in Indy has nothing but condos or office buildings along it. They forgot coffee shops, etc. Businesses would provide a service and be an attraction. We need to think what we should encourage and discourage. She asked for comments from the staff about the process from here. She inquired about the approval process.

Micuda said if Plan Commission recommends it, the plan will go to council. We will get with the consultant to clean it up for the Council to adopt. We will follow up very shortly with other documents. For example in the case of public investments—part of the 10-year implementation in order to prioritize.

Fernandes asked about implementation strategies.

Micuda said before the next hearing we will give you a better sense of how Chapter 5 will be implemented and who will do it.

Stuebe agreed with Hoffmann about sidewalk dining. It would be good to have a plan to let restaurants know what they can do with outside dining if they remodel. It would be nice to have some design criteria.

**\*\*\* Joe Hoffmann moved to forward MP-25-05 for second hearing to the next Plan Commission hearing on Sept 12, 2005. Chris Gaal seconded the motion. The motion was approved by a vote of 10:0.**

*Note: The remaining items discussed this evening have been deleted from this document.*



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**PETITIONER:** City of Bloomington  
401 N. Morton Street, Suite 160

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**REQUEST:** Amendment to the Growth Policies Plan (GPP) to adopt the “Downtown Vision and Infill Strategy Plan” as a subarea plan.

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**BACKGROUND:** The City’s comprehensive plan, The Growth Policies Plan (GPP), specified several implementation measures directed at the downtown area. Specifically, in Part I: Policy Essence, Conserve Community Character (CCC), three implementation measures are detailed which direct the City to hire a professional consultant. These measures are:

- 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.
- 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.
- 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.

Moving forward with this guidance, the City hired a nationally recognized consultant Winter and Company, from Boulder, Colorado, to assist in creating a downtown plan. Since the inception of the project in the fall of 2004, Winter and Company has been working closely with City staff to develop a subarea plan for Downtown Bloomington. This collaboration occurred regularly and helped to ensure consistency and accuracy of information contained within the Downtown Vision and Infill Strategy Plan.

Overall, the public process included a series of well attended downtown focus group meetings and two workshops. The focus group meetings were used to identify key issues within the downtown study area on the following topics: Economic Development/ Business Development; Arts, Culture, and Entertainment; Downtown Developer/Landowner issues; Public Sector/ Institutional concerns; and Parking. The public workshops provided an opportunity for Winter & Company to identify other study area issues and to present material as it developed during the process. Additionally, a diverse Downtown Advisory Committee was also formed and used as a means to validate and balance issues raised during the process. Together, these measures have been effective tools to incorporate public input into the plan.

Issues identified during the development of the plan varied, and some were beyond the scope of services contracted for this project. In fact, the majority of comments received by staff, and expressed at the second public workshop did not necessarily focus on the material contained in the plan; rather comments identified issues that were not contained within the draft document. For example, there were public comments on the need for detailed bicycle and pedestrian policies for the downtown area. Concerns such as these were either identified in the final draft of the plan to acknowledge the need for

future consideration or additional clarification was provided to give direction on how these issues may be addressed. Concerns raised which did pertain to material contained in the draft were reviewed and appropriate revisions were made.

The Downtown Vision and Infill Strategy Plan establishes a study area based on the GPP's mapped Downtown area. Additionally, the study area was broadened in response to community input received. Six Character Areas are created to establish unique visions for each area or district. Market conditions are analyzed to establish general trends for Bloomington which help identify opportunities for the downtown area. Various parking strategies and policies are directed at current and potential parking issues for the downtown area. Architectural design standards are identified and a future build-out sketch is used to illustrate building configurations and public improvements based on the concepts described within the plan. These components, along with others, identify key strategies for the City to evaluate as possible means to accomplish the GPP policy of Improving Downtown Vitality.

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**OVERVIEW:** In order to aid the Commission, a summary of the Downtown Vision and Infill Strategy Plan is being provided by staff for each section of the document. This summary is intended to give a brief overview of each section and identifies key elements of the plan.

**EXECUTIVE SUMMARY:** This section provides general background information on the purpose of the document and the ten year outlook which it is intended to cover. The narrative details the genuine enthusiasm citizens have expressed regarding the future of the downtown and their positive outlook for the downtown.

A short discussion on the key concept of character districts details how they are expected to influence various policy decisions. The concepts and boundaries of these districts are based on perceptions conveyed in the first community workshop. Chapter 2 provides a more detailed discussion on each of the proposed districts.

A preview of alternative parking strategies is detailed to anticipate future parking demands. These strategies include: establishing revised parking ratios so new developments meet required parking demands; exploring shared parking; and providing alternative modes of transportation.

The introduction also identifies various resources which the consultant used to both understand previous City policy guidance for the downtown as well as to establish the study area boundary. Finally, a chapter by chapter summary gives a quick overview of the content within the plan.

**CHAPTER ONE:** This chapter investigates local demographic and economic trends to help understand current economic and development conditions in Bloomington. Urban Advisors, a sub-consultant, was hired to perform this market trends analysis. The methods used included interviews and local and regional data collection. Analysis of population demographics and various economic indicators established general trends for Bloomington. Current trends indicate that viable market opportunities exist which the downtown area can capture. These markets include additional office employment, retail, and housing. Of particular interest, the housing analysis identifies that there is viable market for a mix of housing options that could target multiple income groups and demographic age classes. Specifically, the plan identifies the 45 to 65 year age group

as a primary future target market for the downtown area. This is encouraging because it provides policy reinforcement to back the City's goal of attracting a greater non-student population into the downtown area.

A key provision to attracting the 45-65 year age group is based on the fact that such people typically make location decisions for their residences or businesses based on the potential amenities that a particular area can offer. Making the downtown attractive to this demographic will help capture a segment of this potential market currently not common in Bloomington's downtown. Fundamental to this concept of market capture is the proposition of place making. National trends in downtown redevelopment have used this concept as a strategy. A key recommendation of the document is to create an arts district as a method for place making in downtown Bloomington. However, while it is noted that these districts do yield benefits for communities, they usually require a variety of funding sources to succeed.

**CHAPTER TWO:** The fundamental framework to the document is contained within this chapter. Within the study area, land uses and development patterns vary and create specific geographic areas with distinct character. Six Character Areas or districts have been identified within the downtown study area. These are: the Courthouse Square; Downtown Core; University Village; Downtown Edges; Gateway Character Areas; and The Showers Technology Park. A map of the character areas can be found on page 2-3 of the Plan. The intent of the character areas is "to provide a clear definition of expectations for the design features of future redevelopment and infill projects."

The Courthouse Square contains the highest concentration of traditional commercial retail storefront buildings. This area is the heart of the downtown as evidenced by the "care and detailing of renovated storefronts, the diversity of retail activity and high volumes of pedestrian traffic." Most structures have a historic significance and preservation is a high priority. Specific architectural characteristics of traditional commercial storefront buildings and design goals of the Courthouse Square are detailed. This provides useful information to maintain the character of the Courthouse Square. The key objective is to "maintain and enhance the area as the most conducive to pedestrian activity and outdoor uses" where "redevelopment and infill projects should integrate quality building materials with architectural detailing that will contribute to the desired character".

The Downtown Core contains a mix of traditional and nontraditional structures. This results in an area of diverse uses and structures. Because of the proximity to the Courthouse Square, the Downtown Core is identified as the area most suitable for increased densities because it will "help reinforce the vitality of the established core." Assurances for compatibility with historic structures are a priority for new structures, however larger and taller buildings are generally encouraged within this area. The area also has large parcels which can accommodate buildings that contain integrated structured parking. Overall the design goals are similar to the Courthouse Square in that buildings should be designed to reflect the traditional scale of buildings at the street level in order to establish a pedestrian-friendly street edge, but larger buildings are appropriate.

The University Village is a distinct variation of the Courthouse Square and Downtown Core areas. This area serves as the link between Indiana University and the Courthouse Square. An eclectic mix of uses, developments, and architectural styles are

present in the University Village and are identified as a unique characteristic that residents and visitors cherish. The area contains the East Kirkwood Corridor and Restaurant Row where outdoor seating and unique signage palettes are characteristics that should be maintained. These locations are identified as high priorities to maintain and reinforce a strong pedestrian-friendly character. Generally, the area retains many references to an earlier residential design context and new development should reflect this pattern. However there are exceptions to this guidance for parcel consolidations or large lots (e.g. Post office) that could support buildings with large footprints. In these circumstances buildings should reflect the traditional storefront building type. The area is also identified as a character area that is appropriate for a multistory “wrapped” parking structures when additional parking is warranted.

Downtown Edges are best summarized as the transitional zone between the downtown commercial developments and the single family residential neighborhoods. Development in this area must be particularly considerate to the adjacent well established neighborhoods. To ensure compatibility, “redevelopment in this area should respond to the existing massing and scale of adjacent residential structures.” The general character of the area should reflect single family structures, multifamily terrace-type apartments, and traditional commercial storefronts where the street edge should be a mix of storefronts, landscaped yards, and screened parking areas.

The Gateway Character Areas comprise two separate locations: The Illinois Central Railroad Gateway (north); and the Seminary Square Gateway (south). Each area exhibits unique attributes which are detailed within the document, but are also transitional in nature. The key characteristic of these gateways areas are that they should be considered vital to the overall arrival and departure to the downtown. This is important because visual clues to visitors and residents within these areas should convey that the heart of the community is fast approaching. Generally speaking, enhancing the street edge, streetscaping for pedestrian safety, and a mix of increasing mass and scale of traditional commercial storefronts and residential uses are goals for this area.

The Showers Technology Park area is largely based off the recent City’s Certified Technology Park designation. This area offers unique planning and redevelopment opportunities because of the variety of industrial and commercial uses on large parcels. Live-work opportunities for professionals and light manufacturing employees are encouraged for this area. New developments should take advantage of the proximity of the Courthouse Square, Downtown Core, CSX Corridor Trail, and City Hall. A neo-traditional or a park/ campus approach are identified as two appropriate development concepts. An integral concept to the Showers Technology Park is publicly accessible open space. A sketch plan of this area is included in Chapter 4, which provides an illustration on a possible build-out scenario for this area.

**CHAPTER THREE:** This chapter is the cornerstone to this document. Keys to applying the design guidelines contained in Chapter 3 are based on the location of the project, the Character Area in which it is located, and the underlying zoning. The Implementation Section, Chapter 5, provides some guidance as to how these guidelines can be incorporated into the City’s regulatory process. Specifically, these guidelines will be a valuable tool as the City moves forward with adopting regulatory standards during the forthcoming zoning ordinance update process as well as discretionary guidelines that can be used to evaluate tax abatements, variance requests, and other related

approvals. The long-term intent of these guidelines is to establish clear expectations on how new and redevelopment projects in the downtown will be designed.

The guidelines focus primarily on traditional building types. The Courthouse Square, Downtown Core, and University Village contain the bulk of these building types; and these areas are identified as locations where most of the guidelines apply. The guidelines will “promote redevelopment and new construction in a manner that respects the traditional design context for each Character Area”, but at the same time allow for creative urban design and architecture concepts. The guidelines are broken into several sections: Site Plan; Architectural Character; Mass, Scale, and Form; Exterior Building Materials; Upper Story Windows; Entries; Pedestrian Interest; Mechanical Equipment and Utilities; Parking Structures; and Lighting. Each section gives specific design guidelines to address various architectural and site planning issues.

**CHAPTER FOUR:** The purpose of this chapter is to include a framework of broad urban design and land use concepts to help guide future developments and City capital improvement projects. Like Chapter Three, there are several sections of urban design and land use concepts containing specific recommendations. These concepts are: Primary Automobile Routes; Gateways: Key Intersections; CSX Trail Enhanced Pedestrian/Bike Crossings and Intersections; Designated Pedestrian Routes; Parks and Open Space; Wayfinding; and Streetscape Design. The key to most of these concepts is tied to the Circulation Map illustrated on page 4-3 of the plan. The characteristics of each concept are detailed in the document. However, the Circulation Map provides a clear visual representation on priority locations to implement respective urban design and land use concepts.

In addition to the urban design and land use concepts, issues and recommendations are detailed for downtown parking. Parking is a contentious issue for downtowns. Concerns identified during the plan’s development are included to demonstrate various perceptions people have regarding parking. At this point, it is noted that parking utilization rates around the Courthouse Square are high, but utilization of parking structures and curb parking one block away from the Courthouse Square are low. In other words, parking is currently available in the downtown.

Despite this conclusion, the Plan recommends that the City enact measures to address future development demands as well as improved management of the system. The analysis does indicate that current development trends will create a need in the future for approximately an additional 2000 parking spaces. Specifically, the plan recommends that a 0.80 parking space per bedroom ratio be considered for future residential developments. This would be a higher number than the 0.5 to 0.75 ratio currently used by City staff. The consultants also make some recommendations on ways to improve utilization rates, address safety concerns for City garages, and increase accessibility and visibility of available public parking. A final recommendation identifies the need for a comprehensive transportation plan to balance automobile circulation and alternative modes of transportation.

The last section of Chapter Four uses the Showers Technology Park Character Area to apply various principles within the plan to a future long-term, build-out scenario. The illustrative sketch is located on page 4-14 and contains several interesting components to consider. First is the land use concepts proposed within the area. Flex space (blue) mixed use (tan), and residential/live work (light yellow) are shown to illustrate preferred

land use patterns for future development. Second, plaza, open space, and park areas are illustrated. These help to provide a green corridor within the area to link to existing amenities (CSX, Butler Park). Third, several road realignments are illustrated to improve circulation and to access/create developable sites within the area. Road realignments include North Morton Street, 10<sup>th</sup> Street, and 11<sup>th</sup> street (traffic circle). Last, surface parking is illustrated, but structured parking could be incorporated into one of the new building footprints shown.

**CHAPTER FIVE:** This chapter outlines several implementation measures related to the policies and recommendations detailed in the Plan. This is intended to serve as a policy document to guide future improvements within Downtown Bloomington. Several key policy strategies are described for the following issues: Design Review Strategy; Civic Facilities Strategy; Residential Development Strategy; Parking Strategy; Commercial Development Strategy; and Historic Preservation Strategy. In addition to these strategies, a prioritization process and criteria are proposed to assist with timely and systematic sequencing of the implementation strategies.

Below is a brief summary of key measures for each strategy detailed in Chapter 5:

### **Design Review**

- Adopt design standards as part of the City’s revision to the Zoning Ordinance
- Identify specific standards that should apply to each Character Area
- Identify specific discretionary guidelines for each Character Area that would be triggered by projects exceeding zoning ordinance limits on height or density or for those projects requesting public assistance such as tax abatements

### **Civic Facilities**

- Establish an Arts District, with the possibility of public support for artist loft projects and the designation of festival streets
- Target streetscape improvements along Kirkwood Avenue, 11<sup>th</sup> Street, 10<sup>th</sup> Street, Morton Street, and Rogers Street
- Install bicycle and pedestrian improvements, with priority areas as indicated on the Circulation Map
- Expand downtown transit or shuttle options to create high frequency service to key destinations such as City Hall, Indiana University, and the Monroe County Library

### **Residential Development**

- Promote adaptive reuse for market rate and affordable housing through a set of prototype studies
- Promote International Building Code provisions for adaptive reuse
- Develop a City-initiated adaptive reuse demonstration project
- Provide public assistance for construction of new housing units not directly oriented with the student housing market

### **Parking**

- Improve efficiency of existing on-street and off-street parking through a combination of: cooperative shared parking agreements; increased security and physical improvements to parking lots/structures; improved utilization rates; the creation of a downtown residential and employee parking program; identification of loading spaces; and wayfinding for parking lots and structures

- Construct additional downtown parking structures when several benchmarks are reached. Key locations include the area north of Showers City Hall and the southern portion of the Downtown Core Character District.

### **Commercial Development**

- Create annual inventories of housing, retail, office, and industrial uses as well as a vacant and derelict buildings in order to provide information to the private sector on utilization of downtown property
- Develop a conditional use review policy to address national formula retailers or Big Box retailers who wish to locate downtown

### **Historic Preservation**

- Promote the greater use of tax credits and incentives for historic preservation activities
- Support local designations of downtown structures
- Continue and refine usage of the Demolition Delay ordinance as a tool to insure historic preservation

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**RECOMMENDATION:** Throughout the process, public participation and support for the City's downtown plan effort has been tremendous. This alone speaks greatly to the community's interest in the viability of the downtown area. The GPP's policy to "Improve Downtown Vitality" is a significant goal to accomplish. The formal adoption of the Downtown Vision and Infill Strategy Plan into the GPP is a key step aimed to accomplish this policy. Staff is seeking additional input at the first Plan Commission hearing in order to attach possible conditions of approval that will further strengthen this Plan.

Staff recommends forwarding Case# MP-25-05 for a second hearing at the September 12<sup>th</sup>, 2005 Plan Commission.

# Downtown Vision and Infill Strategy Plan

City of Bloomington, Indiana

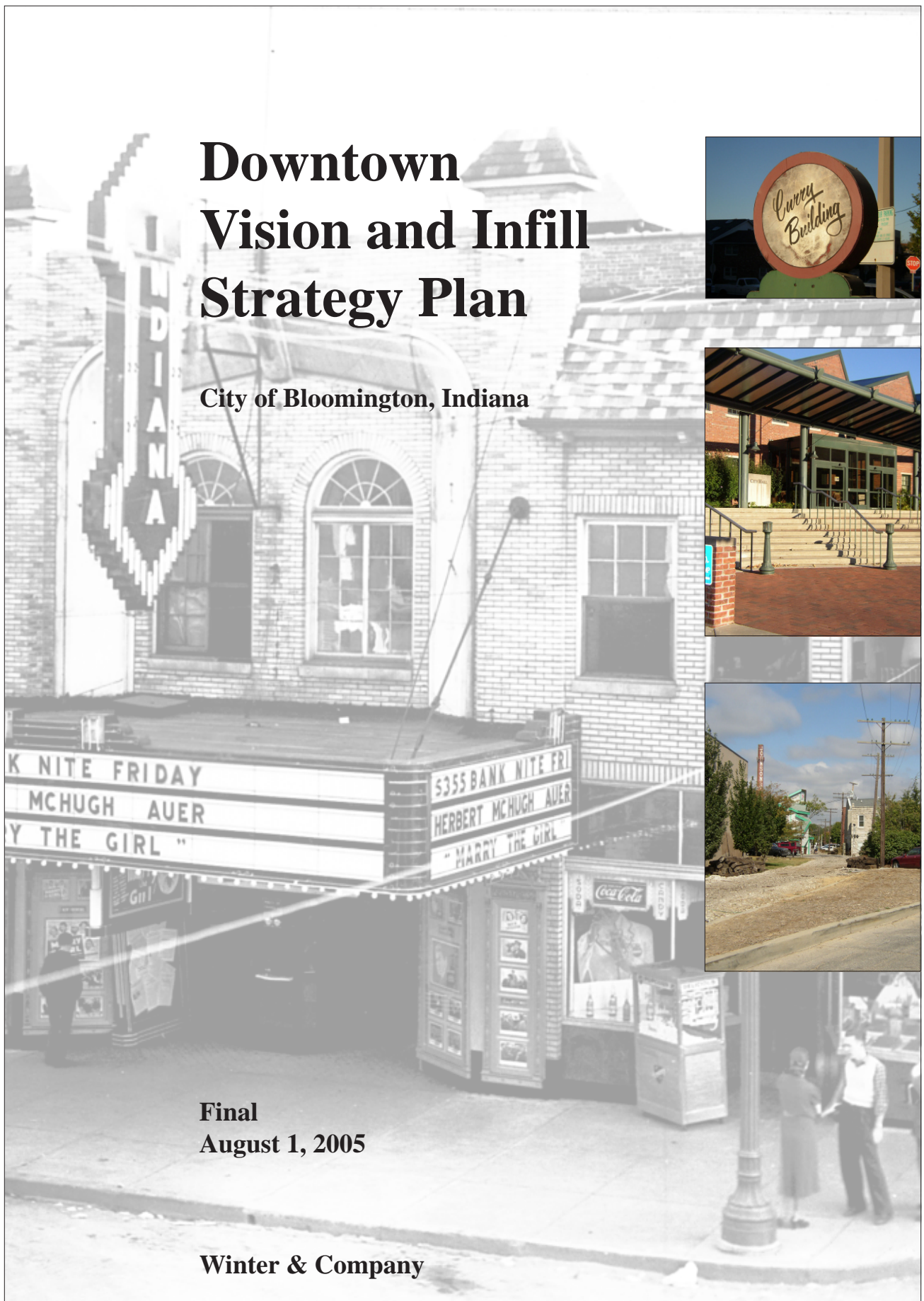


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HERBERT MCHUGH AUER  
" HARRY THE GIRL "

**Final**  
**August 1, 2005**

**Winter & Company**





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Strategy Plan process.

Photographs courtesy of Shaw East and Shaw Starkes Collections, William Hammond Mathers  
Museum, Indiana University

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# Executive Summary

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The City of Bloomington Downtown Vision and Infill Strategy Plan is written in response to the Growth Policies Plan of 2002, which sets forth the goal to “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.” The Plan focuses on providing a policy base for the City to evaluate both new construction and rehabilitation work that occurs within the downtown area in order to improve downtown as a compact, walkable, and architecturally distinctive area that serves as the heart of Bloomington. The planning and design concepts proposed in the document were articulated during several workshops held in 2004 and 2005. The timeframe of this vision covers a generally understood ten year outlook.

Community pride is evident throughout Downtown Bloomington. In a series of stakeholder interviews, it became apparent to all participants how much loyalty and enthusiasm local business owners, local residents and property owners have for the future of downtown. Renovation of the Showers Building, designation and construction of the Farmers’ Market site and structures, new loft projects, expanded diversity in retail have all had a perceptible impact on not only the image of downtown, but also the quality of life of local residents throughout the community. The challenge facing Downtown Bloomington is to ensure that future infill and development projects respect established design traditions and contribute to the character of the community.

Winter & Company was contracted based on their national experience assisting communities throughout the country, that are faced with similar issues and challenges. Winter & Company has recently completed downtown plans and design guidelines for Walla Walla, Washington; Flagstaff, Arizona; and Truckee, California. In addition, they are experts in form-based code revisions and have worked with the following municipalities in ensuring that infill and redevelopment is consistent with the community’s vision for the future: Alamo Heights, Texas; Amherst, New York; and Atlantic Beach, Florida.

The first section of the document summarizes market conditions that will influence the type of infill development that can be anticipated in the future. Readers should keep in mind that within the scope of this project, the economic overview is intentionally broad and highlights general trends and opportunities for the greater Bloomington community. It is not intended to provide detailed mar-

ket analysis of specific types of development opportunities for the downtown area; rather it highlights potential market trends the downtown could capture. Readers should note that the primary message of this economic overview is that there will be continuing opportunities for the downtown area. The residential market will continue to grow but, similar to most communities in the United States, it will broaden to include a wider range of age groups and socio-economic segments who are exploring downtown living as a new lifestyle choice.

As a part of the framework plan, a key concept put forward is that downtown will be composed of a series of character areas that will reflect desired urban design principles and, in some cases, respond to the established physical context. The intent of defining these character areas is to establish a rationale for variations in design standards that address appropriate mass, scale, and form of buildings, as well as their relationship to the street. The character areas in the Plan are expected to influence various policy decisions of the City. Character area boundaries are not necessarily coordinated with any other existing boundary lines, such as underlying zoning categories or overlay programs, such as the Downtown Development Opportunity Overlay (DDOO) and the Downtown Community Revitalization Enhancement District (CREED). All of the character boundaries are instead based on perceptions conveyed in the community workshop.

Another section of the Plan addresses parking and offers alternative strategies for meeting future demand. These include, but certainly are not limited to, the following:

- Requiring individual projects to meeting the parking demand generated by new and/or redevelopment
- Exploring shared parking opportunities
- Minimizing the actual number of cars to be accommodated by providing alternative modes of transportation

The final chapter covers implementation strategies. It provides, among other things, recommendations for amendments to city development regulations, design guidelines, potential overlay districts, possible development incentives and other various implementation strategies to enhance Bloomington's downtown.

# Introduction

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The City of Bloomington has implemented several projects that have resulted in a dynamic and cohesive downtown that other cities would envy and, to some extent, the City is now challenged by its own success. Bloomington has nurtured a climate for investment that has attracted a range of development projects, some of which may produce unintended consequences. These are some of the primary concerns:

1. Current development regulations promote downtown housing. The development community has responded with several projects. The questions are:

- Will these projects generate more parking demand than is available in the immediate area?
- What is the potential cumulative impact if this development trend continues?

2. The character of building design at the street edge may not always be compatible with the traditional “Main Street” context or with adjacent neighborhoods.

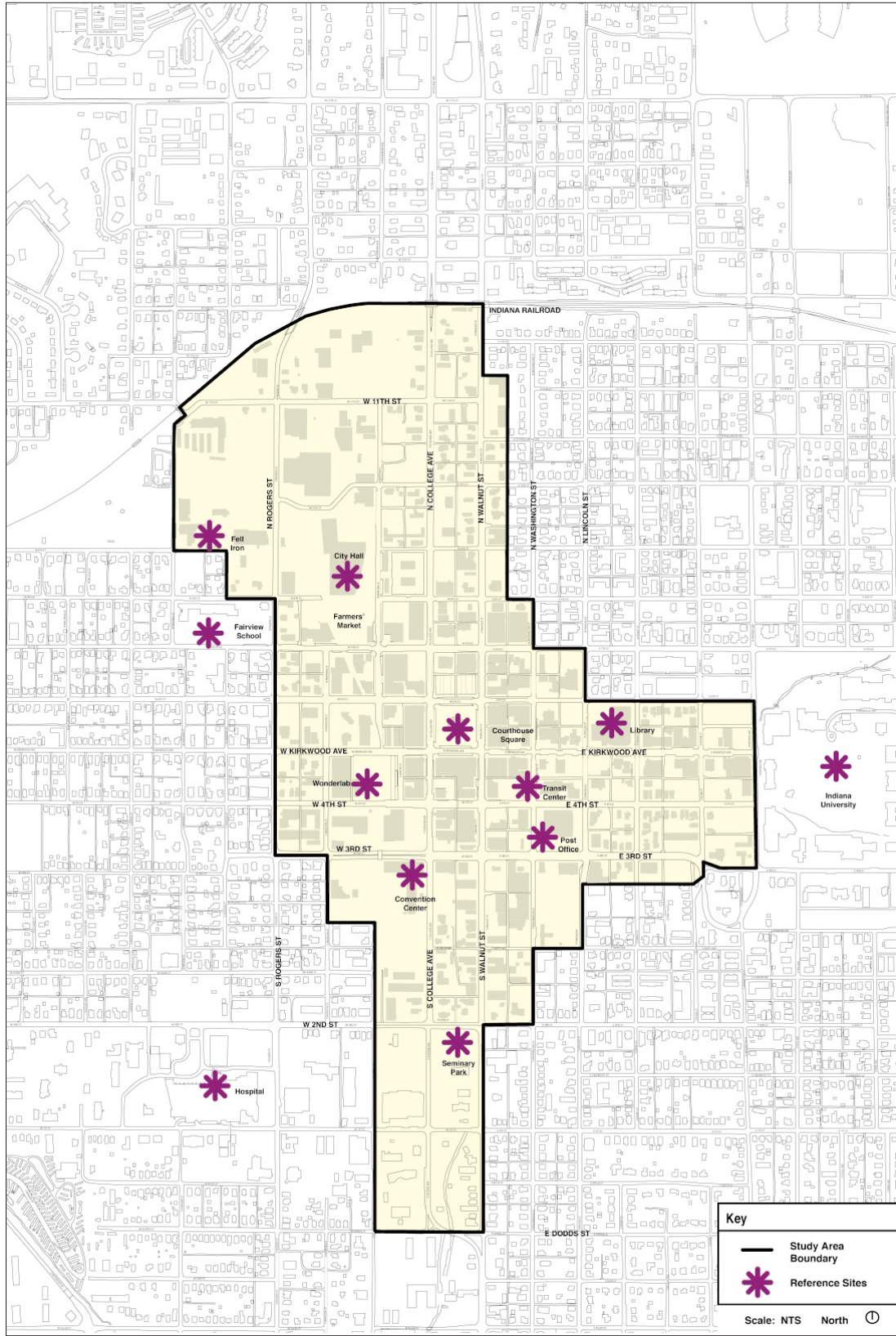
- What are the key design principles that these projects should incorporate to assure compatibility?
- How should design principles be enforced or promoted?

Many residents and property owners believe that Downtown Bloomington would benefit from a strategic planning effort that addresses future downtown housing and the overall design character of new development and redevelopment projects.

## Background Information

To supplement initial background data compiled in conjunction with the Downtown Vision and Strategic Infill Plan, a number of previous and concurrent planning documents and databases were referenced. These included:

- Growth Policies Plan, City of Bloomington (2002)
- Alternative Transportation and Greenways System Plan (2001)
- A Preservation Plan for Downtown Bloomington and the Courthouse Square (1998)
- Downtown Bloomington Commission - Annual Report (2003)
- The McDoel Switchyard & CSX Corridor Master Plan (2003)
- Zoning Ordinance, City of Bloomington (1995)
- Bloomington Downtown Parking Task Force Report and Recommendations (1996)
- Downtown Vision Final Report (1998) prepared for the Commission for Bloomington Downtown
- The Evergreen Project: Design Guidelines for a Healthy Community, Subject - Older Adults (1996)



*Study Area Boundary*

## Study Area Boundary

The Study Area Boundary was identified to guide the planning process and to ensure that critical redevelopment sites would be considered when drafting initial design policies, standards and guidelines. Although the boundary reflects the extent of the study area, it should be noted that future development outside, but adjacent to, the study area boundary should respond to the design policies set forth in this document.

## Summary

The Downtown Vision and Infill Strategy Plan sets the stage for facilitating appropriate infill and redevelopment in Downtown Bloomington. The purpose is to establish a clear vision for the desired character of the study area and to create tools and implementation strategies that the community may use to achieve those objectives. Tools include recommendations for adjustments to existing development regulations, including special conditions and incentives that may apply to specific redevelopment and infill projects. The Strategy Plan recognizes that a diverse and lively mix of people of all age groups and income levels is desirable and that enhancing the downtown core as a place for interaction among residents, visitors, students and employees is a critical element to ensure continued success. The Strategy Plan builds on the assumption that compatible infill will occur and that increasing densities will result in an exciting and cherished urban experience. The Strategy Plan is organized into five chapters:

Chapter 1 provides an economic overview and outlines the range of opportunities that exist in the area for housing, commercial and related uses.

Chapter 2 provides a vision for the character of development in the downtown. It describes different physical attributes for a series of character areas within the study area boundary.

Chapter 3 presents design standards and design guidelines that apply to new development, redevelopment, and renovation projects within the study area.

Chapter 4 provides an overall urban design framework concept for downtown. This coordinates a variety of planning and design systems that reinforce broad project goals and objectives of the downtown vision.

Chapter 5 provides policy recommendations, benchmarks, and various implementation strategies for the downtown study area to accomplish over the next ten years.



*Over 80 residents, business owners and property owners participated in visioning workshop conducted in conjunction with the Downtown Vision and Infill Strategy Plan. (Bloomington, IN)*

# 1. Economic Overview

As part of the Downtown Vision and Strategic Infill Plan, the consultant team investigated local demographic trends and interviewed community representatives to understand the local economic and development conditions. Analysis of this data suggests a viable program for infill and redevelopment of the historic downtown and informs strategies for successful implementation.

Downtown Bloomington is comprised of a mix of residential, institutions, restaurants, retail business, entertainment uses, lodging and services. The density of retail and commercial use appears relatively compact, but there are a number of underutilized areas and several large surface parking lots. To fulfill the vision for the Downtown, it may be possible to intensify and enhance existing uses while maintaining the character that is prized by residents. To understand the potential for enhancement, Urban Advisors reviewed demographic, consumer spending and other data from the County and evaluated the market trends in Bloomington and its downtown.



*Downtown Bloomington is comprised of a mix of residential, institutions, restaurants, retail business, entertainment uses, lodging and services.*

## Market Trends

### Background Interviews

Urban Advisors interviewed local lenders, property owners and business representatives to learn more about the economic and development conditions in Bloomington. Downtown Bloomington acts as the art and cultural center for the region. The comments listed below are from interviews and as such are the perceptions of stakeholders in the downtown. Perceptions can be as important as the reality of the situation, whether accurate or not, because they influence decisions.

### Opinions Offered:

#### Downtown Residential

- There is a concern that large student housing projects will dilute the market for medium-scale residential structures
- Some expressed the concern that the housing market was directed towards students rather than on all potential market sectors; the Kirkwood project was cited as a successful example of the desired future trend as it is occupied by empty-nester households, seniors and students
- Some interviewees expressed the opinion that the large-scale structures are out of character with existing downtown develop-



ment and especially out of character with adjacent lower density residential neighborhoods

- Some feel that the basic amenities needed for non-student residents are not sufficient to support the market for downtown housing and that condominium sales are suffering
- At the same time, many interviewees expressed optimism about the future market for downtown residential

### **Employment and Business Downtown**

- Interviewees commented that businesses are leaving downtown. Reasons cited for leaving downtown include:
  - Inconvenient parking for employees
  - Challenging access routes from the rest of Monroe County
  - Lack of suitable parcels for development
  - Difficulty in the city permitting process compared to areas outside the City
  - Insufficient non-student residents to support diverse retail and service businesses
- Employment space outside of downtown is build-to-suit space for specific uses, not speculative development, and that one trend affecting downtown employment is the move from leased to owned space.

### **Parking**

- Parking policies are difficult to negotiate when developing assembled parcels
- Businesses that need parking for loading, such as paint and hardware, are forced to move to locations that allow easy loading
- A belief was expressed that the downtown overlay has raised the value of land within the overlay area by allowing full site coverage and thus makes parking infeasible
- There is no central parking authority to enable parking sharing

### **Summary**

- A major issue was whether downtown could continue to exist in its current state if employers continue to move to suburban locations
- Market opportunities in the downtown are considered good but impeded by existing parking policies and the approval process
- Downtown housing is still seen as a viable market opportunity and it is believed that as the housing market evolves, new retail and services will follow
- Downtown office vacancy is believed to be in the range of 20 percent; office is seen as a less attractive opportunity
- Land in the CD zone is twice as much per square foot compared to areas adjoining that are within the density overlay area; interviewees felt that this encouraged development of large build-

ings outside the core CD zone due to the arbitrage available by use of the density overlay

- Downtown rents are significantly lower than mall rents with downtown retail renting for \$8 to \$14 per square foot exclusive of expenses compared to \$25 per square foot at the College Mall and up to \$18 per square foot in some small strip centers
- The legal and banking sectors are expected to remain downtown, but the expected trend is toward additional residential development and its supporting services

## Employment

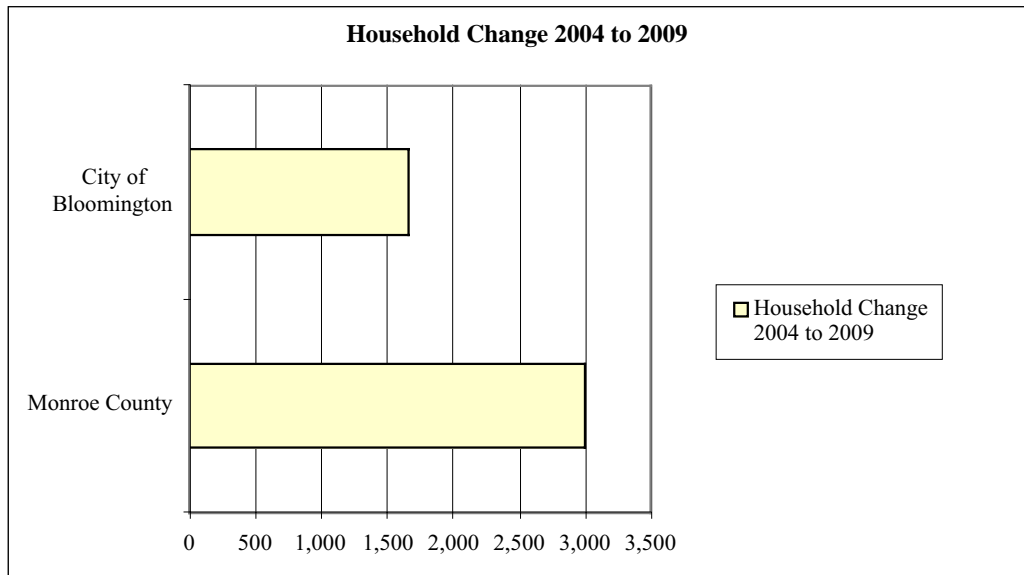
Nonfarm employment in the Bloomington MSA was 68,400 in 2003, the latest full year of statistics (see the table below “Bloomington MSA Employment 2003”). The largest sectors in Monroe County are spread among the following categories: government employment with 32 percent of total employment (this includes state and local government and the University); natural resources, construction, manufacturing, utilities and wholesale and transportation and warehousing at 34.4 percent; information, financial activities and other services at 27.2 percent; and retail and leisure and hospitality at 21.5 percent. This diversity indicates a stable business environment as no one industry dominates. Unemployment in Bloomington is below the national average.

<b>Bloomington MSA Employment 2003</b>		
<u>NAICSS</u>	<u>Industry</u>	<u>Employment Avg.</u>
	Total Nonfarm	68,400
05	Total Private	46,600
06	Goods Producing	10,600
07	Service-Providing	57,800
15	Natural Resources, Mining & Construction	3,000
30	Manufacturing	7,600
40	Trade, Transportation & Utilities	10,200
40	Wholesale Trade	1,700
40	Retail Trade	7,500
40	Transportation, Warehousing & Utilities	1,000
51	Information	1,100
55	Financial Activities	2,400
60	Professional & Business Services	4,900
65	Educational & Health Services	7,600
70	Leisure and Hospitality	7,200
81	Other Services	2,600
90	Government	21,900
92 90	State Government	16,900
93 90	Local Government	4,500

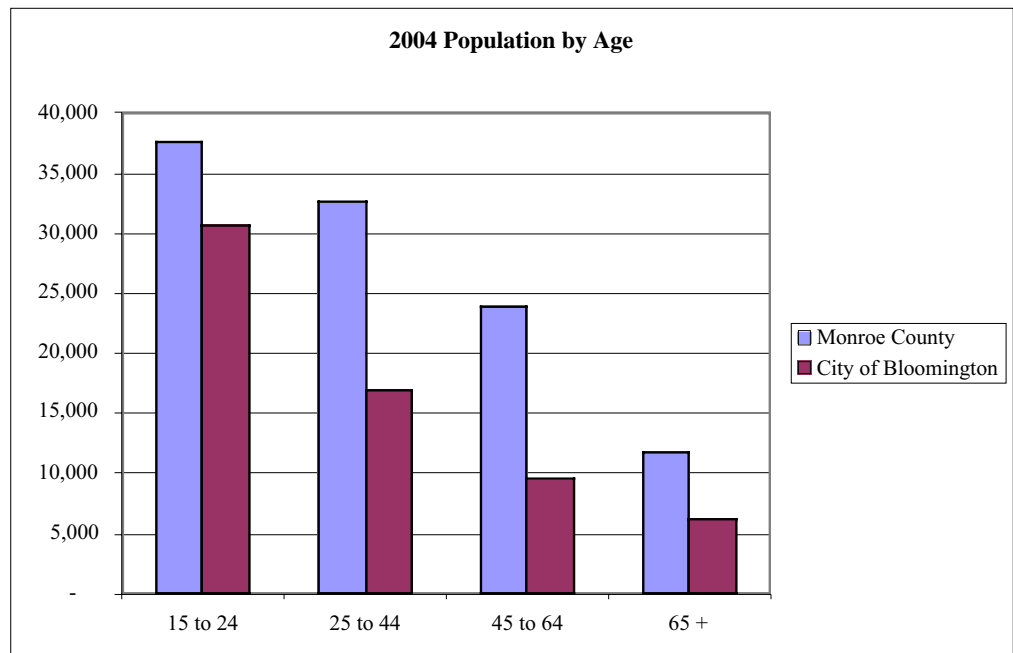
*Data source: Bureau of Labor Statistics & Indiana Department of Workforce Development  
 Provided by: Indiana Business Research Center, IU Kelley School of Business*

### Demographic Trends in Bloomington

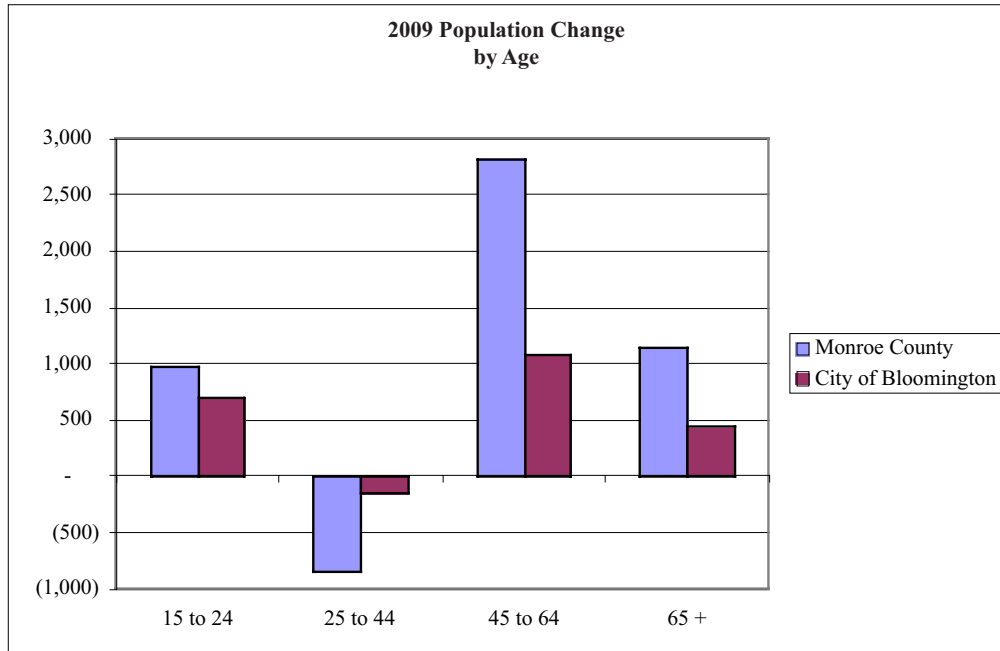
Much of the population growth in the county is projected to occur outside of the City of Bloomington. Of the 4,140 new residents in 3,000 new households expected in Monroe County in the next five years, Bloomington is expected to see 2,200 new residents in about 1,600 households, or about a 53% share of the County's total population growth. It should be noted that these projections are based on available land and existing zoning patterns, and do not anticipate pro-active policies by the City to direct new real estate investment. Demographic trends for Bloomington are illustrated in the following charts:



Source: ESRI Business Information Systems



Source: ESRI Business Information Systems



*Source: ESRI Business Information Systems*

The small ratio of population growth to household growth indicates that new household sizes will average 2.01 persons in the City and 2.39 persons in the county (2.55 persons outside the City .) This smaller household size also matches the trends in population age. In Bloomington, 68 percent of population growth in the next five years will be in the 45 and older age groups, and 31 percent of population change in the ages between 15 and 25. Meanwhile, the City is expected to see a small net loss of people between 25 and 44 years of age. This drop in the 25 to 44 age group is similar to larger overall county trends in aging and may reflect the shift of some households into older age groups. The fact that the net loss in the City is seven percent compared to 16 percent in the county may indicate that Bloomington is more successful at retaining young households than the outlying areas.

Projections obtained from StatsIndiana indicate population growth in Monroe County of approximately 35,000 persons between year 2000 and year 2040.

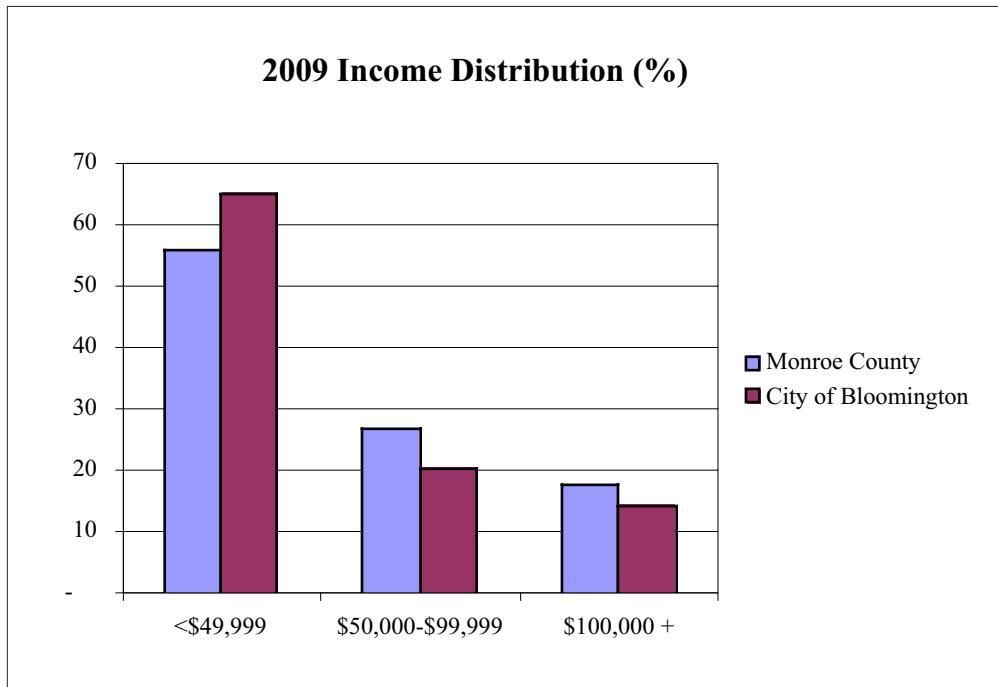
<b>Projected Population Change in Monroe County</b>									
Year	2000	2005	2010	2015	2020	2025	2030	2035	2040
Pre-School0-4	6,119	6,927	7,184	7,386	7,516	7,655	7,762	7,839	7,979
School Age5-19	26,168	27,579	28,388	29,198	29,560	29,882	30,212	30,557	30,883
College Age20-24	22,783	23,137	23,398	23,381	23,489	23,625	23,809	24,017	24,272
Young Adult25-44	32,887	33,003	33,382	33,957	34,331	34,585	34,884	35,203	35,569
Older Adult45-64	21,532	25,128	27,663	28,520	28,862	29,277	29,756	30,493	30,974
Seniors65+	11,074	11,688	12,925	15,235	18,070	20,663	22,805	24,254	25,549
Totals	120,563	127,462	132,940	137,677	141,828	145,687	149,228	152,363	155,226
Average Five Year Growth		5.7%	4.3%	3.6%	3.0%	2.7%	2.4%	2.1%	1.9%
Change in Population		6,899	5,478	4,737	4,151	3,859	3,541	3,135	2,863

Source: StatsIndiana

In the long term the greatest population growth by age group is in the population over 64 years of age.

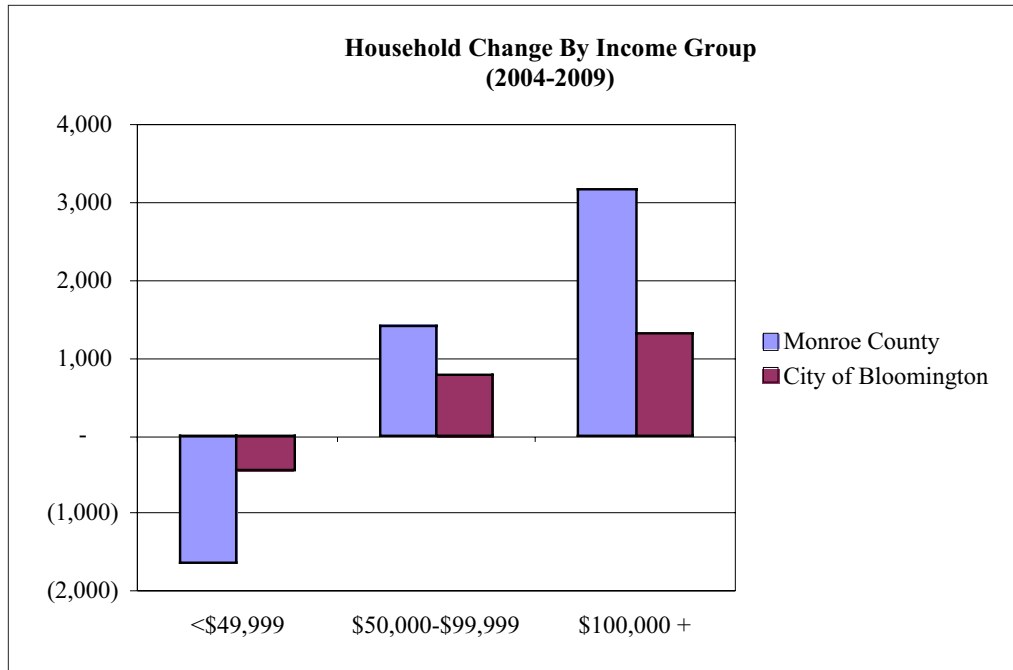
## Trends in Household Income

Aggregate income is expected to rise in both Bloomington and Monroe County. Although most households in Bloomington and Monroe County are expected to earn under \$50,000 per year, the number of households earning below \$50,000 is projected to decline.



Source: ESRI Business Information Systems

In fact, growth in the City is expected to be between the \$50,000 to \$99,999 income group and the \$100,000+ group. In the county, growth is projected predominantly in the \$100,000+ income group.



Source: ESRI Business Information Systems

Together this paints a picture of new residents as “empty-nesters” with small households and incomes above \$50,000 per year.

### Implications for Downtown

The shift in household income has implications for the housing market. Based on the projected incomes and interest rates, the future market could support a wider range of housing options in the downtown area. This indicates that there is the potential for market-rate mixed-use buildings in the downtown that could appeal to groups such as retirees, empty nesters and young professionals. At the same time, it should be noted that the overall demographics indicate a need to retain units at more affordable pricing for both student and non-student households. Because of the differing requirements of these populations it is necessary to plan projects for each separately. While it may seem that students will snap up affordable units, given that the future growth of Bloomington is projected to be much larger than the expansion of the student population this may not be an issue.

### Downtown Office Market

Interviews indicated that the downtown is competing for users with outlying areas. Data for the analysis of the downtown office space market was not available at the time of this report, but those interviewed quoted a relatively high vacancy rate, perhaps over 20 percent, for existing space. The major reasons cited for this included

parking and lack of suitable special configurations for businesses inquiring about the downtown. Requests for downtown space cited by the Small Business Development Center (SBDC) have been for floor plates of 10,000 to 20,000 square feet, with open floor plans. The City's Certified Technology Park Initiative includes areas large enough to accommodate this need. Given that there are requests for space, and given the amenities of the downtown area and its proximity to Indiana University, office employment in downtown should increase.

## Consumer Spending and Retail

Because of population growth and the resulting rise in aggregate income, consumer spending can also be expected to rise. A comparison of spending in 2004 and an estimate of 2009 spending are shown in the tables below.

In 2004, Bloomington residents are estimated to earn an aggregate of almost \$1.26 billion, and expected to spend 29% of income on retail expenditures totaling about \$374 million. Bloomington spending is approximately half of total county spending.

It should be noted that these figures are not the same as retail sales, since people can spend their money anywhere. If one assumes that all spending goes wherever it is going now and looks at growth as an opportunity for increasing capture, it is the increment of growth that becomes of interest in forming a strategy for the downtown area.

	2004	2009	Change
Apparel and Services	\$ 63,815,451	\$ 80,788,984	\$ 16,973,533
Electronics	\$ 25,075,238	\$ 31,744,710	\$ 6,669,472
Entertainment	\$ 25,409,795	\$ 32,168,252	\$ 6,758,457
Food & Beverages	\$ 178,821,160	\$ 226,383,731	\$ 47,562,571
Health	\$ 10,977,226	\$ 13,896,931	\$ 2,919,705
Home	\$ 47,821,081	\$ 60,540,457	\$ 12,719,376
Other	\$ 22,279,436	\$ 28,205,285	\$ 5,925,849
<b>Totals</b>	<b>\$ 374,199,387</b>	<b>\$ 473,728,352</b>	<b>\$ 99,528,965</b>

Source: ESRI Business Information Systems



Growth in the selected categories above amounts to a total increase in Bloomington alone of \$99.5 million. This volume of spending would support almost 400,000 square feet of retail space by 2009 if one assumes an average sale volume of \$250 per square foot of space. This does not say, however, that the space will be located in downtown. Nevertheless, if it is possible for the downtown to capture 25 percent of this spending increase, it would be sufficient to support almost 100,000 square feet of additional retail development.

The implications of this for the downtown are that if the City and local businesses can create a high-utility destination (that is, a retail environment with enough shops aggregated in one place to serve a number of consumer needs in one trip, much as a mall does) that this incremental capture could support a great deal of retail and services that could be placed in strategic infill locations and also revitalize existing space. If food and beverage (which includes restaurants, pubs, and groceries) is excluded, the remaining capture could fill approximately 25 to 30 typical shop fronts. If these are carefully aggregated for maximum utility they could, in concert with existing businesses, create a high utility destination.

Because downtown restaurants are a destination for the entire county, it is reasonable to assume a continued market for restaurants based upon the increase in the food and beverage category. Increased spending on food away from home in Monroe County is expected to be approximately \$38 million by itself. While some of this will be spent at fast-food venues, the change is large enough to support more restaurants in downtown, especially if there is continued development of cultural attractions drawing people from the county into the city center.

### **Downtown Program Goals**

In demographic terms, the downtown is in need of balance. While housing has been built for students, relatively little housing has been targeted to the potentially large market of the future for empty nester and senior households that also enjoy the lifestyle available by living downtown. In other markets, "empty-nesters" provide strong support for urban housing close to amenities. Where such products are available, the urban market captures between 4% and 8% of the demographic. Based on trends in Bloomington and Monroe County, a combination of growth and existing pent-up demand for quality housing could produce demand for approximately 700 units of non-student housing in the downtown in the short-term (five years). In long range planning (beyond five years to the 2040 horizon of the projections from StatsIndiana), the downtown goal for vitality should be to accommodate somewhere in the range of 2,000 new non-student housing units for empty nesters, seniors and small

households in the 25 to 44 year age range, while continuing to retain existing units for students and current residents. The goal is thus to add to the mix to provide balance, to reinforce a mix of housing for all income groups and ages, not to remove housing opportunities.

The long term strategy for housing will provide the support for retail and services and will encourage employers to locate within walking distance of housing. The primary targeted age group between 45 and 64 years of age is usually the group making location decisions for their businesses. When downtown living is seen as more desirable than suburban living, and when downtown amenities increase, employment in the downtown will increase in attractiveness for these decision-makers. While this set of trends is based upon projections, projections are not immutable indicators for what will occur in the future. As housing opportunities and employment opportunities increase, it may be expected that downtown will also become a more attractive venue for young professionals in one to two person households who wish to enjoy the amenities and proximity to employment. Population trends indicate that Bloomington retains a higher portion of this age group than does the county as a whole; increasing downtown amenities and employment can be expected to bolster this trend.

The impact of 2,000 new households over the long term, at average incomes, on services and retail would be significant. In 2004, the average income of empty nester age households is estimated at around \$73,500 per household. If all new residents were in this category it would bring \$146 million in aggregate income to the downtown area, with approximately \$42 million in non-auto retail and service spending. Because of the close proximity, market capture would be much greater than if the same population were located in the suburbs. At 60 percent capture for local shops and services, this would produce around \$25 million in downtown sales in non-auto categories. This spending would support approximately 100,000 square feet – the number of square feet that is supportable by 2009 if strategically planned. Thus, the combination of a strong long-term housing strategy and a strong short-term retail strategy can be mutually reinforcing without having a chicken and egg problem of what comes first. As long as development is proceeding in an orderly manner to reach downtown goals, the certainty provided will allow retailers and businesses some security that their investments will not be undertaken without support.

## **National Trends in Downtown Redevelopment**

Redevelopment of ailing commercial districts and city neighborhoods has been taking place across the nation. Redevelopment has proceeded through a range of strategies:

- the creation or enhancement of arts districts
- the creation of housing in or near commercial areas
- new office and retail/mixed use districts
- new open space amenities

In common with all of the strategies is the concept of “place making” or creating a critical mass of change that can alter local perceptions of the area to be redeveloped.

### **Place Making for Bloomington**

As the central city of Monroe County, downtown Bloomington is the only place with the ability to support arts facilities on a regional scale. This is important because the arts are now perceived to be a significant means for encouraging the public to visit and use peripheral businesses adjoining arts facilities.

The City has been working hard, especially the downtown retailers and arts council to establish a visible, active arts community. There are several annual events that have started to attract a national audience. The Lotus Music Festival is a 5-day event that attracts over 9,000 people from 24 states as well as a few international attendees. In addition to specific festivals, local galleries and retailers have worked together and developed quarterly gallery walks, which attract regional visitors and have grown in popularity and size over the course of the last two years.

Interviews with the cultural arts community cited a number of issues that directly impact their success:

- Visitation to Bloomington is event driven. Local events combined with the Indiana University schedule and sporting events create a sporadic business climate that fluctuates throughout the year.
- Local venues, including the Buskirk-Chumly Theater, cater to both local and regional audiences. Although currently averaging about 200 bookings a year, theater operators would envision larger audiences that would bring financial benefits to long supporting sponsors
- Pedestrian Safety: some sidewalks in downtown are in need of repair. Although the pedestrian environment immediately adjacent to the Courthouse is safe and welcoming, blocks immedi-

ately adjacent contain sidewalks that are in poor condition. The sidewalks and intersections linking the Convention Center to Courthouse Square are in disrepair and have lightpoles located directly in the center of the sidewalk (creating accessibility issues).

- Parking Garages: existing parking garages were considered unwelcoming and in need of new security measures that would encourage local use.
- Museums: the City has an inventory of historic structures and the Monroe County Historical Society, located at 202 E. Sixth Street celebrates the heritage of the community and county. Another community asset is the Alliance of Bloomington Museums that is a cooperative group of private museums and IU museums, which collaborate together on exhibits and cultural and educational events.
- Pedestrian Lighting: should be expanded outside of Courthouse Square.



*The Monroe County Historical Society (Bloomington, IN)*

The reason for looking at the arts as a generator of economic potential is that arts districts draw people on a regular basis and provide foot traffic for local restaurants, cafes and retail businesses. In Denver, for instance, the city's cultural district drew 7.9 million visitors in 1997, more visitors than attended Broncos, Nuggets, Rockies, and Avalanche games combined. Arts facilities are seen as an amenity that enhances quality of life and yields a perception of quality to an area. The arts are also seen as an amenity that draws new residential and office development.

**Condition of Approval #1**

Chapter 1, page 1-14, first paragraph, second sentence, shall omit the word "Wonderlab" from this sentence.



Currently, there is not a designated cultural arts district in Bloomington. Operators of local venues, including the ~~Wonderlab~~, Lotus Arts Festival, Buskirk-Chumley Theater believe that such a designation would be beneficial to the arts community by identifying a specific overlay district for these important civic facilities and events.

Arts districts can include many different functions from museums, galleries, theaters, small cinemas, and educational facilities, to building redevelopments for artists' lofts and live work units with studios on the first floor and living space on the second. In Bloomington there are a number of elements that support the arts district concept and other infill development scenarios. These include:

- An evolving arts/gallery sector
- Indiana University
- Certified Technology Park overlay
- Live/work opportunities

Creating an arts district requires many of these uses in conjunction, and usually relies upon the renovation of old building stock including old warehouses, theaters, hotels and other buildings of architectural interest. In many respects and as evidenced by the recent restoration and adaptive reuse of the Showers Furniture Factory as well as the continuing success of the Lotus Music Festival, Downtown Bloomington has developed an active arts community that could benefit by continued restoration of historic structures. The Showers Factory now includes diverse uses including City Hall. The large employee parking lot includes covered parking stalls, which readily convert to an active, regional Farmers' Market on the weekends. Another important asset in this revitalized downtown neighborhood is the soon to be acquired CSX Trail easement, which serves as a recreational amenity connecting residential neighborhoods with employment centers and downtown commercial and retail businesses. Remnants of industrial uses, including vistas to a towering smokestack, are highly prized urban amenities that convey history, image and character. In Berkeley, California, a new performing arts facility was combined with streetscape art installations and the redevelopment of City Hall. In Portland, Oregon a new building for art education is part of the on-going revitalization of the Pearl District, a former warehouse district.

At the same time as yielding benefits, arts facilities and developments are rarely self sustaining, and usually require a variety of funding and equity sources to succeed including public funding, patrons or donors, and sometimes the use of sales taxes and local improvement districts to fund improvements. Creating arts facilities requires a public commitment of funding that varies with the size of the proposed project. Live-work space, in particular, has been suc-

successful in such diverse areas as Salt Lake City, Utah, Minneapolis, Minnesota and Little Rock, Arkansas. Live-work and artist loft residential projects have been done at market return rates when returns were allowed to accrue over a longer term that could ensure project success.

The most successful arts districts have strings of galleries intermixed with theater and symphony venues. One possibility is to establish an arts incubator as an adaptive re-use project. The Buskirk-Chumley Theater could be the arts incubator in this area. While some funding would be required, such projects have succeeded and economic development funding is available for incubators.

## 2. The Design Character of Downtown

Downtown Bloomington is a lively mix of activities. Governmental offices and civic institutions anchor critical, visible sites and there is a substantial amount of commercial development including specialty retail and professional offices. To supplement the existing diversity of uses, downtown also includes a significant amount of housing. Despite the success of downtown, the city and its residents are eager to ensure that future development complements the established character of downtown.



*The Courthouse Square serves as the center of the Courthouse Square. (Bloomington, IN)*

Although the downtown core is relatively compact and can easily be traversed by foot in about 20 minutes, land uses and development patterns vary according to specific geographic areas. Each geographic area exhibits a distinct design character. The Downtown Vision and Infill Strategy Plan study area boundary has therefore been separated into six “Character Areas”. These character areas are established to provide a clear definition of expectations for the design features of future redevelopment and infill projects. For each character area, a mix of uses is anticipated, although because of their respective geographic location, certain uses may be more viable than others because of differing economic and market conditions.

### Courthouse Square

The Courthouse Square consists of nine city blocks with the Courthouse Square in the epicenter, extending one block out in each direction. This area contains the highest concentration of traditional commercial retail storefront buildings. The original intent of development was to supplement the courthouse and provide a diverse mix of businesses that would capitalize on the pedestrian activity generated by the courthouse. Although downtown contains a number of newly expanded civic institutions, such as the renovated Showers Building and the County Courthouse, Courthouse Square remains the heart of downtown as evidenced by the care and detailing of renovated storefronts, the diversity of retail activity and high volumes of pedestrian traffic. Many of these structures have historic significance and preservation of historic properties within this area is a high priority. Much of this area is eligible for local historic district designation. The existing structures typically exhibit the following features:

- Commercial use with historic storefront detailing located at the street level
- Front facade abuts the sidewalk edge (zero setback)
- Masonry materials dominate with decreased solid-to-void ratio. Solid-to-void ratio is defined as the amount of wall surface (the

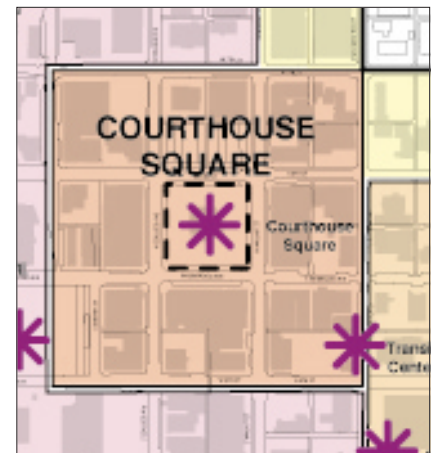
#### *What works?*

- Fountain Square
- Buskirk Chumley Theater
- Showers Building
- County Library
- Courthouse facade

*September 2004*

*Bloomington*

*Workshop Participant*



*Courthouse Square is an area generally defined by a one block radius extending in each direction from the Monroe County Courthouse. The Courthouse Square is bounded by 7<sup>th</sup> Street to the north, Washington Street to the east, 4<sup>th</sup> Street to the south, and Morton Street to the west.*



*The Courthouse Square character area includes a variety of building types and uses including retail establishments and the John Waldron Arts Center. (Bloomington, IN)*

solid) as compared to the amount of glass or the number of windows (the void or transparent). Often, older commercial buildings located in a densely developed urban core will have large display windows on the first floor along the primary street facade, and the solid-to-void ratio would result in less structure or wall surface and a greater amount of glass. The upper stories of the same building would often contain different window forms, such as double-hung windows that are "punched" into the wall surface; in this case, the solid-to-void ratio would result in more structure or wall surface and less glass. The solid-to-void ratio is a helpful tool in designing building facades to ensure compatibility with existing historic structures.

- Smaller upper story, double-hung punched windows
- A molding or cornice that caps the building
- Articulated architectural detailing that defines each story of the building

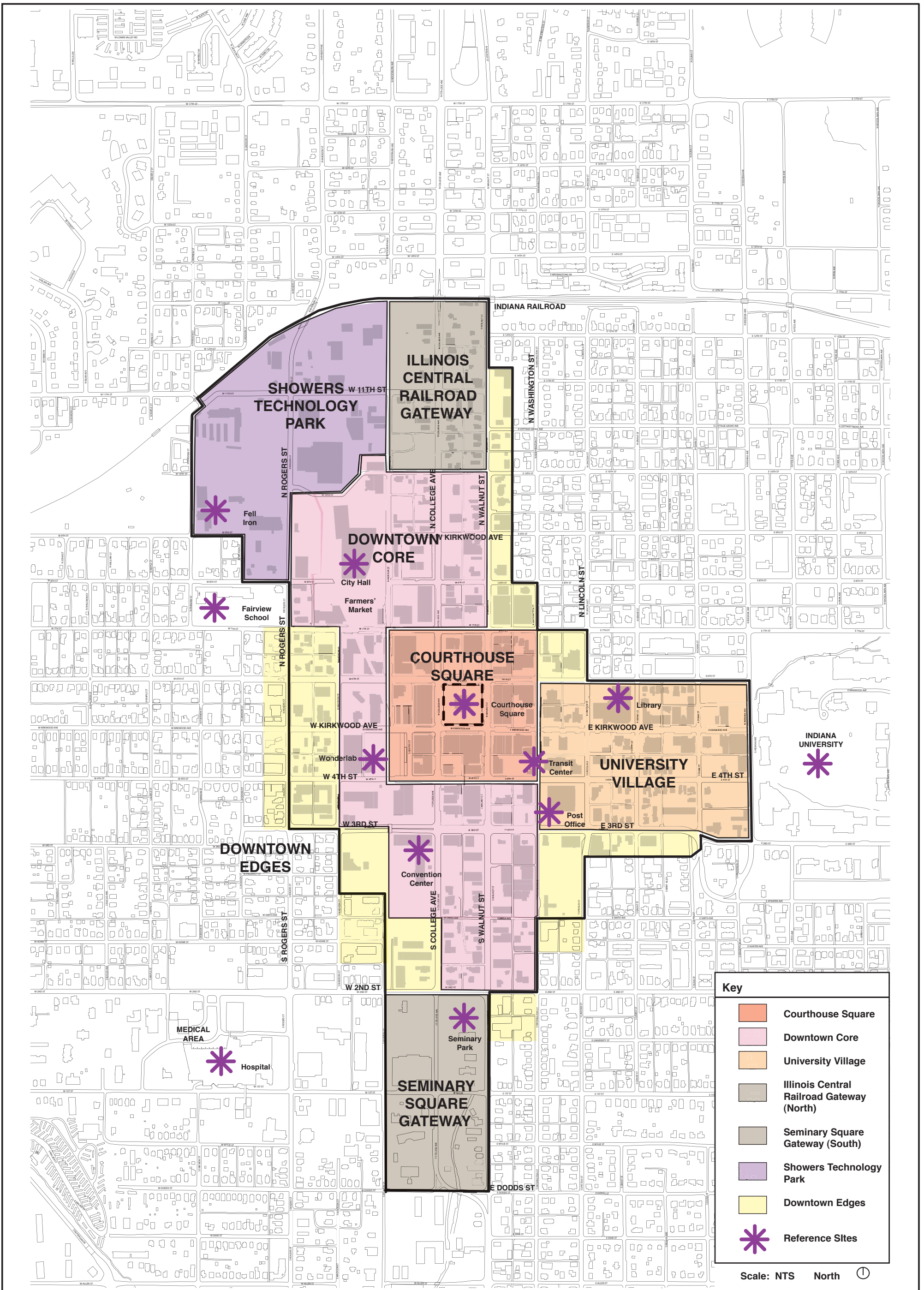
In order to develop design guidelines and standards that will ensure compatible redevelopment in the Courthouse Character Area, design goals have been established. The design goals for this area are:

- To preserve historic resources where feasible
- To define the sidewalk edge with visually interesting buildings
- To minimize use of land for parking and minimize the visual impacts of parked cars within individual parcels
- To minimize the visibility of mechanical equipment and service access from the street edge
- To respect the established context of traditional commercial storefront buildings
- To generate pedestrian activity along the street edge and positively contribute to the integrity of the streetscape

Development in the Courthouse Square Character Area should be compatible with historic structures and should relate in terms of building massing and orientation. Similarly, buildings should convey the traditional widths of earlier structures in this area. New buildings that are larger than those seen historically should be clearly divided into modules and the architectural skin should be articulated to the extent that the building appears to be in scale with its neighbors. Building materials should match the range of materials used historically and the pedestrian scale established at the street level should be maintained. In addition, building volumes should appear within the range of those seen traditionally. Many traditional structures are two to four stories in height and this scale should be expressed in new construction.

The key objective is to maintain and enhance the Courthouse Square as the area most conducive to pedestrian activity and outdoor uses that contribute to an urban center, including outdoor dining and ur-

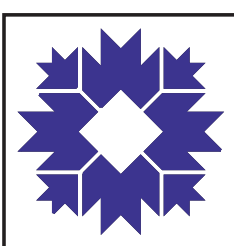




**Key**

- Courthouse Square
- Downtown Core
- University Village
- Illinois Central Railroad Gateway (North)
- Seminary Square Gateway (South)
- Showers Technology Park
- Downtown Edges
- ✱ Reference Sites

Scale: NTS North



**Winter & Company with  
Urban Advisors  
Tom Layman**

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

Date:  
August 2005

**FINAL**

ban plazas. Redevelopment and infill projects should integrate quality building materials with architectural detailing that will contribute to the desired character of Courthouse Square.

## Downtown Core

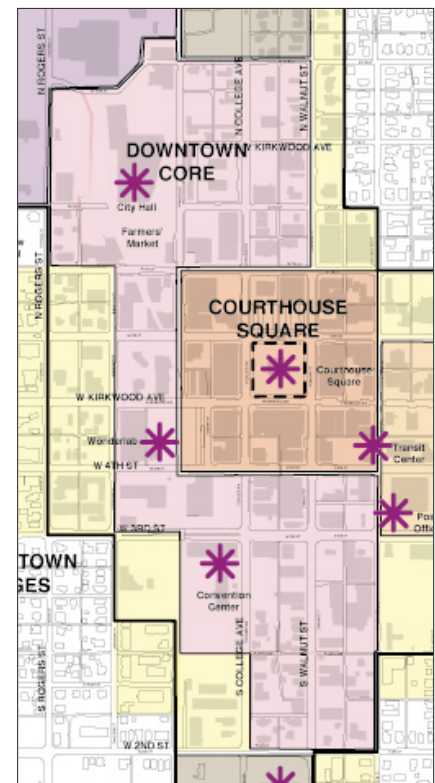
The Downtown Core Character Area is a series of blocks flanking Courthouse Square, which contain many buildings that are similar to traditional storefront structures seen in the Courthouse Square and also contains a mix of other building types that reflect both historic uses and an expanding central core. These include older industrial buildings such as the redeveloped Showers Furniture Factory and adaptive reuse projects occupying older residential buildings. The result is a diversity of both land uses and structures as well as varying building massing and setbacks: the streetscape is not homogeneous, but remains interesting and lively due to the amount of pedestrian traffic generated by this mix of uses and the proximity to Courthouse Square. Because of the diversity of parcel configurations and the relative distance from both the Courthouse Square and surrounding residential development, increased densities are most appropriate here because they will help to reinforce the vitality of the established urban core.

Many parcels contained within the Downtown Core Character Area are large enough to accommodate buildings that contain integrated structured parking. New buildings should also draw upon the design traditions exhibited by historic commercial storefront buildings and include zero setbacks with individual storefront modules that are visually interesting to pedestrians and that are detailed to reflect the traditional scale of building in the Courthouse Square (approximately 65' in width). Therefore, the general principles for new construction that are relevant to the Courthouse Square would also apply in these areas. In addition, there are several significant historic properties that are found within the Downtown Core Character Area. In some cases, historic structures may be incorporated into larger developments. In any case, new construction that abuts any historic structure should respect established design traditions and development patterns. Larger buildings should contain some reduced volumes that are similar in height to the adjacent historic structure to ensure compatibility in mass and scale. Due to undulating topography and the overall mass and scale of the Courthouse, parcels within the Downtown Core Character Area can accommodate taller structures and should be encouraged when they are designed to reflect the traditional scale of buildings at the street level and are articulated into modules that are compatible with the traditional design context.

In addition to the design goals established for the Courthouse Square Character Area, additional design goals are applicable. One goal is



*The Kirkwood is a new luxury apartment in the Downtown Core Area. (Bloomington, IN)*



*Downtown Core is an area generally defined by land immediately surrounding the Courthouse Square to the north, south, and west ranging from one to several blocks in width. The Downtown Core boundary meanders, but its outermost edges are bounded by 10<sup>th</sup> Street to the north, Walnut and Washington Street to the east, 2<sup>nd</sup> Street to the south, and Rogers and Madison Street to the west.*



*The Convention Center and the Bloomington City Hall are both located within the Downtown Core Character Area. (Bloomington, IN)*



*University Village is an area generally defined by the land between the Courthouse Square and the Indiana University Campus. The University Village is bounded by 7<sup>th</sup> Street to the north, Indiana Avenue to the East, 3<sup>rd</sup> Street to the south, and Washington to the west.*



*Restaurant Row, which lies along an eastern portion of 4<sup>th</sup> Street. This also is an important and distinct special area within the University Village and its character should be maintained. (Bloomington, IN)*

to establish a pedestrian-friendly street edge that is primarily of buildings at the sidewalk edge, although in some cases landscaped areas and plazas and courtyards may also occur. The urban mixed-use areas are also places where parking structures would be particularly appropriate.

Additional design goals for this area are:

- Integrate on-site surface and structured parking opportunities with buildings and site elements, such as landscape features.
- For developments that utilize increased setbacks, develop visible, accessible pedestrian entrances and public plazas that contain street furnishings and landscape elements that integrate private development with the street edge.

### University Village

A distinct variation on the Courthouse Square and Downtown Core Character Areas occurs on the eastern edge of downtown. It serves as the link between the Courthouse Square and Indiana University. This neighborhood has evolved into a dynamic, transitional activity center that connects Courthouse Square with Indiana University. The variety of architectural styles combined with diverse land uses and site features results in an eclectic mix of development that both residents and visitors cherish.

The heart of University Village is the Kirkwood Corridor, which conveys the character of a small traditional main street— that is, commercial storefront buildings of one to three stories in height set at the sidewalk edge. This corridor provides a strong pedestrian-friendly route between the downtown and the university, and maintaining and reinforcing this character should be a high priority. In this regard, vacant land and underdeveloped sites should be encouraged to redevelop with buildings that draw upon the traditional commercial storefront as design inspiration, although they may include a broader range of uses. Immediately south of the Kirkwood Corridor is Restaurant Row, which lies along an eastern portion of 4<sup>th</sup> Street. This also is an important and distinct special area within the University Village and its character should be maintained. Restaurants have converted older residential structures that offer outdoor seating in place of the traditional front yard. One important design element that contributes to the character of restaurant row is the unique signage palettes that have been created to advertise each individual business. Although signage should be considered an important element throughout the Infill Strategy Plan study area, individual pockets of development can easily become unique destinations when specific design and character goals are maintained, enforced and enhanced. Overall, the University Village area retains many references to an earlier residential design context and new

development in this area should reflect site and architectural features exhibited by existing development, such as:

- Increased setbacks from the street edge to create a “front yard” or public plaza
- Front porches and /or awnings to create an entry feature
- Sloping roofs, which reflect traditional residential roof design
- Buildings one to three stories in height

In some cases, parcel consolidation has resulted in larger lots that can readily support buildings with increased building footprints that are larger than traditional residential buildings. Redevelopment and infill projects should be encouraged, but should be designed in modules that reflect the overall mass and scale of traditional residential buildings in this neighborhood. Depending on the specific site and immediate context, it may also be appropriate for new development to include elements that reflect the traditional storefront building type. For example, redevelopment of the existing post office should include elements that reflect urban development such as zero setbacks and/or 65’ building modules.

As the density of development increases, on-site and off-site parking requirements will also increase. Increases in automobile ownership among students, combined with overall growth and development in downtown, will result in additional public and private surface and structured parking. Multistory parking structures are appropriate in this character area and should respond to the design standards and design guidelines included in this document. Parking structures should include a “wrap” or leasable space that accommodates a variety of uses, which enhances streetscape and ensures that the overall mass of the building reflects the existing context of development.

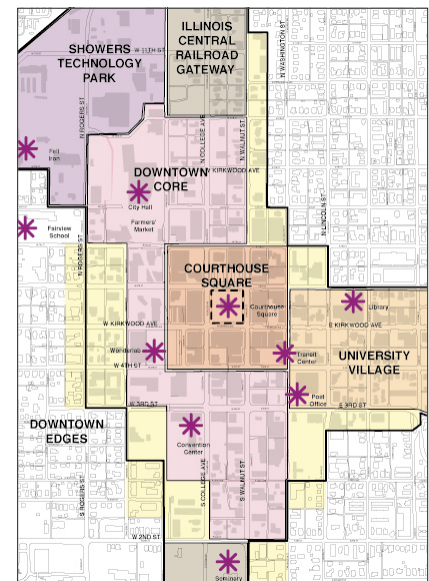
## Downtown Edges

The Downtown Edges Character Area serves as a transitional zone between downtown commercial development and single family residential neighborhoods. These neighborhoods are well established and their viability as close-in living opportunities is important. Therefore, development in the Downtown Edges must be particularly considerate of these adjacent residential neighborhoods.

Existing development patterns include stand-alone buildings, on-site parking and landscape features. Individual parcels contained in this character area tend to reflect the traditional lot size exhibited in downtown as well as overall block dimensions created by the street grid. To ensure compatibility with existing, adjacent residential development, redevelopment in this character area should respond to the existing massing and scale of adjacent residential struc-



*The residential context along Walnut Street in the Downtown Edges character area is distinguished by street trees and front yards. (Bloomington, IN)*



*Downtown Edges are areas generally defined as transitional buffers ranging from one to three blocks in width for downtown locations adjacent to residential neighborhoods. Downtown edges are utilized for locations primarily along the eastern and western portions of the Downtown Core.*



*Illinois Central Railroad Gateway Character Area (Bloomington, IN)*



*3rd Street, Seminary Square Gateway Area (Bloomington, IN)*



*The Illinois Central Railroad Gateway is an area generally defined as the primary north entrance to downtown. The Illinois Central Railroad is bounded by the railroad viaducts to the north (just north of 12<sup>th</sup> Street), Walnut Street to the east, 10<sup>th</sup> Street to the south, and an extension of Morton Street to the west.*

tures. Larger buildings should step down in scale as they approach the smaller residential structures. Similarly, service areas and parking lots should be positioned to minimize visual impacts on these neighborhoods and should be screened with landscaping or other architectural features. Infill and redevelopment in these areas may also reflect the traditions of residential design including single family structures and multifamily terrace-type apartments.

Traditional commercial storefronts may also be included in these areas but such buildings should be clearly in scale with their residential neighbors. In these areas the street edge should be a mix of storefronts, landscaped front yards and screened service and parking areas.

### **The Gateway Character Areas: Illinois Central Railroad Gateway and Seminary Square Gateway**

The Gateway Character Areas are located at the primary north and south entrances to town. Although each character area exhibits unique attributes, both sites should be considered vital to the overall arrival and departure sequence to downtown. By demarking the entrances to downtown, the city is celebrating its urban vitality and indirectly sends visual clues to visitors and residents that they are fast approaching the heart of the community. Although the land uses and development patterns differ from the Downtown Core and Courthouse Character Area, infill and redevelopment projects in these sensitive areas should reflect the transitional nature of development targeted for these areas. Architectural detailing and thoughtful site planning can both stimulate reinvestment in these outlying neighborhoods as well as strengthen more urban development patterns traditionally exhibited along North and South College Avenue.

The Illinois Central Railroad Gateway Character Area lies along the Walnut Street and College Avenue Corridor and extends north from 10<sup>th</sup> Street to the railroad underpass. This is an area that is transitional in character and retains vestiges of residential development as well as smaller independently sited commercial buildings. Many businesses have parking in front of the building, prompting numerous curb cuts along the corridor and the primary building is set back from the street edge. As this area continues to redevelop, development density may increase and as it does, the street edge should be enhanced to more clearly define the street edge and streetscape to improve pedestrian safety. Curb cuts should be consolidated and sidewalks and street trees placed to reinforce and extend downtown streetscape improvements. Therefore, buildings should include a combination of traditional commercial storefront design as well as those that reflect residential structures, both single

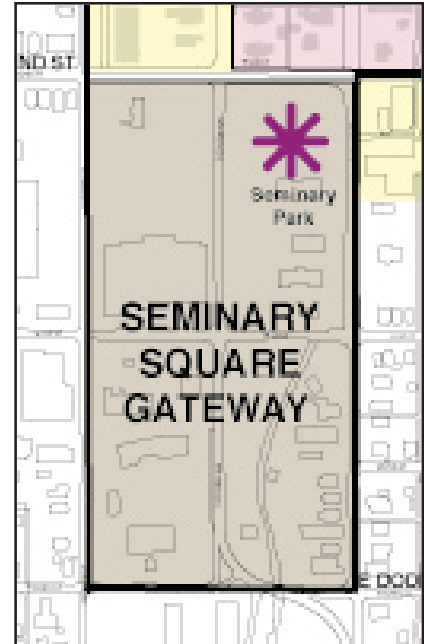
family and multifamily. In these cases, green space should be included and any paved surface areas, including parking lots, should be sited to the sides or rear of the building to minimize visual impacts from the street and should be substantially landscaped and buffered.

The Seminary Square Gateway extends from 2<sup>nd</sup> Street south for two blocks. It also is transitional in nature and the design objectives here are the same as those for the Illinois Central Railroad Gateway. In both cases, these entry areas should help to establish a sense of expectation of the character and quality of development that will be found in the core areas. And while development may not be as dense here, these are places where redevelopment is appropriate, especially where the development is designed to link with adjacent projects to establish a sense of continuity in pedestrian circulation and to extend the hours of activity where residential uses are combined with commercial to create active mixed-use development.

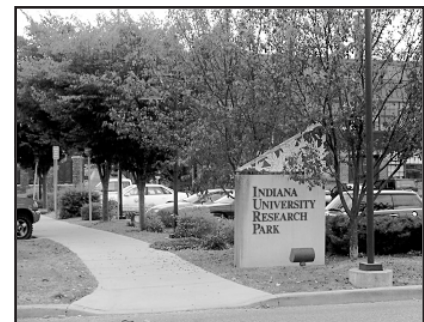
### The Showers Technology Park

The Showers Technology Park offers unique planning and redevelopment opportunities. Large parcels exhibit a variety of industrial and commercial uses. Several parcels include clusters of stand-alone buildings with integrated on-site parking facilities. Fell Iron, Bender Lumber, Indiana University and the old Honda Site each contain unique attributes that should be construed as significant opportunities for redevelopment. The topography undulates, creating highpoints with shortened views to the courthouse and the Showers redevelopment. The soon to be abandoned rail easement is being converted to a public amenity; this trail system will directly connect residential neighborhoods to the west with City Hall, the Farmers' Market and the Convention Center and bisects several sites contained within this character area. Development should be planned to orient to the trail and design features that are defined in the corridor master plan should be employed. Because of the number of large parcels, this character area is conducive to "campus" development that includes clusters of buildings uniquely sited to take advantage of the proximity to Courthouse Square, the Downtown Core, the CSX Corridor Trail, City Hall, the Farmers' Market and downtown housing.

Infill and redevelopment projects in this character area should be carefully coordinated with existing and proposed development in adjacent character areas. Pedestrian and vehicular circulation and parking should be strategically planned to provide easy connections and access to Courthouse Square.



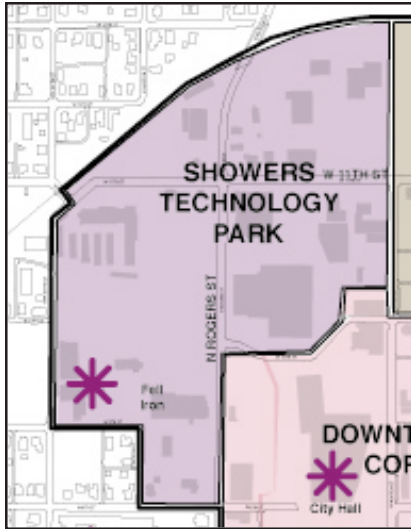
*The Seminary Square Gateway is an area generally defined as the primary south entrance to downtown. The Seminary Square Gateway is bounded by 2<sup>nd</sup> Street to the north, Walnut Street to the east, Dodds Street to the south, and Morton Street to the west.*



*Portions of the Showers Technology Park include research facilities associated with Indiana University. (Bloomington, IN)*



*The Showers Technology Park area includes lands that were recently in use as an auto sales business. (Bloomington, IN)*



The Showers Technology Park could develop in one of two ways, both of which could have positive aspects for the downtown:

1. This area could be planned in a “neo traditional” approach in which the street grid is extended and smaller developable blocks are created and contain pedestrian friendly, mixed-use development.
2. A second approach is to create more of a “park” for mixed-use that would focus on research and development and some “contemporary” industrial or light manufacturing uses. Residential development that is an integral component of a mixed-use building should also be encouraged, promoting live-work opportunities both for professionals and for light manufacturing employees.

*The Showers Technology Park is an area generally defined by the large parcels of land surrounding the 11<sup>th</sup> Street and Rogers Street intersection. The Showers Technology Park boundary meanders, but its outermost edges are bounded by the Illinois Central Railroad to the north, an extension of Morton Street to the east, 10<sup>th</sup> Street and 8<sup>th</sup> Street to the south, and Fairview Street to the west.*

In either case, publicly accessible open space and activity centers should be integrated into site designs to reflect the open character of the area while also promoting increased development densities.



*Future CSX Corridor Trail  
(Bloomington, IN)*

*Opportunities: Envision!  
“Completion of CSX Rail  
Corridor”  
September 2004  
Bloomington  
Workshop Participant*

## 3. Design Guidelines

The following design guidelines apply to improvement projects in Downtown Bloomington based on the following information:

- The specific location of the proposed project;
- The Character Area in which the proposed project is located; and
- The underlying zoning.

The Design Guidelines focus on traditional buildings types with notes applying to specific Character Areas, as described in Chapter 2. Courthouse Square, Downtown Core and University Village Character Areas contain the bulk of the traditional building types, while Downtown Edges, Gateways and Showers Technology Park exhibit more diverse character. The guidelines promote redevelopment and new construction in a manner that respects the traditional design context for each Character Area while accommodating new, creative urban design and architecture concepts.

Downtown Bloomington conveys a sense of a time and place, which is expressed through its numerous historic and traditional buildings and this unique and cherished character should be respected. When new building does occur, it should be in a manner that reinforces the basic character-defining features of the Character Area. Such features include the siting of the building, the orientation of the building to the street, architectural and landscape materials and the general alignment of architectural elements and details along the length of a city block. How these variables are integrated into new development or a redevelopment project and their relationship to those seen traditionally in the area determine whether or not a building is compatible with existing development.



*Building heights vary in the area, yet the scale and character of the first floors are quite similar. (Bloomington, IN)*



*Storefronts dominate the street level in the commercial core. (Bloomington, IN)*



*The commercial core of Downtown Bloomington conveys a sense of a time and place, which is expressed through its numerous historic and traditional buildings. (Bloomington, IN)*





Locate the front building wall at the sidewalk line when feasible.  
(Bloomington, IN)

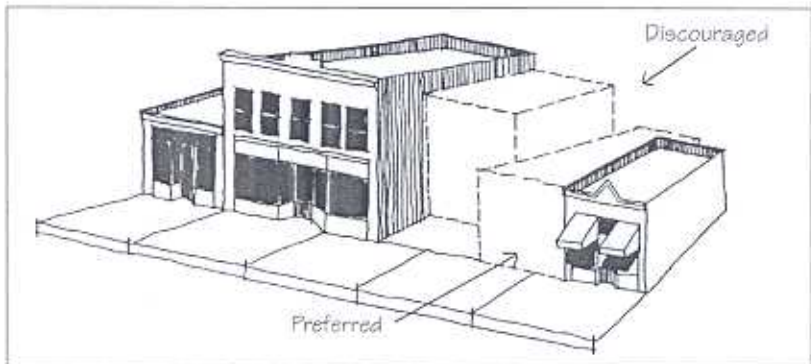
**Condition of Approval #2**  
Chapter 3, page 3-2, second paragraph, first bullet, first sentence shall change the phrase "street edge" to "sidewalk edge".

## Site Plan

Many structures in urbanized areas and downtowns contribute to the overall "street facade" because each building aligns along the front (or street) lot line and each building usually occupies the entire width of the parcel, extending out to the side lot lines. Conversely, residential buildings, including single family and multi family structures as well as institutional buildings, are generally set back from the front property line and have front yards or paved pedestrian plazas. These site characteristics should be preserved.

### 3.1 Maintain the alignment of buildings exhibited by existing, traditional buildings in the Character Area.

- In the Courthouse Square and Downtown Core Character Areas, align the building with the ~~street edge~~ <sup>SIDEWALK</sup> to create a zero setback. Align the front building facade with the sidewalk edge, when feasible. A minimum of 70% of the front wall should be at the sidewalk edge.
- In the University Village, Downtown Edges and Showers Technology Park Character Areas, setbacks should match existing setbacks exhibited by other buildings in the Character Area.



Align the building front at the sidewalk edge.

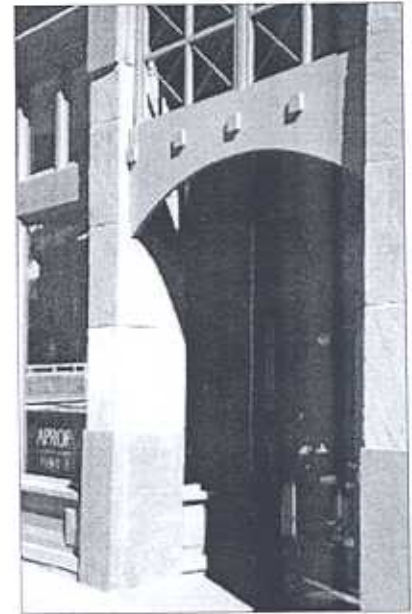


The street wall is broken with a vacant lot. (Boulder, CO)



A new building maintains alignment at the sidewalk edge. (Boulder, CO)

- Where a building is set back from the sidewalk, use landscape elements such as plant material or decorative paving to define the sidewalk edge.
- Setbacks should be designed as active spaces for pedestrians; automobiles are not permitted in front setbacks.
- Front setbacks shall be maintained in transitional or residential neighborhoods, such as the Downtown Edges Character Areas and Restaurant Row.



*This contemporary interpretation of a storefront includes a recessed entry and transom element. (Telluride, CO)*

**3.2 Orient the primary entrance of a building toward the street.**

- A building should have a clearly-defined primary entrance that is easily recognizable from the street. Buildings that are set back from the front property line should integrate accessible paved walks that link the building to the street and sidewalk.



*This contemporary cornice element includes the year of the building's construction. (Bloomington, IN)*



*Simplified interpretations of vernacular commercial storefronts are also appropriate. (Boulder, CO)*

ADD  
TWO  
BULLET  
POINTS



**Condition of Approval #3**

Chapter 3, page 3-3, second paragraph, a new bullet (under guideline 3.2) shall read:  
 "Outdoor seating should be used to provide pedestrians with visual cues for active spaces and building entrances. Outdoor seating is encouraged for locations within the public right-of-way, and is subject to Board of Public Works approval."

**Condition of Approval #4**

Chapter 3, page 3-3, second paragraph, a new bullet (under guideline 3.2) shall read:  
 "Renovation of existing buildings as well as new development along the CSX Trail Corridor shall strive to provide clearly-defined entrances along the trail corridor. First floor uses should provide active spaces that attract and potentially cater to users of alternative modes of transportation."



*New interpretations of traditional building details such as the canopy and balcony seen in the building above, are encouraged. (Bloomington, IN)*

**Condition of Approval #5**

Chapter 3, page 3-4, second paragraph, second bullet shall be modified as follows: "In general, the imitation of older historic styles is discouraged except where necessary to conform to the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings."

## Architectural Character

While it is important that a new building be compatible with the traditions exhibited by existing buildings in Downtown Bloomington, the new building does not necessarily have to imitate older building styles. In fact, stylistically distinguishing a new building from its older neighbors in Downtown Bloomington is preferred, when the overall design of the new infill project reinforces traditional development patterns.

### 3.3 New designs that respect traditional building styles are encouraged.

- A new design that draws upon the fundamental similarities among older buildings in the area without copying them is preferred. This will allow the new project to be construed as a product of its own time, yet be compatible with its historic neighbors.
- The literal imitation of older historic styles is discouraged.

*REPLACE TEXT*

### 3.4 A new building should incorporate a base, a middle and a cap.

- Traditionally, buildings were composed of these three basic elements. Modern interpretations of this design concept results in visual continuity along the street edge.
- The building base (#1) typically contains large display windows, kickplates below the windows, sign band, and building entrance.



*This building in Downtown Bloomington incorporates the basic building blocks: (1) base, (2) middle and (3) cap. (Bloomington, IN)*

- The building “middle” (#2) should include windows with thoughtful solid-to-void ratios that reflect the window patterns exhibited by other buildings in the character area.
- The cap (#3) typically includes architectural detailing such as a cornice that is integrated with the roof form and downspouts/gutters for stormwater diversion.

## Mass, Scale and Form

Building heights vary substantially in Downtown Bloomington and yet there is a strong sense of similarity in scale. This is in part because most buildings are within two to four stories in height. In addition, most buildings have features at the lower levels that are similar in scale. First floors, for example, are similar in height. Upper stories are defined by moldings, which align along the block and contribute to a perceived uniformity in height to pedestrians. A variety of building heights in new construction is, therefore, appropriate. However, the dominant scale of two to four stories should be maintained. This may be accomplished by literally constructing a building within this traditional height range; in other cases, design elements that reflect this traditional height may be incorporated into larger structures. Setting upper floors back from the building front also may be considered.



*New construction should appear similar in mass and scale to structures found traditionally in Downtown Bloomington.*

*(Bloomington, IN)*

### 3.5 A new building should maintain the alignment of key horizontal elements along the block.

- Window sills, moldings and midbelt cornices are among those elements that should align.



*A new building should maintain the alignment of horizontal elements along the block. Window sills, moldings and midbelt cornices are among those elements that may align. (Bloomington, IN)*



*Divide a larger building into modules, such as this, to reflect traditional building widths.*

**3.6 Floor-to-floor heights should appear to be similar to those seen traditionally.**

- In particular, the windows in new construction should appear similar in height to those seen traditionally.



*A part of this contemporary infill building is a parking structure which is concealed with a “wrap” of office and retail uses. The openings in the parking section of the development also utilize window proportions similar to those seen historically. (Boulder, CO)*



*This single infill building is divided into smaller building modules that reflect traditional building widths. Upper floors step back from the front, thus maintaining the traditional two-story scale of the street. (Boulder, CO)*

**3.7 A larger building should be divided into “modules” that are similar in scale to buildings seen historically.**

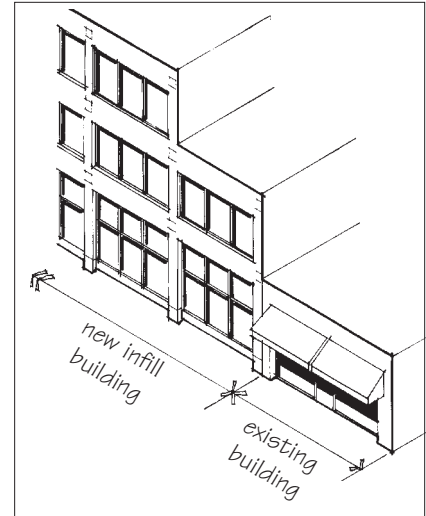
- If a larger building is divided into “modules,” they should be expressed three-dimensionally throughout the entire building.
- A typical building module in Bloomington is 65 feet wide. This should be reflected in the facade design of larger buildings.

**3.8 Step the mass of a tall building down to a lower height as it approaches traditional buildings nearby.**

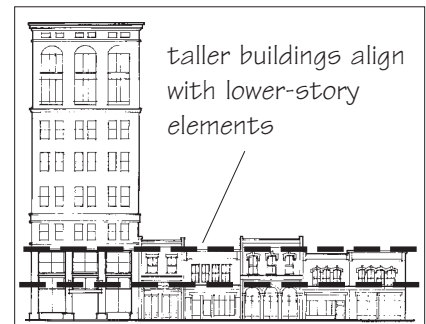
- When designing a tall building, the alignment of building elements is particularly important. Although a new building may be taller than surrounding buildings, the first several stories should visually relate in scale to the surrounding historic context. Individual modules should step down to meet lower, adjacent buildings.

**3.9 Maintain the perceived building scale of two to four stories in height.**

- Develop a primary facade that is in scale and alignment with surrounding historic buildings.
- If a building must be taller, consider stepping upper stories back from the main facade, or design the lower levels to express the alignment of elements seen traditionally in the block.



*Where a taller building abuts a shorter historic structure, step down the building mass.*



*Most buildings in the traditional commercial core share a variety of design features, including the alignment of horizontal moldings and cornices. These help to unify individual blocks, even when building heights and styles vary.*



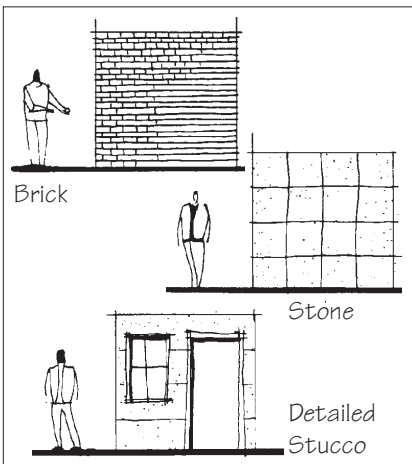
*Although a new building may be taller than surrounding buildings, the first several stories should visually relate in scale to the surrounding historic context.*



*Materials should appear similar to those used historically, primarily stone or brick. (Boulder, CO)*



*Stucco that is detailed to convey a sense of scale and provide visual interest is an appropriate material treatment. (Boulder, CO)*



*Use building materials that are similar in their dimensions and that can be repeated as traditional modules.*

## Exterior Building Materials

Traditionally, a limited palette of building materials, primarily brick and stone, was used in Courthouse Square, although clapboard wood siding also appears in transitional character areas. This palette of materials should continue to dominate new and/or redevelopment projects. New materials also may be considered; however, they should relate to those materials used historically in scale, texture, matte finish and detailing.

### 3.10 Materials should appear similar to those used traditionally.

- Masonry, including stone and brick, is preferred for new construction .
- Wood and metal were used for window, door and storefront surrounds and should be integrated in new construction.

### 3.11 New materials may also be considered. If applied to new construction, they should appear similar in character to materials used on traditional, older buildings, including industrial buildings such as the Showers Building. New materials should be detailed to express human scale.

- New materials should have demonstrated durability.
- Large expanses of featureless siding and roofing are in appropriate.



*Limestone has been used historically throughout the commercial core of Bloomington. Masonry, including both stone and brick, is preferred for new construction. (Bloomington, IN)*

- New materials will be considered on a case-by-case basis. If used, they should appear similar in character to those used historically. For example, corrugated metal and exposed I beams are often seen on traditional industrial buildings and would be appropriate for new development in the Technology Park. Industrial materials may also add architectural interest when integrated into infill and redevelopment projects elsewhere in the downtown.

**3.12 A simple material finish is encouraged for a large expanse of wall plane.**

- A matte, or non-reflective, finish is preferred. Mirrored glass, for example, should be avoided as a primary material.





*Upper-story windows with vertical emphasis are encouraged. (Bloomington, IN)*

## Upper-Story Windows

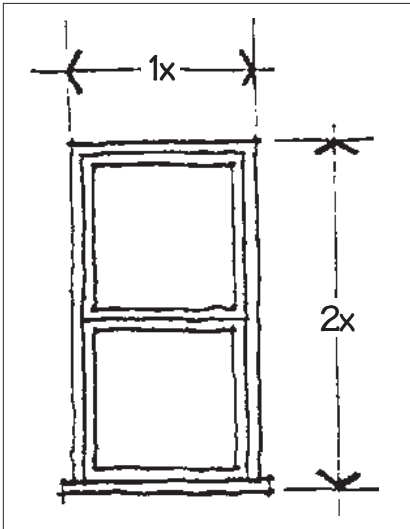
A pattern exists along the streets in the traditional commercial core of Bloomington with the repetition of evenly-spaced, similarly-sized, upper-story windows. These also give a building a sense of human scale—even for taller structures. Using window sizes and proportions that are familiar to the pedestrian helps new projects to relate to the overall size of a building. The alignment and similar scale of these upper-story windows are traditional components of a building that should be integrated into new development.

### 3.13 Upper-story windows with vertical emphasis are encouraged.

- A typical, upper-story window is twice as tall as it is wide. These proportions are within a limited range; therefore, upper-story windows in new construction should relate to the window proportions seen historically.

### 3.14 Windows should align with others in a block.

- Windows, lintels and their trim elements should align with those on adjacent traditional buildings.



*Typically, upper-story windows are twice as tall as they are wide. This tradition should be continued. This may be expressed in a variety of ways. See the example to the left.*



*Windows in new construction appear similar in height to those seen traditionally on other buildings nearby and yet are arranged to convey a contemporary character. This approach is encouraged. (Bloomington, IN)*

## Entries

The rhythm created by the repetitive use of recessed building entries that occurs along the streets in Courthouse Square and in the Downtown Core creates shadows along the street, which establishes a sense of pedestrian scale. Recessed entries provide visual clues regarding the location of building entrances. This architectural detail should be continued in future infill and redevelopment projects in these Character Areas.

In University Village, Gateways, Showers Technology Park and Downtown Edges Character Areas, the type of entry treatment should be determined by the setback. If a new and/or renovated building abuts the property line and has a zero setback, recessed entrances placed at street level are preferred. If a building is set back from the front property line, architectural detailing and landscape elements (both hardscape and softscape) should be configured to denote the primary building entrance and also to link the entrance to the street and sidewalk.

Undulating topography in downtown results in a variety of entry treatments including external stairs and handicap ramps. These elements should be fully integrated into the architectural composition of the building and the site plan and should not detract from the street character or create visual and/or physical barriers to the first floor of the building. Building entrances and access features should not dominate the street, but contribute to the streetscape of the entire block.



*This contemporary storefront clearly identifies the primary entrance.  
(Boulder, CO)*



*Clearly define the primary entrance facing the street or public space.  
(Bloomington, IN)*



*Include traditional elements such as display windows, kickplates and transoms on commercial storefronts. (Canton, OH)*

**3.15 Building entrances should appear similar to those used historically.**

- Clearly define the primary entrance with traditional architectural detailing, landscape features such as ornamental paving, planters and/or planting beds, or canopies.
- A contemporary interpretation of a traditional building entry, which is similar in scale and overall character to those seen historically, is encouraged.

**3.16 Locate the primary building entrance on the building facade that faces and/or abuts the street.**

- A primary building entrance should be at or near street level. A sunken terrace entrance is not appropriate as the primary access from the street.

## **Pedestrian Interest**

Downtown Bloomington should continue to develop as a pedestrian-oriented environment. Streets and sidewalks should contain elements that create a comfortable area for walking and relaxing. Buildings with zero setbacks that flank the street edge should be visually interesting to invite exploration by pedestrians. Display windows that are illuminated in the evening hours, interesting and creative signage and welcoming storefronts result in a pleasant ambience that encourages pedestrian traffic during the daytime and evening hours.

**3.17 A building should express human scale through materials and forms.**

- Because downtown buildings are typically located very close to the street, it is important that architectural detailing include elements that reduce the overall mass of the building. Downtown buildings are experienced at close proximity by the pedestrian and in order to maintain a comfort level along the streetscape edge, the architecture must not overwhelm the pedestrian.

**3.18 Design the ground floor level of a project to encourage pedestrian activity.**

- Provide at least one of the following along the street edge:
  - A storefront with a recessed entrance
  - Display windows with the appropriate lighting
  - Public art
  - Landscaping and/or seasonal planters
  - Pedestrian seating
  - Prominent building address
- Use traditional elements such as kickplates and transoms on commercial storefronts.

### 3.19 Street trees should be considered an important component to any new infill and redevelopment project.

- Installation and maintenance of street trees should be construed as a critical site improvement element.
- Street trees should be located to provide shade along pedestrian routes, but need to be carefully placed to allow for direct visual access to building entrances and signage. Newly planted street tree canopies may initially and temporarily block views to these elements, but location and spacing of street trees should be determined based on the expected size of a mature tree.
- Tree pits should be 5'-0" x 5'-0" or, when appropriate, 4'-0" x 6'-0", minimum.
- Cast iron grates are required for installation along pedestrian corridors and sidewalks.
- Large areas free of space limitations, such as East Kirkwood, should be curbed to protect a preferable urban growing environment.



*Locate service areas away from major pedestrian routes; typically place them at the rear of a building. Minimize the visual impacts of trash storage and service areas. Dumpsters should be screened from view. (Bozeman, MT)*

## Mechanical Equipment and Service Utilities

Utility service boxes, telecommunication devices, cables, conduits, vents, chillers and fans are among the variety of equipment that may be attached to a building which can affect the character of the area. Trash receptacles, dumpsters and recycling storage areas also are concerns. To the greatest extent feasible, these devices should be screened from public view and negative effects on any historic resource should be avoided.

### 3.20 Minimize the visual impact of mechanical equipment on the public way.

- Screen equipment from view by integrating architectural screen walls into the site design or by positioning screening devices such as fencing and/or landscape elements in appropriate locations.
- Do not locate window air conditioning units on any building facade that faces a street.
- Use low-profile mechanical units on rooftops that are not visible from public ways. Mechanical units should be set back from the building edge and located in areas that are not visible or obtrusive.
- Satellite dishes should not be visible from the street. Residential developments and individual residential units should avoid locating private satellite dishes on any building facade that abuts a street.



*Minimize the visual impacts of utility connections and service boxes. (Bozeman, MT)*

**3.21 Minimize the visual impacts of utility connections and service boxes.**

- Locate them on secondary walls to the sides or rear of a building, when feasible.

**3.22 Locate standpipes and other service equipment to ensure that they will not damage historic facade materials.**

- Cutting channels into historic facade materials damages the historic building fabric and is inappropriate.
- Avoid locating such equipment on the front facade.

**3.23 Minimize the visual impacts of trash storage and service areas.**

- Locate service areas away from major pedestrian routes; typically place them at the rear of a building.
- Dumpsters should be screened from view.

## Parking Structures

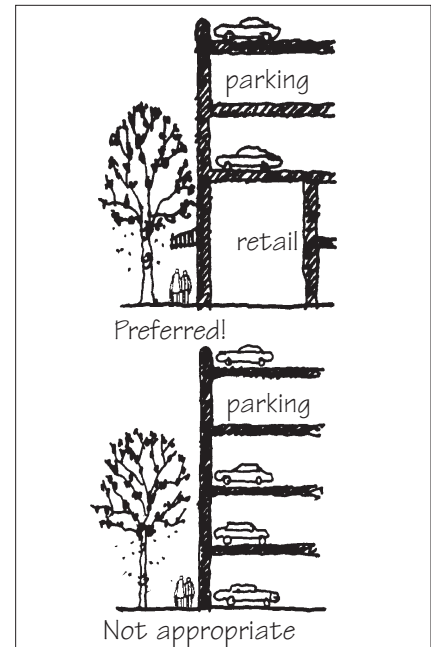
Parking structures should be designed to enhance pedestrian activity at street level. At a minimum, a parking structure should help to animate the street, contribute to the integrity of the streetscape and be compatible with the surrounding built environment. The visual impact of automobiles should be minimized by designing the structure to mitigate parked cars at street level and on upper stories. The vehicular entrance to the structure should contain numerous elements that provide clues to pedestrians that they will be encountering vehicles entering and exiting the structure. The building should be designed to enhance the activity of the streetscape.

### 3.24 Design a parking structure that contributes to the desired character of the community, which results in a visually attractive and active street edge.

- When feasible, a parking structure should be wrapped with retail, commercial or other uses that generate pedestrian activity along the street edge. The building should screen internally parked and moving vehicles from the street by locating access ramps to the rear of the building, preferably along an alley and by using facade treatments that mitigate rows of parked cars.
- Mitigation elements typically include, but are not limited to:
  - Retail/commercial “wrap” or leasable space that camouflages the parking structure
  - Murals or public art
  - Landscape elements such as window boxes and street trees
  - Product display cases and windows



*A part of this infill building is a parking structure that is set back from the front and sides of a retail wrap. The openings in the parking section reflect window proportions similar to those seen historically in the area. (Boulder, CO)*



*The ground level of a parking structure should be wrapped by retail, office or some other active use along the street edge.*



*New parking facilities should be designed to be attractive, compatible additions to a commercial area. Using high quality materials, providing a sense of scale in architectural details and providing active uses at the sidewalk edge are methods that can mitigate the potentially negative impacts of new parking facilities. (Lexington, KY)*



*This parking structure incorporates a wrap of retail stores along the street edge. The storefronts are contemporary interpretations of the traditional commercial core context. (Boulder, CO)*

**3.25 In the Courthouse Square and the Downtown Core Character Areas, a parking structure shall be compatible with traditional buildings in the surrounding area.**

- Respect the regular window pattern and other architectural elements of adjacent buildings.
- Maintain the alignments and rhythms of architectural elements, as seen along the street.
- Continue the use of similar building materials.
- Avoid multiple curb cuts. These complicate turning movements and disrupt the sidewalk.
- Express the traditional widths of buildings in the area.



*The visual impact of the cars themselves should be minimized. This parking structure does not provide any visual interest to passing pedestrians and is inappropriate. (Greenville, SC)*

## Lighting

The character and level of lighting is a concern. Traditionally lights were simple in character and were used to highlight entrances, walkways and signs. Most fixtures had incandescent lamps that cast a color similar to daylight, were relatively low in intensity and were shielded with simple shade devices. Although new lamp types may be considered, the overall effect of modest, focused light should be continued. Site lighting should be used to enhance the pedestrian experience at night by creating a safe, well-lit environment.

### 3.26 Use exterior lighting for the following:

- To accent architectural details
- To accent public art
- To illuminate building entrances
- To illuminate signage
- To illuminate sidewalks and pedestrian routes
- To illuminate parking and service areas for safety concerns

### 3.27 Lighting for parking areas, service areas, buildings, pedestrian routes and public ways shall be shielded to prevent any off-site glare.

- The light source shall not emit a significant amount of the fixture's total output above a vertical cutoff angle of 90 degrees directly visible from neighboring properties. Any structural part of the fixture providing this cutoff angle shall be permanently attached.
- Keep parking area lighting at a human scale. The maximum height of parking lot light fixtures should be 18'-0".

### 3.28 Minimize the visual impacts of architectural lighting.

- Wall-mounted floodlamps shall be shielded so that the light source is not visible off site. Spotlights without shielding devices are not allowed.



*The light fixtures and poles should be unifying design elements that promote visual interest and variety.*



## 4. The Framework Plan

The *Downtown Vision and Infill Strategy Plan* includes a framework of urban design and land use concepts to guide future infill and development. This chapter summarizes key components of the Framework Plan.

### Primary Automobile Routes

The existing downtown street grid facilitates automobile movement throughout downtown and into adjacent neighborhoods. The grid promotes pedestrian and vehicular access and orientation and makes wayfinding within the downtown study area easy and understandable to the first time visitor.

The primary automobile routes are Walnut, College and Rogers running in a north-south alignment. Walnut and College are presently a one-way couplet. Several other north-south streets also carry significant amounts of traffic and serve as linkages into the adjacent neighborhoods. In an east-west orientation, Kirkwood, 11th, and 3rd Streets play significant roles in getting both pedestrians and vehicles through downtown.

### Gateways

At intersections located at the study area boundary, there is, or should be, a sense of arrival into a key part of the downtown. These intersections are identified as gateways and include:

- The intersection of North College Avenue and the Indiana Railroad Overpass
- The intersection of North Walnut Avenue and the Indiana Railroad Overpass
- The intersection of 2nd Street and South College Avenue
- The intersection of 2nd Street and South Walnut Street
- The intersection of North Rogers Street and West Kirkwood Avenue
- The intersection of North Indiana Avenue and East Kirkwood Avenue

Downtown gateways should contain defining landscape and signage features that provide a sense of arrival and convey the character and quality of design that is encountered in downtown. The Indiana Railroad Overpass creates a definitive physical gateway to Downtown. By funneling traffic under the railroad bridge, residents and visitors immediately arrive on a high point in the city. Signage and landscape elements can be used in tandem to create a welcoming



*Walnut Street is a key north-south street. (Bloomington, IN)*



*3rd Street wayfinding and gateway improvements. (Bloomington, IN)*



*Key pedestrian routes are located within the Courthouse Square area. (Bloomington, IN)*



*Kirkwood Avenue contains streetscape improvements that result in a safe, comfortable pedestrian environment. (Bloomington, IN)*



*3rd Street and South College Avenue intersection. Embellished crosswalk leads to poorly configured handicap ramp. (Bloomington, IN)*

sense of arrival at this point in the Illinois Central Gateway District. In addition, there are a number of infill and redevelopment opportunities in the district, which could ultimately reinforce the street edge. Setbacks of new buildings should reflect those of existing buildings and architectural detailing should reflect traditional design patterns evidenced by existing structures. Parking and services should be accessed at the rear of the parcels. There is an opportunity to create a “rear” or alley entrance to these parcels from either 11th Street and/or through the “Honda” site. Redevelopment occurring within the Showers Technology Park should consider access issues pertaining to adjacent Character Areas, when feasible.

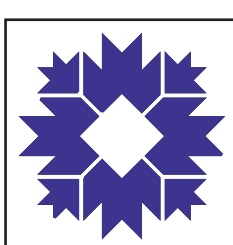
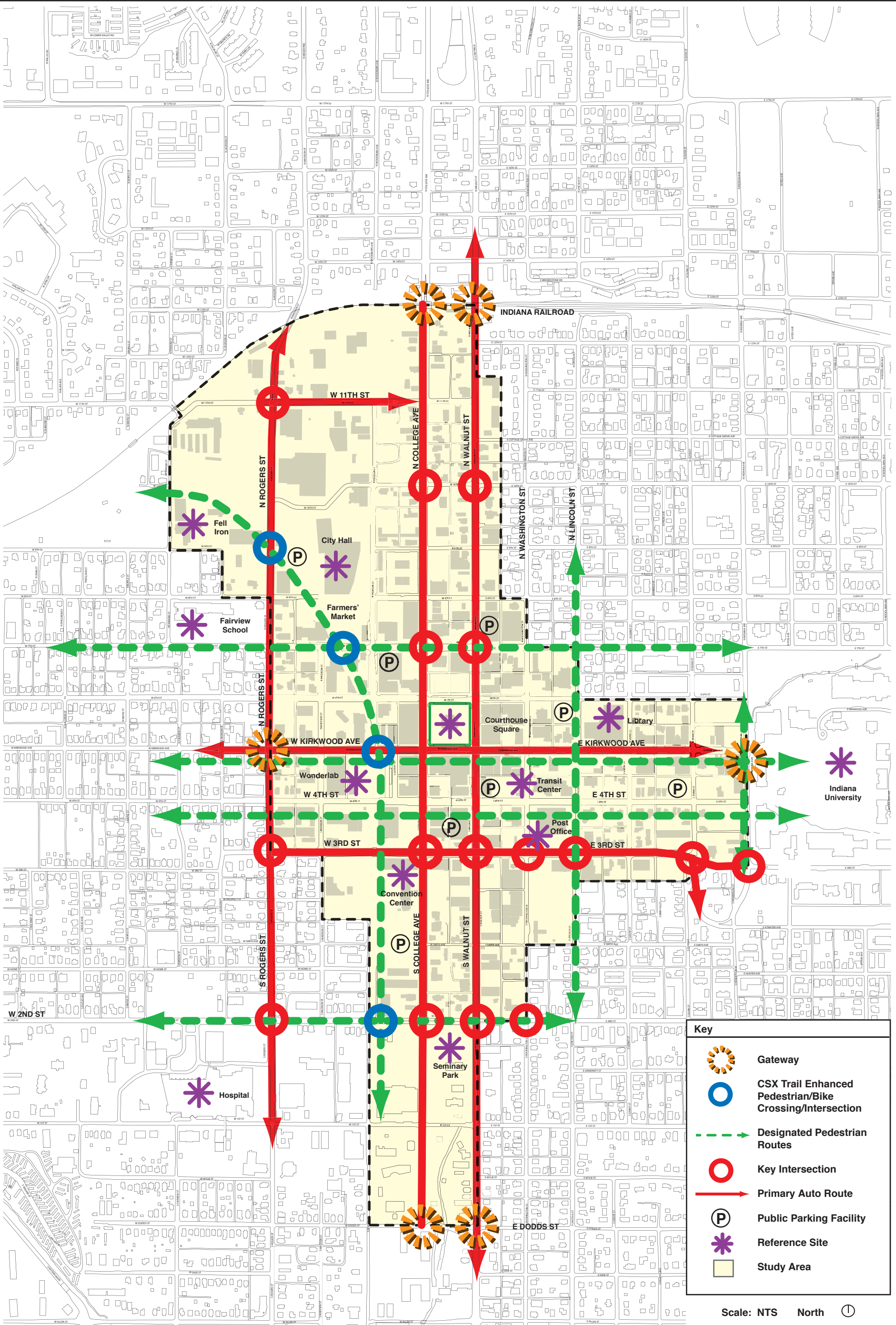
Seminary Square Gateway character district contains several underutilized parcels, including Seminary Park. As mentioned earlier, downtown parks should be considered vital components in the city’s parks and recreation master plan. Access and use issues in and adjacent to Seminary Park should be reviewed in future park master planning efforts. Medical Area is a critical component of downtown and a primary employment generator. Improvements to existing public amenities that serve area employees and residents should respond to the area’s designation as a gateway by respecting existing, established setbacks and providing pedestrian connections to downtown edges and the downtown core.

Gateway character districts may be suitable locations for additional on-street parking such as parallel and/ or diagonal parking spaces. On-street parking opportunities will be dictated by overall street widths, sidewalk and landscape improvements (such as tree lawns and/or street trees) as well as average traffic speeds and sight lines in areas exhibiting topographic changes (such as the Illinois Central Railroad Gateway).

### **Key Intersections**

In addition to the primary gateways, there are other intersections that are important decision points for motorists, and turning movements are often somewhat higher in a number of these locations. While these do not operate at the same level of the gateways perhaps, it is still important that they be landscaped in a manner that conveys the overall design character of the area. In addition, information should be provided that helps motorists make turning movement decisions; that is, they should identify the location of nearby parking resources and business districts. The intersections created by these street crossings are considered Key Intersections and include:

- 11th Street and Rogers Street
- North College and 10th Street
- North Walnut and 10th Street
- North College and 7th Street
- North Walnut and 7th Street



Winter & Company with  
Urban Advisors  
Tom Layman

# City of Bloomington Downtown Vision and Infill Strategy Plan: Circulation Framework

Date:  
August 2005

**FINAL**

- 3rd Street at South Rogers Street, South College Avenue, South Walnut Street, South Washington, South Lincoln, South Dunn, and South Indiana
- 2nd Street at South Rogers, South College Avenue, South Walnut and South Washington

Because of the amount of pedestrian and vehicular traffic these intersections carry and the role that these intersections have in both directing and orienting people and cars, streetscape elements and signage should be consistent. Elements include, but are not limited to:

- Vehicular and pedestrian light poles; in urban areas, it is common practice to select a “family” or palette of similar fixtures to maintain continuity. Traffic signals can also be hung on cantilevered arms that are attached to the vehicular pole, minimizing the need for a signal pole.
- Street furnishings: benches, trash receptacles, seasonal planters, screening for newspaper boxes
- Handicap ramps
- Crosswalks
- Enhanced intersection paving

### CSX Trail Enhanced Pedestrian/Bike Crossings and Intersections

The newly created CSX Trail through downtown will result in several critical intersections along busy streets that will require visual cues to both motorists and cyclists. The intersections created by the intersecting of the trail and downtown streets occur at the following locations:

- On North Rogers between 8th and 10th Streets
- On 7th Street between North Morton and North Rogers
- On Kirkwood between South Gentry and South Madison
- On West 2nd Street between South College and South Madison

The CSX Corridor Master Plan cites specific improvements to these intersections (crossings) and lists the following elements that should be included in intersection improvements:

- Pavement markings
- Detectable surfaces
- Contrasting paving or ladder stripping
- Raised pedestrian refuge, when feasible

The aforementioned elements are primarily focused on creating tactile and visual cues to pedestrians, cyclists, and vehicles. Additionally, other elements that should be considered that will result in an improved pedestrian environment:



*A special asset is the CSX Corridor that currently is being converted into a key segment of the city's trail system. (Bloomington, IN)*



*People's Park (Bloomington, IN)*



*The established wayfinding system directs visitors to civic resources and parking. (Bloomington, IN)*

- Pole-mounted wayfinding and safety signage
- Pedestrian-scaled lighting fixtures
- Trash receptacles

A critical component of the CSX Corridor Master Plan includes potential trailhead locations. Pedestrian amenities should be included in trailhead design such as benches, trash receptacles, bike racks, signage and lighting.

### **Designated Pedestrian Routes**

Pedestrian routes that generate significant foot traffic and link important civic facilities should contain streetscape elements that create an interesting and comfortable pedestrian experience. Key pedestrian routes include:

- 4th Street between Indiana University and Rogers Street
- Kirkwood Avenue between Indiana University and Rogers Street
- The CSX Trail
- 7th and 2nd Streets, connecting existing residential neighborhoods

There are also some secondary pedestrian routes that occur throughout the downtown area, especially near Courthouse Square. Streetscape designs are established for some of these blocks, and should be extended along these corridors to stimulate pedestrian activity.

A special asset is the CSX Corridor that currently is being converted into a key segment of the city's trail system. New development that contains a mix of uses including housing would be especially appropriate along this corridor. There are a series of intersections or crossings of this trail that also merit special design treatment. Design concepts for these are set forth in the CSX Corridor Master Plan and should be implemented in order to stimulate redevelopment on adjacent parcels.

There are several public and private parking facilities that abut the trail easement. Public parking lots have the potential to serve as trailheads to this important asset. Private development should also acknowledge the importance of the trail by locating publicly accessible amenities, such as plazas and open space adjacent to the easement for easy access for both employees and residents. Several large parcels, including Fell Iron, offer redevelopment potential that should contain specific site and architectural elements that respond to the CSX Trail corridor.

Bicycle routes are an important component to the downtown circulation framework and the city has designated specific bike routes along Lincoln, Washington and 7th Street. Although these routes

provide safe and convenient access, there are some gaps in the system, especially from the north and east. New routes should be considered and carefully integrated with existing vehicular routes to promote on-street safety. The city is currently implementing a bike and bicycle rack and bench program that will result in 30 bike racks and eight benches installed in the Courthouse Square district.

*What really bugs you?  
"Confusing parking  
availability"*

*September 2004  
Bloomington  
Workshop Participant*

Pedestrian amenities include the following elements:

- Wayfinding signage
- Pedestrian lighting
- Street trees and/or ornamental planters
- Furnishings: benches, bike racks, bollards, trash receptacles

Pedestrian amenities should be thoughtfully located to provide respite along city streets and in areas of high pedestrian activity. Design and color of wayfinding signage and furnishings should be coordinated to ensure that incremental installations result in a cohesive amenity palette for Downtown Bloomington.

### **Parks and Open Space**

There are a series of civic spaces that presently exist, which provide opportunities for public gathering and outdoor events. These include the Farmers' Market area adjacent to City Hall, the Courthouse Square itself, the Library Plaza and People's Park and Seminary Park. These are important assets and any development near them should be designed to help reinforce the efficient and effective operation of these unique assets. Other small parks and plazas should be promoted as a part of any major redevelopment in the area. These should be required in larger developments and particular emphasis should be placed on creating civic spaces in the northern portions of downtown. Potential locations for public accessible amenities include:

- Fell Iron: small pocket parks and/or urban plaza that abuts the CSX corridor easement and provides shade and/or seating for trail users and future employees and/or residents
- Old Honda Site: small pocket park with seating to take advantage of the topography, which allows short vistas into downtown
- Showers Technology Park: urban plaza facing the CSX Corridor to provide connections directly from City Hall to the trail for employees and/or residents

Future city-wide parks and recreation master planning efforts should consider downtown public amenities and plazas a critical component of the community's park system. Although the city currently has a number of small parks and plazas, downtown could benefit from additional public spaces, both active and passive, to supplement the existing inventory that result in publicly accessible amenities in conjunction with future infill and redevelopment projects.



*Transit Center and busses.*

## Wayfinding

The city has established a wayfinding system. This includes signs with public information, which identify civic resources, parking areas and downtown neighborhoods. These are well designed and set a precedent for design quality and public investment for streetscape improvements. This wayfinding system should be extended throughout downtown. In particular, signs designed in this format should be installed at key intersections and gateways and along major pedestrian routes.

## Streetscape Design

There are two streetscape design palettes that are established in the downtown area. One is located around the Courthouse Square and draws upon the historic character of the area by employing specific light fixtures, furnishings, seasonal planters and public art in a combination that results in a timeless and complementary aesthetic. The other lies along East Kirkwood and conveys a more current design character that includes planter structures. Both streetscape palettes are attractive and contribute to the character of downtown. There may be opportunities to apply both palettes in different locations throughout downtown based on future redevelopment and infill projects.

Due to recent redevelopment projects, the renovation of the Showers Furniture Factory and the acquisition and construction of the CSX trail, streetscape improvements will be warranted on the west side of downtown to ensure safe, comfortable pedestrian connections between these civic amenities and Courthouse Square. A detailed streetscape master plan could be continued in the future to determine the appropriateness of extending these design palettes and ensure consistency and continuity of design and furnishings.

Those routes identified on the Circulation Map as Primary Auto Routes and Designated Pedestrian Corridors should be considered high priority for future streetscape enhancements.

## Parking

The purpose of this element of the consultant study is to review the parking conditions in Downtown Bloomington. The objective is to identify possible solutions to current concerns expressed in recent Focus Group meetings conducted in conjunction with the Downtown Vision and Infill Strategy Plan, as well as in several informal interviews with business owners and employees.

### Expressed Concerns:

There were numerous concerns noted during Focus Group Meetings conducted on Tuesday, September 28, 2004, and during discussions with local business owners and employees conducted on September

### **Condition of Approval #12**

Chapter 4, page 4-8, add new text at the end of the fifth paragraph, under the Parking heading, to read "It is important to note that the following parking recommendations do not diminish the need for pedestrian bicycle, transit and other alternative transportation improvements in the study area. Especially in light of recent increases in the cost of gas and oil, these alternative forms of transportation likely will become increasingly important in the future and should be encouraged."

28 and October 20, 2004.

- The perception by some downtown business owners and residents that existing public parking is inadequate.
- Increased downtown residential development has reduced on-street parking spaces.
- University spillover is creating some downtown parking problems.
- Parking shortages have resulted in loss of both residential and commercial tenants.
- Parking opportunities are available and the community needs to be more thoroughly educated regarding public parking locations.
- Safety and security of parking garages, especially at night, is a primary concern.
- A cohesive and coordinated parking system needs to be generated that is user-friendly and easily accessible.
- Parking fees should be assessed for both employees and consumers.
- Existing parking issues and concerns will increase in the future if steps are not taken now to address the shortage of parking opportunities.
- Part-time employees are seeking lower cost parking alternatives to those currently available in parking lots and garages.
- Employees will need incentives to park farther away from Courthouse Square.
- Loading zones need to be available for shoppers who purchase heavy or bulky items.
- Some businesses have customers that will not stop and shop unless they can park within view of the front door.
- A significant number of parking spaces located near Courthouse Square are used by long-term downtown employees.
- Parking needs to be better managed to ensure timely turnover of on-street parking spaces.

Many communities throughout the country are facing similar issues and careful thought and consideration is needed to avoid unintended consequences of parking management. It is believed that the best way to improve current parking conditions and address both real and perceived parking problems is to provide incentives, which allows the city to better control the final outcome.

#### **Existing Inventories and Conditions:**

To be able to properly evaluate current concerns requires a thorough understanding of the existing parking conditions: inventories, utilization, ordinances, enforcement and opportunities.

Parking Inventory: Bloomington has quite a few parking spaces in the downtown. Specifically, there are approximately 5,000 reserved and non-reserved parking spaces in the downtown study area.



For public use, there are approximately 1,170 non-reserved curb spaces, 81 curbed metered spaces and 150 parking lot/garage metered spaces.

Parking spaces in the downtown are actively enforced for permit and time limit violations. The Division of Parking Enforcement reviews the parking spaces on a two-hour interval using T2 held recorders that register license plates by block face. These recorders provide instant violation identification and can also provide block face parking usage rates. These usage rates can be a valuable management tool in helping anticipate future parking concerns and complaints.

The Division of Parking Enforcement currently writes approximately \$500,000 in tickets in parking violations per year in the downtown and adjoining neighborhoods. Under the present ordinance, it is possible to ticket a vehicle in violation every two hours. Each ticket is \$15; after seven days if it remains unpaid, it then becomes \$30. Handicapped and fire lane violations are \$50 per issued ticket.

Almost all on-street parking offers two hours of free parking. There are some spaces available for shorter time increments. The surface lots and garages are primarily 50¢ per hour with 12-hour limits. Reserved spaces cost \$550 per year for 12-hours per day, 5 days per week, or \$675 per year for 24 hours per day, 7 days per week.

**Shuttle Bus with Remote Parking:** The County operates a shuttle bus for its downtown employees. The current operation utilizes the county-owned surface parking lot behind the Convention Center at 3rd and College. The County employees park in the lot, and a shuttle bus circulates for a few hours in the morning, at noon, and at close of business in the afternoon. This system of park-and-ride is not available to the public. The purpose of the system is to provide parking opportunities to County employees and help free up some parking spaces for public use in the downtown, especially around the Courthouse Square. The system has only limited use at present and operating costs are becoming a concern for the County.

**New Development and Parking Ratios:** The City of Bloomington has been very successful in recent years in creating a vibrant downtown. New multi-use residential developments have been and are being developed. The city recently completed the third parking garage, located at 7<sup>th</sup> and Morton. A new Hilton Hotel is scheduled to be completed in the Spring of 2006. Currently there are over 400 existing retail/commercial businesses operating in the downtown. The Planning Department has attempted to work with development in a consistent, professional manner with the realization that parking conditions are a very important consideration to both the development and the existing business and residential community.

To ensure that parking requirements more accurately reflect the number of on-site residents, the City of Bloomington calculates parking recommendations based on the **number of bedrooms** per unit. The traditional ITE method of calculating the number of recommended parking spaces is per unit. Initially, when parking spaces were more prevalent and available, the Planning Department was recommending that a parking ratio of spaces to apartments be near 0.5 spaces per bedroom. However, in recent years as available spaces decreased, the recommendations changed and are now averaging 0.75 spaces per bedroom. These ratios are less than those recommended by the Institute of Transportation Engineers (ITE), an approved National reference resource, whose current recommendation is around 1.20 spaces per unit or 0.8 per bedroom. But, the ratios employed by the Planning Department were valid since spaces were available in the vicinity of the development, and the development was near a public transit line that provides excellent service to tenants (primarily University students).

**Existing Observations:**

The following observations were made about the parking conditions in downtown Bloomington on a walk/drive through on September 28 and October 20, 2004.

- Parking structures had numerous public parking spaces available during the 8am to 5pm time period.
- Accessibility between the parking structures and adjoining buildings could be improved.
- Parking structures could be made more inviting and attractive with improved lighting, security and maintenance.
- Curb parking around the Courthouse and the Justice Center had a very high utilization rate (load factor). But, about one block away there were empty curb spaces.
- The Convention Center parking lot served by the shuttle bus and owned by the County had only twenty to twenty-five parked vehicles.
- There could be improved wayfinding signage for parking opportunities and for other places of interest such as City Hall, County Courthouse, Convention Center, Library, etc.

**Statement of Parking Objectives:**

The success of future infill development in Downtown Bloomington will generate concerns regarding vehicular parking. It is interesting to note that in the 1997 Bloomington Downtown Parking Task Force Report and Recommendations, these same concerns were expressed even though there has been a new 374 space parking structure and over 200 surface parking spaces added to the city's inventory since then. This illustrates the dynamic conditions that presently exist within downtown.

Therefore, to ensure the continued success of downtown, the 1997

Parking Task Force goals need to be continued. Those goals were:

- Promote parking as integral to downtown revitalization
- Promote higher turnover of on-street parking
- Encourage greater use of off-street parking

**Possible Solutions to Parking Conditions:**

The key to improving the downtown parking environment is to encourage downtown employees to park in remote parking lots and walk to employment centers. Such an action will require a system that is reasonably priced, safe, secure, convenient and consistent. The result would be the potential removal of several hundred cars from the core of the downtown area, and the resolution of many of the concerns expressed at the Focus Group meetings and by downtown owners and employees. The principle questions associated with the implementation of a remote parking system would be:

1. What would it look like? And
2. How much would it cost?

**Future Development and Parking Conditions:**

Based on the projected buildout of the entire downtown area, which includes significant infill development and redevelopment of underutilized sites, preliminary observations indicate that approximately 2000 additional parking spaces should be provided to fulfill anticipated parking needs for future downtown residents and merchants. Buildout projections were generated using new design standards applied to vacant and underutilized sites throughout downtown. Hypothetical land uses and building configurations were applied to estimate the number of parking spaces required. The “per bedroom” parking ratio was applied for all projected residential development. A variety of land uses were considered along with building height and parcel location.

As noted in the section titled “New Development and Parking Conditions” it may be appropriate to consider increasing the parking ratios for new development, especially the residential segment in the downtown. Although the approach used in the past was logical due to existing parking conditions and to the availability of efficient bus service, it may be time to reevaluate the residential ratios. Parking ratios vary from city to city depending on a number of factors, including modes of travel, distance to major attractions, parking conditions, etc. Since the national norm outlined in the nationally accepted ITE Parking Manual indicates residential bedrooms in downtown areas should be around 1.2 parking spaces per bedroom, Bloomington may want to consider increasing their current 0.75 spaces per bedroom standard. Parking spaces, especially in the downtown area,

are very expensive to produce. The cost of these spaces can be a very significant factor in determining project feasibility, so extreme care must be exercised in establishing future parking ratios. To date, the city has done an excellent job in negotiating with developers in setting the parking ratios per development and in finding ways to provide “in lieu of” parking spaces in nearby parking garages with long term lease agreements. However, the availability of existing parking spaces seems to be more limited than in the past so some public/private partnership will probably be needed to supply the new required spaces.

### **Alternative Transportation**

Future improvements to existing vehicular and pedestrian circulation systems should be developed as an integrated system contained within a larger, holistic framework for movement into, through and out of the downtown core. A comprehensive transportation plan should be developed that balances automobile circulation with alternative transit modes such as walking, bicycling and public transit. Specific amenities that serve each mode should be integrated into infill and redevelopment projects and should include elements such as bus stops, bike racks and/or lockers, benches and, when appropriate, bicycle traffic signage such as yield and stops signs at trail/street intersections.

#### 4. Framework Plan



This diagrammatic sketch plan illustrates how the principles set forth in the plan could apply to the northwest portion of the downtown. This study plan focuses on the Showers Technology Park and adjacent properties.

At the core of the concept is the creating of a new parkway that runs north-south, which provides a corridor of green space, while also creating a central spine for development. This central spine would have a concentration of “Flex Space,” which would accommodate a mix of uses, including Offices, and Residential, as well as Light Manufacturing (with a technology focus). New buildings would be sited to face onto this parkway and North Rogers Street. They would create a walkable street environment. Surface parking would be introduced beside and behind new buildings. (Structured parking could also be incorporated.)

A second green corridor is created to run east-west, a half block south of 10th Street. This would link City Hall to development to the west.

The northeast portion of the study site would include a neighborhood center, at the intersection of West 11th Street and North Morton Street. North Morton would also be extended, to provide access to other sites and to provide a connection into the adjacent neighborhood. A mix of uses, including some retail, office and residential, would concentrate at this intersection. North of this center would be a concentration of live/work units, which would have commercial space at the ground level, with residential above.

At the western edge of the study area, West 11th Street would bend and would transition with North Fairview Street at a traffic circle. This would improve turning movements at the underpass near there.

A special feature in this area would be the trail along the old railroad right-of-way. A series of plazas and mini-parks would flank the trail and nearby buildings would orient to these open space amenities.

## 5. Implementation

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The *City of Bloomington Downtown Vision and Infill Strategy Plan* should serve as a policy document to guide physical design and physical improvements within Downtown Bloomington. This chapter provides a strategy for implementing the recommendations contained in the plan. Successful implementation requires a coordinated effort between public and private entities as well as tools that can facilitate investment from both sectors. Key players will be property owners and developers, as well as City agencies.

It is important to recognize that while the plan suggests specific projects for selected sites, a number of variables will determine if those projects can be executed as illustrated. It is likely that several projects will occur differently and possibly in other locations. Some flexibility in the implementation of the specific recommendations should be anticipated.

In this light, individual projects can be modified as specific development opportunities arise. The primary goal is to ensure that property owners and developers uphold the fundamental goals and policies contained in the plan. It is the vision of the overall “framework” of the plan that is the core objective.

It is the intent of the City and all downtown partners to implement this plan through a variety of means. Public capital investments will be used for street and streetscape improvements and to leverage private investments. The Design Standards (Chapter 3) will provide both guidance and a regulatory framework for new construction. If any private lands, buildings or other facilities are needed to implement a specific project, the city will proceed on a basis of “willing buyer, willing seller.” Condemnation or eminent domain will only be used as a last resort and only for the most vital of projects.

### **Approach**

The City should use a bilateral approach for implementing the recommendations contained in the Strategy Plan: It should be both proactive in leading efforts to implement the plan as described, and it also should be responsive, and react to new opportunities and changing conditions as they arise. The City should use prioritization criteria which will direct scheduling for implementing specific plan recommendations. At the same time, the City should be poised to modify strategies to respond to projects that may be proposed by private developers.

Once a major public project has been identified and programmed for implementation, it should be subjected to an open and inclusive design development process. While the scope of the design process should be commensurate with the project, business persons, property owners and the general public must all have an opportunity to review and comment on project designs. All directly affected property owners should be notified and procedural due process should be followed. Design development and public involvement should be the responsibility of the City.

In essence, implementation should remain flexible to accommodate changing conditions, especially where opportunities to share construction costs and administration arise. To help the community execute implementation in an orderly manner, a series of prioritization criteria is presented later in this chapter. The criteria can be applied when such changing conditions warrant their use.

> ADD NEW PARAGRAPH

**Condition of Approval #6**

Chapter 5, page 5-2, a new paragraph at the end of the page shall read: "The recommendations which are contained within this chapter have not yet been prioritized; nor have the associated departments or resources been identified to implement these recommendations. The City of Bloomington Planning Department should collaborate with other City departments and other key agencies to prioritize the Plan's recommendations and to identify key resources needed to implement them."



## **Design Review Strategy**

The City of Bloomington should adopt Design Standards to be administered by the City Planning Department as well as the more discretionary Design Guidelines to be utilized by the City Board of Zoning Appeals and the Plan Commission. The Design Standards and Design Guidelines should be adopted as part of the City's revision to the Zoning Ordinance, known as the Unified Development Ordinance (UDO).

In addition to adopting both standards and guidelines within the framework of the UDO, the City should determine what types of projects would receive review under the parameters of the discretionary design guidelines and trigger mechanisms should be listed in the UDO and include:

- Site planning and architectural design for buildings that do not conform to all design standards
- Residential infill and redevelopment projects whose densities exceed unit maximums
- Proposed infill and redevelopment projects which exceed height maximums
- Projects that request local tax abatement
- Projects immediately adjacent to historically surveyed structures (Contributing, Notable, Outstanding)
- Projects which may need exemptions on some design requirements that fulfill other downtown goals (e.g. affordable housing, owner-occupied housing, base employment, etc.)

## **Applicability**

The Design Standards and Design Guidelines should apply to the entire Downtown Study Area and to all Character Areas identified on the Character Areas Diagram (page 2-3). As a means to identify specific areas within Downtown Bloomington that exhibit unique character, individual Character Areas were identified. A development that is located within a specific Character Area must conform to the Design Standards and discretionary Design Guidelines for that particular Character Area.

## **Civic Facilities Strategy**

### **Arts District**

The level of interest expressed by local residents and business owners in establishing an Arts District in Downtown Bloomington is strong. An Arts District is a defined area within a community that contains a significant concentration of civic, cultural, and arts attractions. This could include performing arts venues, museums, art galleries, libraries, and public parks and plazas. An Arts District could encompass a key street corridor, or contain a larger group of downtown blocks.

An artist loft project could be a significant addition useful in creating an Arts District. Many such projects have been accomplished by the nonprofit Artspace Projects, Inc., of Minneapolis, including the Tashiro Kaplan Lofts in Seattle. Artspace specializes in the rehabilitation of historic structures for artist live-work space and commercial space devoted to the arts. To date, all of their projects have been successful. It is suggested that the City contact Artspace ([www.artspaceusa.org](http://www.artspaceusa.org)) regarding the potential for such a project in the downtown area.

Streetscape improvements within an Arts District should be considered important to stimulate investment in the designated area. Streetscape improvements should be coordinated with future infill and redevelopment of downtown to ensure safe, direct pedestrian connections.

A possible component of an Arts District could also include the designation of a Festival Street, which is used for specific public events conducted in downtown. Festival Streets typically contain specific streetscape improvements that cater to such events, such as pedestrian lighting, access to electrical facilities, and locations for temporary banners and signage. Street widths are an important consideration and should allow for adequate display and event space in addition to pedestrian and service access. Two examples of possible Festival Street locations are Fourth Street and Kirkwood Avenue, both of which have been closed for local events in the past.

### **Streetscape & Road Improvements**

Any improvements targeted for the public right-of way, whether initiated by Public Works or other utility companies, should be coordinated through a single City agency to ensure that opportunities for tangential improvements are not bypassed. For example, the installation of new water mains or cable lines may create an opportunity for streetscape improvements and allow both projects to benefit from coordinated funding efforts.

Streetscape improvement projects should be phased and should be linked to other improvement and construction projects. New public facilities may create an opportunity to include streetscape improvements that would provide safe pedestrian access into multiple Character Areas, such as extending streetscape improvements from the Courthouse Square into the Downtown Core and Downtown Edges Character Areas.

Because Kirkwood Avenue links the Courthouse Square directly with Indiana University and is considered a vital downtown retail corridor, Kirkwood Avenue improvements between South College Avenue and South Rogers Street should be considered a priority. Specific elements contained in the streetscape improvement project, such as lighting and furnishings, should reflect the palette established by the Courthouse Square and East Kirkwood. In addition, it may be appropriate to identify a new palette of improvements for installation in the Showers Technology Park.

West 11th Street, West 10th Street, North Morton Street and North Rogers Street streetscape improvements should also be considered a priority to initiate redevelopment within the Showers Technology Park and to show the City's commitment to redevelopment in this area of downtown. These projects could be funded through Bloomington's Downtown TIF District.

Projects to repair or rebuild existing infrastructure offer the best opportunities for implementing the physical components of the Strategy Plan. For this reason, the City should coordinate maintenance and capital activities downtown through each and every department. For example, if curbs and sidewalks need to be rebuilt along a downtown street, the recommended streetscape treatments should be designed into the project. If funds are not immediately available for pavers, street trees, street furniture, etc., the design should account for them and allow them to be easily added at a later date. For any downtown project, all improvements and streetscape elements recommended in this plan should be designed in at the outset, even if funds are not immediately available for their purchase and installation.

### **Bicycle and Pedestrian Improvements**

The City of Bloomington should initiate discussions with the Bicycle and Pedestrian Safety Commission to gain specific Commission recommendations for improvements that could be installed within the Study Area, which would increase safe bicycle and pedestrian usage. Recommended improvements include, but are not limited to:

- Streetscape furnishings such as benches, trash receptacles, bollards, bike racks, and bike lockers;

**Condition of Approval #7**

Chapter 5, page 5-6, first bullet at the top of the page shall now read: "Pedestrian plazas that connect important civic facilities, commercial, office, and residential uses, provided that pedestrian plaza spaces are both strategically located and well-designed to maximize daily use; and"

REPLACE

- > • Pedestrian plazas that connect commercial, office and residential uses directly to the GSX trail system; and
- > • Intersection configurations that include "bump-outs" to decrease pedestrian walking distances within the public right-of-way and increase pedestrian visibility.

**Downtown Shuttle System**

As part of future public transit route feasibility studies, the City of Bloomington should analyze the potential for expanded downtown shuttle options combined with extended hours of service. Downtown Shuttle routes should consider including stops at City parking structures, important civic facilities (e.g., City Hall, the Library), and other key destinations like Indiana University.



ADD SECOND BULLET POINT

**Condition of Approval #8**

Chapter 5, page 5-6, add a new bullet after the first bullet to read: "Increased sidewalk widths beyond the five foot minimum for locations with higher pedestrian activity; and"

A Downtown Transfer Center Feasibility Study is underway. If it is determined that the existing transfer facility should be relocated and/or expanded or renovated, the facility should comply with the Design Standards and Design Guidelines. A new transfer facility could be multi-modal in nature, and incorporate parking, retail opportunities, and potentially even a new Post Office storefront.

## Residential Development Strategy

Diverse housing options in downtown should be available in a range of product types and prices, including market rate and affordable categories. Construction of new residential units in mixed use complexes, as well as adaptive reuse of upper floors in older commercial buildings are envisioned.

These product types should be promoted in the downtown area:

- High amenity, market rate units, historic
- High amenity, market rate units, new
- Mid-range market rate units, new
- Affordable units, historic
- Affordable units, new
- Artists “loft” housing
- Senior housing

Creating projects that combine these residential types is particularly encouraged.

Some obstacles to housing development are:

- Other than student housing projects, downtown housing products remain somewhat unproven in the area, and therefore prices are not at a level that attracts developers who could otherwise build more easily in outlying areas.
- Assembly of parcels may be difficult in some areas without causing prices to inflate and thereby diminishing feasibility.
- Lack of understanding about solving difficult adaptive reuse projects may discourage developers.
- There is a perception that building codes make rehabilitation of older buildings more difficult.

With these issues in mind, the following actions are recommended:

### **1. Promote adaptive reuse for housing.**

The first downtown residential projects are likely to be more feasible as adaptive reuse developments, in which historic buildings are renovated. The resulting housing is a special niche product that a specific segment of the market seeks and prefers over conventional single family detached housing. In order to stimulate adaptive reuse, the following steps are recommended:

#### **Develop a set of prototype studies for adaptive reuse projects.**

A special problem with adaptive reuse of upper floors is the need to provide accessibility for mobility impaired persons as well as sufficient emergency exits. For many buildings, the space required for these features leaves very little remaining usable space. However, some creative design and planning techniques may be used that make reuse of these upper floors more cost-effective. A sample of

a prototype study that illustrates some of these techniques is included in this report in Appendix A.

More detailed studies, using existing buildings, are needed in order to convincingly demonstrate the feasibility of these types of projects. For this reason, a series of residential design alternatives should be explored to demonstrate the viability of combining upper floors with shared emergency exits and elevators. These studies could include a sketch design plan, preliminary cost estimates and an initial pro forma that demonstrates the effects of market conditions and incentives.

**Promote special provisions in the International Building Code related to adaptive reuse.**

In 2003, the State of Indiana formally converted to the International Building Code, which makes provision for improvements to older buildings, especially historic structures. Monroe County also has adopted the International Building Code, which ensures that City officials are able to make favorable decisions regarding the adaptive reuse of historic buildings.

The City should promote use of these provisions. A first step is to assure that local building code officials receive training in this category. Training for developers and property owners also should be scheduled. A short summary of the provisions for older buildings should be provided on the City web site as well. It is important to consider the compatibility of local property maintenance codes with the reuse provisions of the International Building Code. This City should review the Property Maintenance Code and make appropriate changes to support adaptive reuse activities.

**Develop an adaptive reuse demonstration project.**

While some adaptive reuse projects can occur on their own through private development, some of the more complex ones will require City assistance. For example, creation of a critical mass of artist housing in downtown may necessitate public investment. Although successful adaptive reuse projects have been completed in Bloomington, additional marketing of these sites should be a priority. This market segment is likely to be willing to move into the downtown environment early in the stages of implementation of the plan.

The City should find a site that can qualify for as much funding support as possible. For this purpose, a rental artist loft project in a historic structure would be able to gain both historic and low-income tax-credit funding while providing an attractive amenity to the downtown area. In addition, as housing, it may be eligible for the Historic Rehabilitation Tax Abatement Program.

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**Assist with securing grants to enhance adaptive reuse feasibility.**

If artists' housing is developed as a part of a proposed Arts District, it could be in a mixed use environment, with retail and gallery spaces on the street level. There is federal grant funding available for business incubators that encourage economic development, as well as loan guarantees for permanent financing of multi-family housing. For ground floor commercial development, there is the HUD 108 funding program that offers \$50,000 in low-interest loan funding for every employment position created in the development. In addition, there are several private foundations that donate to arts development.

**2. Promote construction of new housing units.**

Economic studies indicate that demographics and market conditions would support increased residential development in Downtown Bloomington. In particular, there is a need for housing development that is not directly oriented toward the student market. It is important to bring a group of residential units on line together in order to create a "critical mass" that buyers will perceive as a neighborhood. Such development should offer a rich "package" of amenities.

One substantial project is needed to "jump start" construction of residential development. The City could stimulate this project by assembling smaller parcels into one large redevelopment site or by using a vacant or underutilized parcel. In this scenario, the site would be offered to developers through a request for proposal, allowing the City to retain some control over the target market and design of the development. Several sites are identified in the plan that are viable candidates for this project, especially in the Showers Technology Park. Each of these should be explored in detail for feasibility of acquisition.

## **Parking Strategy**

Parking should be provided in balance with other functional requirements of downtown. To that end, making the best use of existing parking resources is the highest priority. However, with the additional uses anticipated in the plan, some more parking spaces will be needed. These are the key implementation strategies:

### **1. Improve efficiency of existing on-street and off-street parking inventory**

#### **Assess current on-street parking configurations.**

Downtown Bloomington has the luxury of having several significantly wide streets. Streets in the Showers Technology Park, Downtown Core, Gateway and Downtown Edges Character Areas should be assessed for potential restriping to accommodate on-street diagonal parking. When feasible, streets in these Character Areas should be restriped to accommodate increased on-street parking opportunities to promote additional commercial and pedestrian activities. Streetscape improvements and additional wayfinding should be coordinated with overall downtown improvements.

#### **Develop cooperative agreements for sharing of privately owned lots.**

There are a large number of privately owned surface parking lots in the downtown that are not efficiently used during the work week. The City should look for complementary uses that would benefit both expanded downtown commercial development and private land owners.

#### **Ensure safe and well-lit pedestrian access to public parking lots.**

Security and lighting issues pertaining to existing parking structures were cited as two primary reasons that local residents avoid using parking garages. Physical improvements combined with an educational campaign regarding the benefits of existing parking structures would encourage consistent use by residents, visitors and students.

#### **Improve enforcement of parking.**

On-street parking opportunities in the downtown are currently signed and allow for two hours free, on-street parking. Currently, the Division of Parking Enforcement is responsible for enforcement of signed parking zones. The City should consider parking management as part of an overall economic development strategy for downtown and proactively manage and enforce parking regulations to ensure the optimum utilization and turnover of available spaces.



**Establish a residential parking assignment program.**

In support of efforts to increase residential development in downtown, the City should work with the development community to identify parking opportunities for downtown residents. These reserved and/or permitted spaces should be located close to housing developments and this policy should be communicated to the public.

**Designate loading spaces for residential development.**

Convenient loading areas should be provided that allow upper-floor residents and tenants to easily access their vehicles on a temporary basis.

**Identify public parking opportunities.**

Signage directing visitors to public parking structures and/or surface lots should be incorporated in the City's overall wayfinding signage program to ensure easy and convenient access.

**Formulate a downtown employee parking program.**

While residential parking is important, employee parking that is shared is necessary to allow public access to the most convenient spaces in front of and adjoining downtown business. By concentrating employee parking, the intensity of street frontage land use can be increased by eliminating the need for every site to have its own dedicated parking. The City should work in concert with downtown businesses to manage the impacts of employee parking.

**2. Construct a parking structure.**

In high density commercial areas, parking structures are the most efficient method of accommodating a large number of public parking spaces. New prototypes for public parking facilities have been established and constructed throughout the country, including parking structures that contain retail and office uses along the edges of the structure. This promotes additional commercial development, but also allows the building to more fully integrate with adjacent development.

There may be a need for additional downtown parking structures in the future, especially as the Showers Technology Park and the southern portion of the Downtown Core are redeveloped. Benchmarks for ascertaining the need for a structure include:

- On-street parking utilization reaches 100% on a regular basis
- On-site parking requirements result in over 50% of the site being utilized for surface parking, resulting in a loss of building mass along the street edge and pedestrian-scaled elements

Based on information regarding convenient and efficient pedestrian accessibility and the likelihood of future infill and redevelopment occurring throughout Downtown Bloomington, several sites have

been identified during the Downtown Plan process as potential locations for additional structured parking facilities:

- 1) North of City Hall between North Rogers Street and North Morton Street: this site would serve Showers Technology Park employees, City employees and users of the CSX Trail; or
- 2) Southern Area of Downtown Core: specifically, areas near the Bloomington Convention Center, east of College Avenue and south of Third Street.
- 3) Existing Surface Parking Lots on Kirkwood: specifically, areas located between College Avenue and Madison Street.

### Commercial Development Strategy.

Chapter One indicates that a growing population combined with a stable student population could support expanded retail opportunities throughout the downtown. Retail growth should be carefully nurtured in areas where a critical mass of new development and public amenities will result in increased development densities within existing Character Areas. The City should create a welcoming climate for investment by providing information that will enable entrepreneurs and small business owners to make reasoned decisions regarding future development. The commercial development strategy should be guided by the following recommendations:

#### Conduct annual inventories of housing, retail, office, and industrial uses.

Such an inventory would help prospective developers and businesses to understand the supply and thus the need or demand for various land uses. It shows the opportunities as well as the potential competition, and the trends of current redevelopment, and should be coordinated with the economic development activities of the City. Using the City's GIS, annual inventories of downtown land use should be conducted to create a comprehensive data base. Prospective developers often seek this type of information to understand potential future development patterns that directly affect initial investments.

#### Develop a policy for formula retailers.

In order to preserve the unique character of Downtown Bloomington and to ensure that new development does not threaten existing businesses, the City of Bloomington should understand the economic impacts formula retailers would have on existing downtown businesses. Nationwide, large big-box retailers typically located on the periphery of a city are exploring urban locations. Both Target and Wal-Mart have generated prototypes for new urban developments that offer reduced floorplates and parking requirements along with more contextual architecture and landscape designs that respond to urban sites.

In Carbondale, Colorado, Town Trustees adopted a Community Assessment Ordinance that requires proposed retail developments to submit information and meet specific criteria prior to approval. This ordinance applies to any retail development larger than 15,000 square feet in neighborhood business districts or larger than 30,000 square feet elsewhere. ~~The City of Bloomington should consider a conditional use policy that requires careful review of proposals for the development of formula retailers in downtown.~~

REPLACE TEXT

In addition, the City should consider how the project would affect the availability of affordable housing (i.e. whether new low-wage retail jobs would create a shortage of affordable units) and also

#### Condition of Approval #9

Chapter 5, page 5-13, fourth paragraph, last sentence shall now read: "The City of Bloomington should consider a conditional use policy that requires careful review of proposals for the development of large, "big-box" formula retailers in the downtown in order to determine whether such larger-scale land use proposals will have any negative effects on Bloomington's unique and diverse downtown character."

whether the economic impacts, architectural character, landscape features and parking configurations reflect the vision established by the *Downtown Vision and Infill Strategy Plan*.

**Streamline development procedures and approvals process.**

Part of attracting quality development consists of making the development review process transparent, responsible and reasonably expeditious. Typically this is done through promoting interdepartmental cooperation on development review and appointing a lead person for each application to guide it through the process. Complicated review processes, where the process is akin to opening a series of doors without knowing what will be found, tend to dampen the enthusiasm of prospective developers and businesses hoping to locate in a city.

The City has worked diligently to streamline the submittal process and should continue to identify additional opportunities to improve the review approval process. The future adoption of the Design Standards and Guidelines recommended in this plan is an important first step to providing greater certainty for all parties involved in the development review process.

**Develop a vacant land and derelict building inventory.**

Vacant land and derelict buildings offer opportunities for change and redevelopment. In order to seize these opportunities it is necessary to inventory and map the locations of vacant land and derelict buildings and then identify appropriate uses through the planning process. This can be accomplished using GIS database information to identify and track these sites. Similar to creating a comprehensive land use data base, the City should also inventory existing downtown buildings by use and occupancy.

In order for Bloomington to remain competitive in attracting potential developers, the City should post land inventories on the City's website that allow developers to query available land by lot size, land use, etc. Maintaining an accurate data base will allow both in-state and out-of-state investors to easily access important information quickly and take advantage of current technology to make reasoned, informed decisions regarding development in Downtown Bloomington.

Although the City has a thorough understanding of the existing land inventory, development in adjacent and/or contiguous neighborhoods would benefit from this information. In addition, if the existing boundary of downtown is revised to include additional blocks and/or neighborhoods, this type of information will be critical in making informed decisions regarding future land use.

## Historic Preservation Strategy

Historic structures and properties help to define a community's 'sense of place', or its unique identity, for both visitors and residents alike. The nostalgic look and feel of a historic downtown is both real and quantifiable. The historic structures that make up this identity are one-of-a-kind, however, and once they are lost, can never be replaced. Therefore, it is very important that a community have the proper tools in place in order to adequately protect these valuable resources.

A walk through downtown Bloomington quickly reveals a strong sense of historical appearance and charm. The Courthouse Square, in particular, still reflects the character of an early 20<sup>th</sup> century town and features a rich and varied stock of historic structures. In recognition of its authenticity, much of this area is already listed on the National Register of Historic Places. To promote the future health and vitality of Bloomington's downtown resources, several recommendations can be made.

### **Encourage the greater use of tax credits and incentives to promote historic preservation activities.**

The Federal government and the State of Indiana both offer several different tax incentives to provide an advantage to developers who invest in the certified rehabilitation of historic buildings. Almost eighty percent of the commercial buildings within one block of the Monroe County Courthouse are eligible for these types of incentives. In addition, several significant local buildings have already taken advantage of these, including the Princess Theatre, the Showers building and the Johnson Creamery.

Educational opportunities should be created in order to inform property owners about the various tax incentives that are available. This could be done by either making presentations, giving workshops or directly contacting property owners. Resources should also be made available to provide assistance with the federal and state application process as well.

### **Support additional local historic designations of downtown structures for long term protection.**

As stated earlier, much of the downtown is historically significant – enough so that it already is listed on, or qualifies for, the National Register of Historic Places. Because of this, the Bloomington Historic Preservation Commission should continue to pursue additional local historic designations for eligible structures downtown. This will provide for greater protection of important historic properties and ensure that they remain a vital part of the downtown fabric for years to come.

ADD SENTENCE ↙

**Condition of Approval #10**  
Chapter 5, page 5-15, last paragraph, a new sentence shall be added to read: "A top priority for the City's Historic Preservation Commission should be to consider a designation for the "Restaurant Row Study Area" as delineated by the Indiana Historic Sites and Structure Inventory City of Bloomington Interim Report (2001); or to locally designate individual structures in this cherished and context-sensitive area of the downtown."

**Continue the use of existing City of Bloomington ordinances for historic properties.**

The City of Bloomington officially adopted a Demolition Delay Ordinance in early 2005. This Ordinance allows the Historic Preservation Commission and the City Council to review the status of existing historic buildings that are proposed for demolition. Additionally, the Ordinance also prohibits surface parking lots as a permitted, or 'by-right', principal land use in the downtown. These two provisions are very important tools in Bloomington's historic preservation efforts. Therefore, the continued use and future refinement of this Ordinance is encouraged.

Before beginning any intended remodeling or rehabilitation projects on historic structures, developers are advised to seek the guidance of the Historic Preservation Commission. The Commission's members are well educated on the components of historic architecture and design principles, as well as the various tax credits and incentives that are available. Proactively working with the Commission in this way not only provides a wealth of historic preservation knowledge, but also can help make any City board or commission review process proceed more smoothly.

Besides the Historic Preservation Commission, there are several other additional sources to help perspective developers of downtown historic properties. Both the Bloomington Main Street Assistance Project and the Secretary of the U.S. Department of the Interior's Standards for Treatment of Historic Properties can be used as a guide to restoring historic structures. The Secretary of the Interior's Standards can be found online at: [www.cr.nps.gov/hps/tps/standguide/index.htm](http://www.cr.nps.gov/hps/tps/standguide/index.htm).

### Prioritization Process and Criteria

Prioritization of the various recommendations is important to ensure the timely and systematic sequencing of implementation. Prioritization should be considered to be dynamic and should be revised, when necessary, in response to plans and projects by other agencies and individuals that may present opportunities to combine efforts and maximize benefits. In general, the City should set a high priority on an improvement when it can help support private development that is consistent with the vision and economic development goals of the downtown.

There will be times when decision-makers need to reassess the priority of a recommended action or one of the tasks necessary to implement it. When this occurs, the City should use the following criteria. Projects that meet several of the criteria should be given the highest priority for near-term implementation.

#### Financing Criteria

- ADD NEW PARAGRAPH <*
1. The **project will generate funds** to cover portions of development costs. (For example, resulting uses will generate rental income or sales tax revenues.)
  2. The **project will leverage investment** from other sources. (For example, property owners will finance a portion of sidewalk construction costs through an assessment program.)
  3. **Grant funds are available** to cover portions of development costs.
  4. The project **fits within a larger capital improvement project**, such that cost savings will be realized. (For example, sidewalks could be constructed when a street is to be repaved.)
  5. **Funding for maintenance** of the improvement is provided. (This is an important consideration for streetscape, gateways and parks improvements.)

#### Location Criteria

6. The project is **located in a designated Character Area** included in the Strategy Plan.
7. The project will have **high public visibility**.

#### Public Benefits Criteria

8. The project will **provide a direct benefit** to local residents. (For example, a new park or public building.)
9. The project will **serve multiple users** or interest groups. (For example, an outdoor plaza that may be used by local residents as well as visitors and that may be used for civic celebrations.)

#### Relationship to Other Projects Criteria

10. The project will **connect to existing public improvements**. (For example, extension of an existing sidewalk into adjoining blocks.)

**Condition of Approval #11**  
Chapter 5, page 5-17, add a new paragraph after the second paragraph to read "In order to help set such priorities, the City of Bloomington should engage in the studies of parking structures and parking availability, corporate headquarters, Class A office space, retail space, housing and the expansion of the convention center in the downtown area. These studies should include the following--- needs assessment, possible locations, potential hindrances to development, possible funding mechanisms, and possible incentives for development. These studies may be conducted *separately and initial implementation of this plan need not await completion of such studies.*"

- 11. The project will **enhance existing improvements** and will not cause other desired improvements to become obsolete.
- 12. The project provides **opportunities to connect with other future public improvements**. (For example, a connection to the CSX Trail.)
- 13. The project will **function well upon its completion** and later phases of construction are not required for this phase to perform adequately.

**Compliance with Community Plans and Administration**

- 14. The project **will help to accomplish broader goals** of the community.
- 15. The project **fits within work plans** of downtown organizations and city staff.
- 16. **Adequate administrative oversight is available** for the project.



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# Appendix

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Demonstrating the feasibility of adaptive reuse of historic buildings should be a high priority to promote preservation in downtown Bloomington. The City of Bloomington could consider preparing case studies similar to the following ones produced by Winter & Company for the downtown in Lexington, Kentucky.

## **Renovations and Adaptive Reuse of Older Buildings in the Courthouse Area**

The design guidelines project for the Courthouse Area in Lexington addresses a variety of improvement projects including new infill construction, additions to existing buildings and renovation and adaptive reuse. Guidelines for each of these work categories have been drafted.

One of the goals of the design guidelines project is to provide a framework for investment in which the traditional character of the area is enhanced, while accommodating economic revitalization and compatible development. One question is how existing buildings of historic value may be renovated and adapted to new use. While some new infill construction is anticipated, it is quite likely that much of the improvement potential in the area lies in reusing the existing building stock. This is because existing buildings can often be renovated for less cost than a replacement structure and they can accommodate phased implementation as well as the limited budgets that some property owners may have. Some obstacles are perceived, however, that may limit the amount of renovation activity that may occur.

### **The key issues are:**

1. Providing accessibility to upper floors
2. Relatively small leasable spaces that may be achieved
3. General building and safety code compliance
4. A perception that older spaces are less desirable

This paper presents two case studies that address these issues. They illustrate some fundamental strategies for adaptive reuse that are readily applicable in the Courthouse Area.

**The key strategies are:**

- Provide access to upper floors by designing additions that can incorporate stairs and elevators as needed that will meet current codes.
- Share exiting systems of two or more buildings to increase the percentage of the leasable building area that will result.
- Consider new uses that can maximize design opportunities and market appeal of older spaces.
- Renovate building exteriors to highlight unique design features to establish distinct market images.

Current building codes require two fire-rated exit stairs from an upper story, and depending upon the relationship of the use of the upper floor to that of the ground level, accessibility that meets the standards of the Americans with Disabilities Act may also be required. This may involve installation of an elevator. When the space for these elements must be provided within the existing footprint of the older building, the net leasable space remaining on an upper floor is often so small as to be of limited function and the cost of providing the code-required exiting may be disproportionate to the potential income to be gained from improving the space. The result is that the upper floors are left vacant.

Two strategies should be considered to solve this problem. First, a new addition may be constructed in which one or more of the exit stairs may be located and an elevator also may be installed there if necessary. This approach is tested in *CASE STUDY A*.

## CASE STUDY A:

Where a building presently does not extend the full depth of the lot, space may exist to build a rear addition. In some cases, it may even be possible to construct an addition that can be shared by two or more properties. This will be feasible where a path from the rear of the building is available to an alley or to an open space with an access easement across an adjoining property to a public way.

In some cases, this may mean developing a master plan for several properties. Obviously this is easier to accomplish when all of the properties are under single ownership but joint development agreements could be produced and the City should facilitate such arrangements.

In this example the third floor of the historic portion is quite tall, as is often the case in older buildings downtown. In the proposed adaptive use, this floor is used as housing in a “loft” format. As a result a mezzanine is added, further increasing the amount of net leasable space. This also would result in a dramatic design with high market appeal.

### Estimated Development Area

	Renovated Space		New Addition	
Floor 1:	Retail	1320 SF	Retail	980 SF
Floor 2:	Office	1680 SF	Office	910 SF
Floor 3:	Residential	2450 SF	Residential	1510 SF
	Total =	5450 SF	Total =	3400 SF

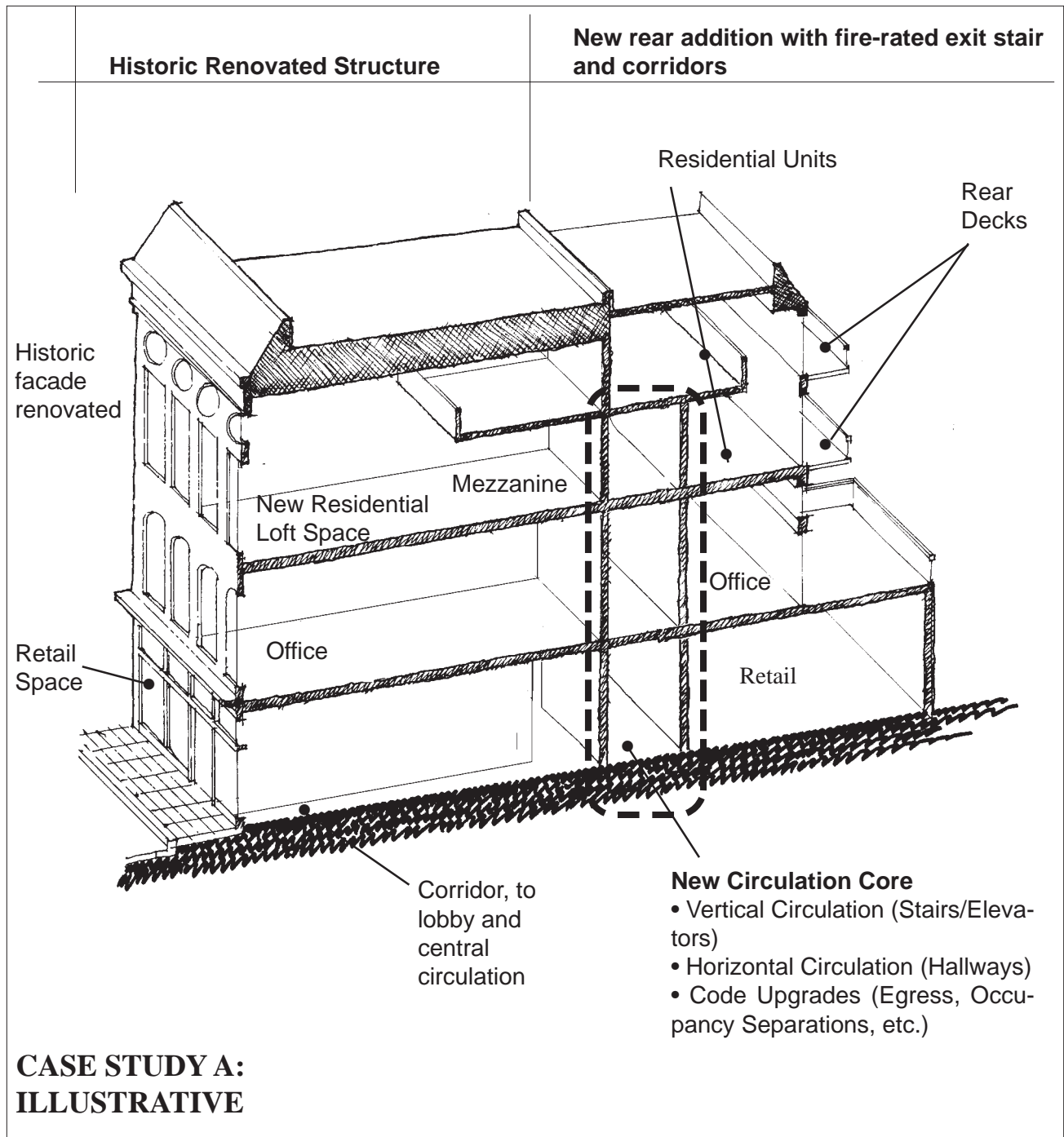
New Circulation Core:

Floor 1 = 570 SF Floor 2 = 300 SF Floor 3 = 300 SF

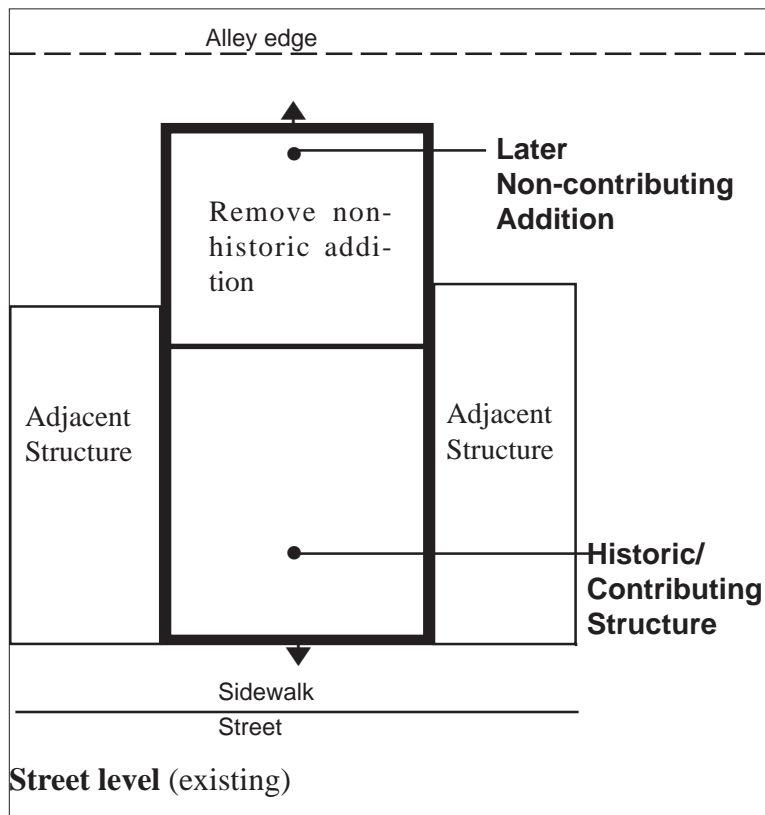
Total Circulation Core = 1070 SF

Area Demolished: 1070 SF

If the property, including the residential portions, are rented, then the following incentives could be used: Federal income tax credit and parking reduction.



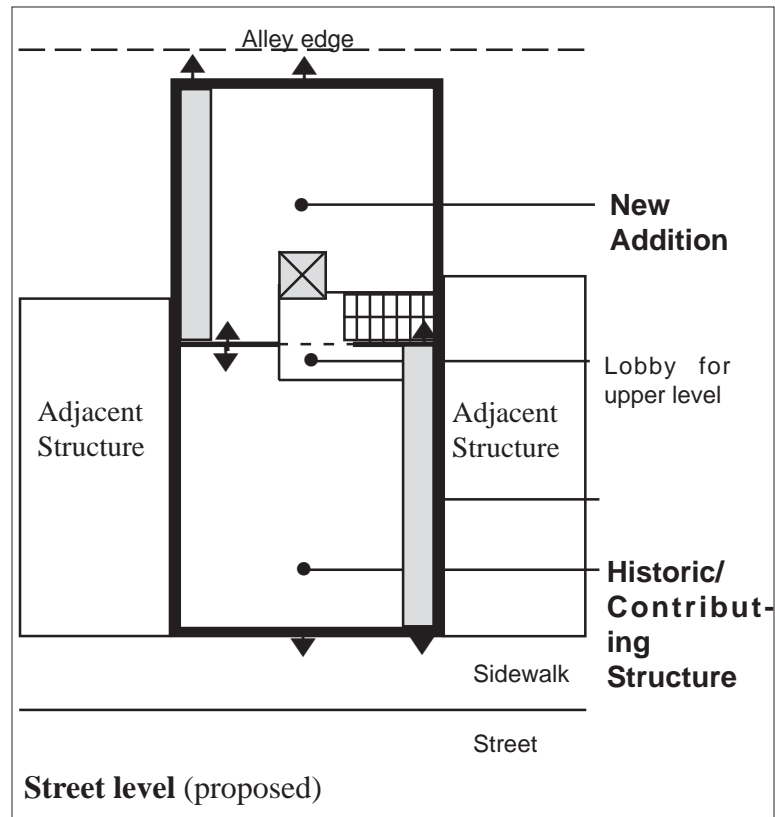
## CASE STUDY A: SITE PLAN



### Site Plan (existing)

This case study reflects a three story historic structure that is built sidewall to sidewall on its property. It is flanked by two other structures and has an alley to the rear. A later two story rear addition exists, but has no historic significance.

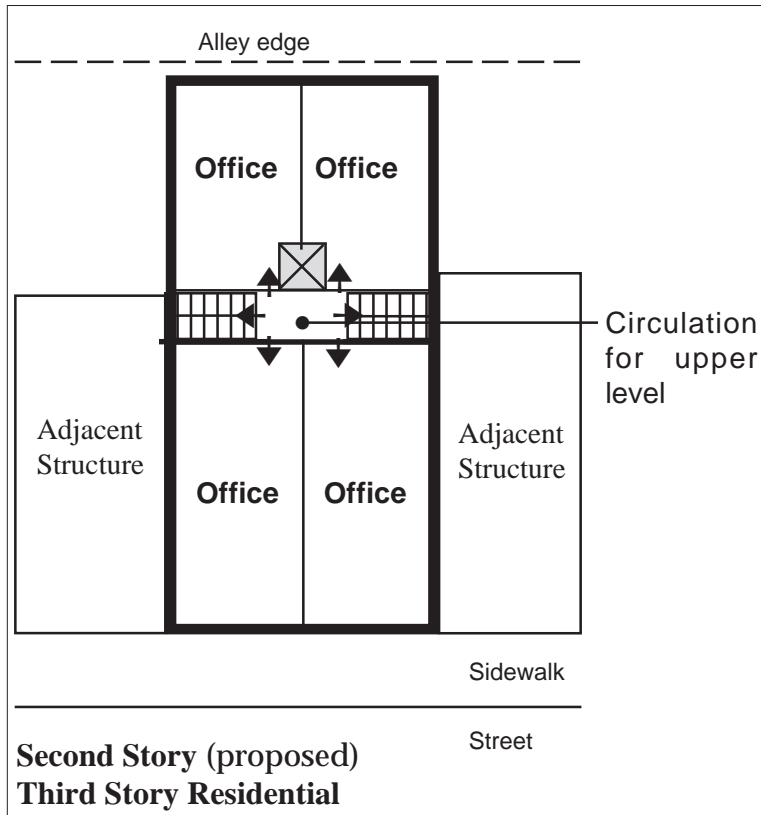
### CASE STUDY A: SITE PLAN (cont.)



### Site Plan (proposed)

Partial demolition of the rear addition allows for a new three to four story addition for residential and/or office suite type use. A new common core is added which will provide for all necessary vertical and horizontal circulation between the existing and new. The new core also allows for any necessary code upgrades of utilities as well as exits.

**CASE STUDY A:  
SITE PLAN (cont.)**



**Drawing Key**

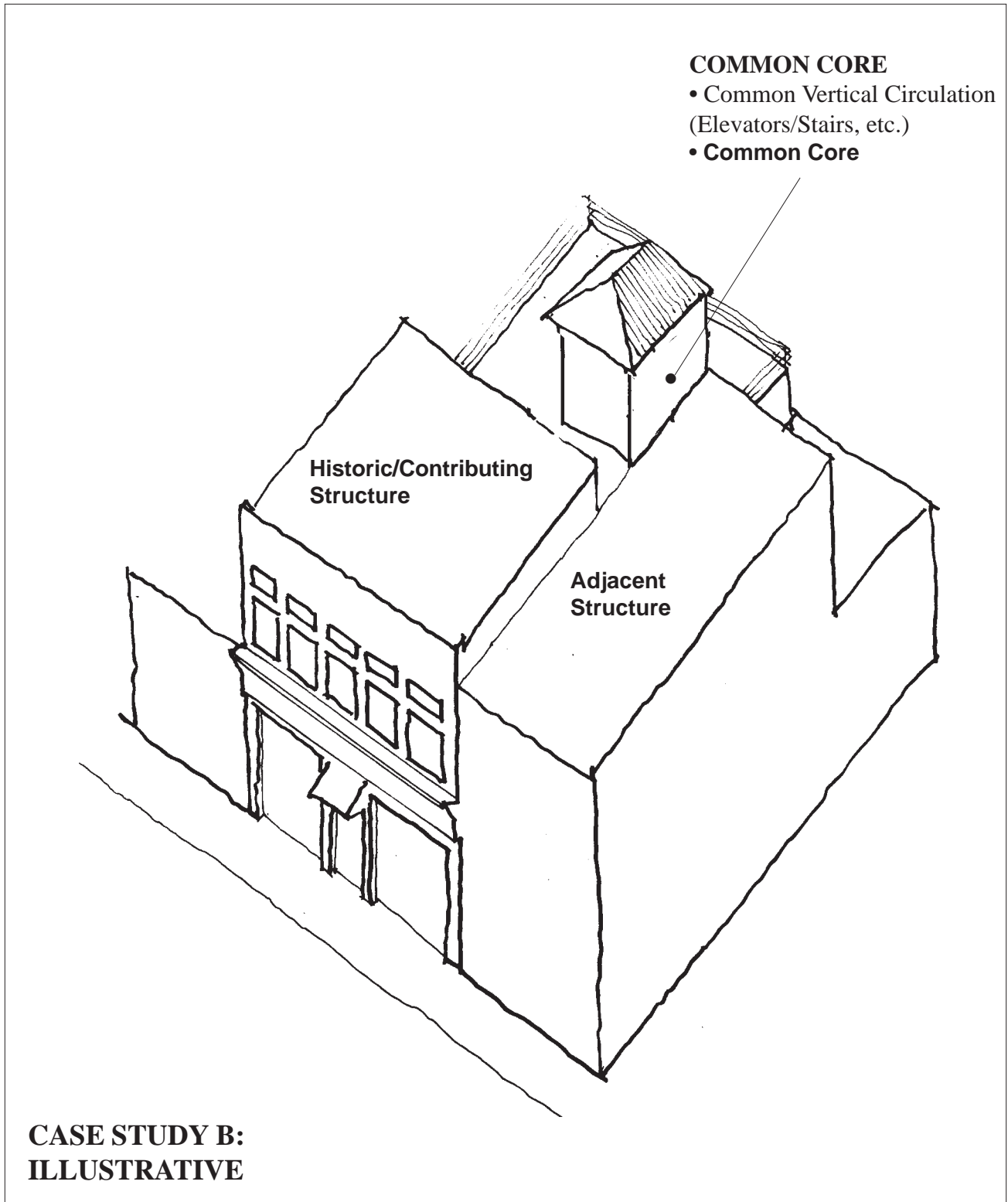
- Exit      ↑
- Alley Edge      - - - -
- Elevator      ☒
- Stair      [Grid]
- Passage      ⇕
- Exit Corridor      [Shaded Box]

## **CASE STUDY B:**

The second strategy, which is somewhat similar, is to construct an exit stair that can be shared by two abutting properties but to do so within the existing footprints of the buildings. Even though this does result in the reduction of some leasable space, the overall percentage available to leasing increases proportionally, since the exit stair and elevator are shared. Specific technical design requirements must be satisfied to provide adequate fire ratings for the entire exiting system and sufficient separation of properties as needed, but the potential to do so does exist. This design is easier to accomplish when both properties are under single ownership but may still be a viable option when they are not if there is a shared access agreement. *CASE STUDY B.*

Another issue is to make creative use of older interior spaces. Many of the older buildings in the area have high volume spaces (see Case Study A Illustrative) that can yield dramatic results when improved. In a few instances, these spaces are tall enough to permit introducing genuine lofts or mezzanines to increase usable space and to highlight the drama of these volumes. Even where heights are less than enough to introduce mezzanines, many still are substantially greater than the heights of spaces generally practicable in contemporary buildings. And these spaces also can yield dramatic results when improved. The key is to recognize the potential of these spaces and work to enhance their assets rather than ignore them.

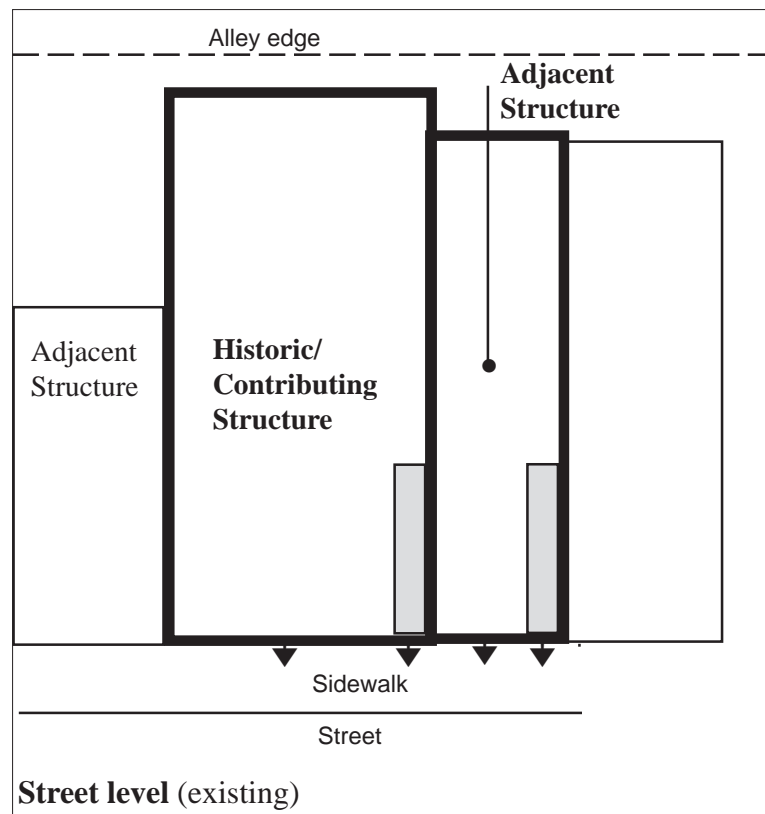




Finally, a key goal is to renovate existing building fronts to highlight their hidden assets. Many of the structures in the area have high quality materials, interesting ornamentation and detail, and distinctive characteristics that are presently obscured or that have been altered to the extent that the potential visual impact is weakened.

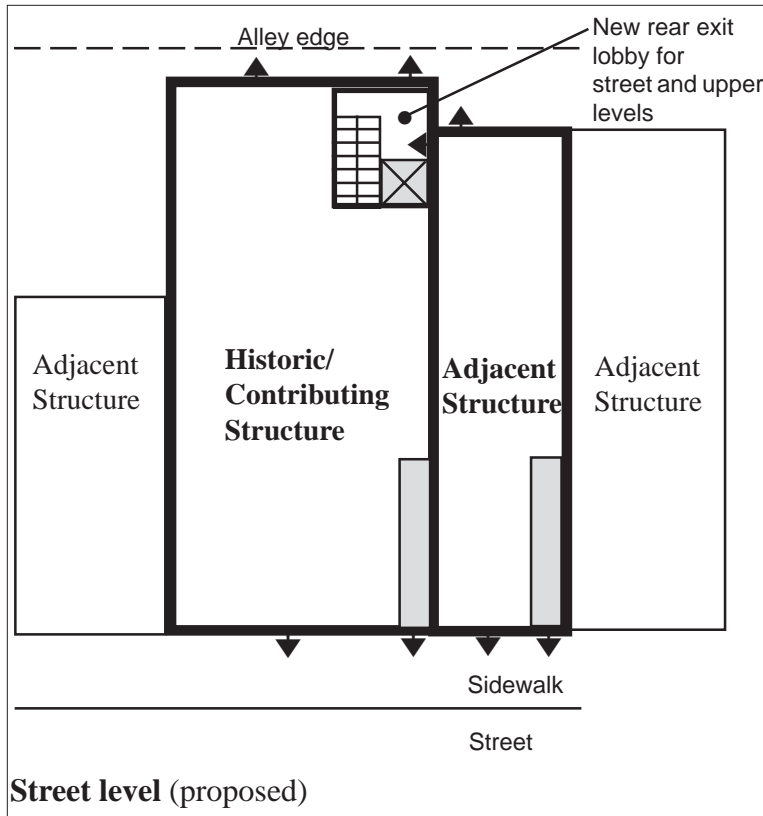
The case studies provided illustrate opportunities to apply these strategies to existing buildings in a way that can enhance the economic viability of the properties, while also helping to achieve the community’s goals for revitalization in a way that respects the traditional character of the area. These examples draw upon existing buildings, but note that they do so in an abstract way. Specific circumstances associated with the sample properties may, in fact, preclude the application of some of these strategies in those situations. Nonetheless, as prototypes, these case studies illustrate opportunities for applying these strategies in other situations.

**CASE STUDY B:  
SITE PLAN**



**Site Plan (existing)**

This case study reflects a two story historic/contributing structure built sidewalk to sidewalk on its property. It is flanked by two other structures.



## Site Plan (proposed)

For this case study, the Owner also owns or intends to purchase the adjacent structure which may or may not be contributing. Once again, a new common core is added which will provide all necessary vertical and horizontal circulation between both of the existing structures and the new. The rear exit lobby will also allow for all necessary code upgrades.

### Drawing Key

Exit	↑
Alley Edge	- - -
Elevator	⊗
Stair	
Exit Corridor	▬

