



# **2002 Growth Policies Plan**

**City of Bloomington**

**Adopted: December 19, 2002**





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## FOREWORD: Acknowledgments

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#### **In Memoriam**

During the course of the Growth Policies Plan update process, Bloomington lost one of its most important community leaders. Bill Finch, a local attorney and one-time City employee, passed away in 2000. His input regarding the GPP as well as his involvement in so many community issues was invaluable and his presence is greatly missed.

#### **The Bloomington Community**

Of course, the Growth Policies Plan could not have been written without the assistance of the citizens of Bloomington. Individuals and community organizations alike dedicated many hours of their time to take part in the development of the Plan. The efforts of the entire community are much appreciated.



### The Growth Policies Plan Vision

We are all in agreement that communities, like most organizations, require a consensus, at least among their leadership, about their aspirations and vision for the future. Without such a consensus, communities are unlikely to have success in developing in a rational manner that meets the quality of life expectations of their citizens. The current effort within the city to review our 1991 Growth Policies Plan, and to recast our vision for the community's future is both timely and necessary.

Bloomington has much to be proud of over the preceding quarter century. The past 25 years have produced major changes in the Bloomington community. In 1975, Bloomington was still a medium sized southern Indiana community that was blessed with one of the major universities in the world at its heart and a manufacturing base of national corporations. Indiana University continues as an even larger and more complex institution today that still greatly influences the course of life in our city. But Bloomington has also matured over this time span, and IU is less dominant in its impact on community life than it was in 1975. The national manufacturing base departure has led to a new economic base.

In 1975, Bloomington faced many problems that, had they not been dealt with properly, would have had a very negative impact on the quality of life in our community. The central city was dying, as traditional retail establishments collapsed or moved under the pressure of suburban shopping malls and suburban housing. The public and private infrastructure of our downtown was decaying, and it was not at all certain there was the will or the means to save it. The community was suffering from urban sprawl, as ever more new residential housing and commercial properties were built on the east side of town. The impact of public policies and public investment had not been recognized for their long-term impact, leading increasingly to a disappearance of our streetscape, growing traffic problems, and the decay of public infrastructure.

Thanks to an enlightened and determined corps of individuals who provided vision, the public and private leadership of the community joined together to change this dismal outlook. The downtown was restored physically, commercially, and culturally. It was given a new, still developing role as an entertainment and restaurant center and location for single purpose shopping. Government and commercial buildings, such

as the Old County Courthouse, Fountain Square, and the Showers Furniture Factory were restored and given new functions. New governmental offices, parking lots, a city convention center, and private business ventures were established in the near downtown area, and the old Victorian houses along Fourth Street were rehabilitated and took on new functions. The sidewalks and streets were rebuilt, care and cleaning were instituted, flowers planted and festivals held, and the university improved the care and appearance of the campus.

In other parts of the community, new and expanded parks, solutions to the traffic bottlenecks of problem intersections, and the construction of the route 37 bypass on the west side of town took place. The Growth Policies Plan, instigated by a University/City coalition in the late 1980's and adopted in 1991, set the course for the phenomenal growth and development along the corridor and in close proximity to the 37 bypass.

On the lifestyle side of the community, the vision of our leadership over the past 15 years has developed the cultural and intellectual life of the community, separate from its earlier dependence on the University. New activities such as the Waldron Arts Center, the Monroe County Historical Museum, the Wonderlab, the new Monroe County Library, Ivy Tech State College, the Buskirk-Chumley Theater, the Farmers Market, and the increasingly well known Bloomington music life represented by the Bloomington Pops, the Bloomington Symphony Orchestra, the Star of Indiana, the home and studio of John Mellencamp, and the lively, talented local jazz scene, all have added immeasurably to the quality of life in our city.

So we can congratulate ourselves. The leadership looked at the direction the community was heading 25 years ago, did not like it, and set forth to change the scenario. They built a consensus on the vision for our community. It is interesting to note that most cities like Bloomington with major Universities have not achieved the quality of life as has this community over the last 25 years. We were fortunate enough to have the necessary leaders in the community to visualize where we needed to go, and the determination and skills to make it happen.

Our successes have led to a vibrant, dynamic, growing community, in many ways successful beyond our dreams, that also has the potential for damaging the quality of life the community rejuvenation has made possible. It does not take great imagination to envision a scenario where Bloomington falls victim to its success



and public policy decisions begin to erode greenspace, exacerbate traffic problems, and traditional American urban problems become a way of life.

It is clearly time for Bloomington to refocus its vision for the long run. The community has been struggling to articulate a vision that is holistic, all encompassing, and one upon which we can reach consensus. It is our view that we need to state for the record our explicit goals for the next 25 years (It may sound too long a horizon for some, but in our experience, it is not). What do we really want to accomplish? In many ways, this will not only make it easier to reach agreement, it will also be a more useful guide to action. When the goals have been agreed to and clearly stated for the input of the general public, then our leadership can move to setting shorter-term objectives and timetables.

The goals we believe Bloomington should set forth to be accomplished between now and 2025 are:

I. A physical appearance that maintains the historic beauty of our community: this means setting such objectives as uniform streetscapes, tree lined streets with sidewalks, parking lots to the side and rear of buildings and buildings located closer to the streets, and shopping centers that blend with residential neighborhoods and are not located behind a sea of parking from the street.

II. A respect for and adherence to environmental quality in Bloomington and our surrounding environs.

III. A user-friendly and efficient urban transportation network: This should include public transportation (subsidized if necessary); alternative transportation modes such as bike paths, sidewalks, and more extensive pedestrian options; and mechanisms that encourage good traffic flow (fewer cul-de-sacs, more through streets, and more use of planning and street grid systems).

IV. Developing mixed-use neighborhoods that offer social interaction as well as the option of neighborhood services.

V. A thriving city center that offers diverse residential housing, government services, specialized shopping, community-centered activities, and entertainment. More residential housing must be encouraged in the downtown area to insure continued demand for services in the city center. Attractive, quality high-rise buildings, with parking, should be considered. Parking should be consolidated and surface parking reduced and converted

to high density residential uses. Public parks that are safe, well maintained, and offer recreation, sports, and leisure activities for our families should also be encouraged.

VI. An economic base that offers employment opportunities for a well trained and educated workforce and that pays commensurate with their training, skills, and educational attainment.

VII. The integration of Indiana University on all corridors of the county / university interface, to ensure both the beauty and accessibility of the relationship between the city and the campus. We need to avoid an academic fortress in the middle of our city, such as many communities with major universities have developed.

VIII. A cultural and intellectual environment that meets the aspirations, needs, and potential of our citizens, and recognizes the impact on all aspects of our community, including our educational system, our economic base, and the options for our growing population.

Creating a community comprehensive plan to begin to address these goals is a challenging endeavor. As difficult as it is, this plan is the most crucial step in defining the strategies that will carry this community forward over the decades to come. Focusing the input of hundreds of citizens, organizations, and associations into a coherent vision is a daunting initial task.

Planning a trip provides an easy analogy for the comprehensive planning process. We need a starting point and a destination before we can specify the trip details (route, mode of conveyance, stops along the way, etc.). Our starting point is Bloomington 2002 and our destination is Bloomington 2025. To guide the development of a practical, efficient, and successful plan, the vision statement provides a sense of direction and means of travel for this journey. The Growth Policies Plan is Bloomington's road map along the way.

Today's Bloomington results from almost two centuries of growth and development. When we think of our community, it is easy to highlight things that changed greatly, and things that changed little. Which of the many things that we have reflect the Bloomington we wish to preserve? In which things are we dissatisfied? Which things can we work to improve? The answers to these questions shape our community vision and the Growth Policies Plan.



We characterize Bloomington as having consistently low unemployment and crime rates. We have excellent public education opportunities, exemplary libraries, and diverse, beautiful natural surroundings. We have extensive human services with individual support mechanisms. Above all, we have hundreds of dedicated citizens who are willing to participate in civic forums for the betterment of their community.

Entryway signs welcome visitors with the remark “Bloomington - A Beautiful Place to Live.” Perhaps this phrase best states the operating vision of Bloomington residents. Residents do indeed express, with passion, an affinity for Bloomington. If we amplify “beautiful” to all possible connotations - aesthetic quality, choice, superb, pleasing - then, Bloomington ranks high with those who live here.

Throughout the process of creating the Growth Policies Plan, numerous individuals and organizations have weighed in with their own vision for the Bloomington of tomorrow. While none of those visions is the same as another, many common themes and attitudes come to the surface.

### **Growth Management**

Bloomington has experienced growth in most sectors of the community over the last several decades. This growth is evident in the size of our population and the spatial area consumed as development occurs. The pace, location, and quality of our past growth are troubling to many citizens of Bloomington. Now, the community must focus on strategies to manage change in a less troubling manner. We must use our knowledge of built and natural constraints to bound future public expense and enhance the livability of Bloomington.

### **Natural Resource Conservation**

The accumulating impact of Bloomington’s growth and development on the natural environment is significant. To sustain our community, to balance the built and natural environments successfully, we must commit to protection of our natural features. We must integrate future growth into the community while protecting the vital natural structures and systems that surround us.

### **Public Facilities Planning**

Community growth increases demand for community services. New homes and businesses require new storm and sanitary sewers, new roads and sidewalks, more

police and fire protection, schools and parks. Bloomington provides these new services at a cost to taxpayers. In recent years, citizens have questioned whether services and growth are commensurate. To minimize inequitable fiscal impacts, the City must be prudent in infrastructure and service investments while allowing growth at an appropriate pace. We must ensure that Bloomington can provide high quality public services to all of its citizens. One group must not receive an unfair burden or an unfair advantage.

### **Transportation**

It is hard to dispute the rising tide of traffic growth in some areas of Bloomington. As growth and development continue, citizens have an ever-growing array of destinations from which to choose. Most often, the only option that the transportation system provides for reaching those destinations is the automobile. To untangle the traffic knot, we need more transportation options as we continue to make roadway improvements. We must reduce the spatial distance between destinations by integrating land uses. We must expand public transit and implement a broad network of bicycle and pedestrian facilities.

### **Community Character**

What is the community character of Bloomington? We all have an idea of what this means, but it is ultimately a concept that is quite difficult to quantify succinctly. We can probably never achieve a precise definition of this trait. However, each of us seems to know it when we see it. It’s in the architecture of the Downtown, both historic and eclectic. It’s in the diverse and accessible parks and recreation network throughout the community. Our citizens in the breadth and diversity of public involvement and civic leadership demonstrate it. It’s in the working-class history that we cherish. It’s in the public service of our many federal, state and local government employees. All of these aspects and more are crucial elements of what Bloomington calls its community character. We must work together to protect, nurture, and enhance these characteristic qualities in the future.



### **Economic and Cultural Vibrancy**

Bloomington is no stranger to the recent deterioration in the economic climate of the nation. However, to continue our past success as a community we must not dwell on what we've lost. Now, we must take stock of the quality things that we still possess and enhance those strengths to become a leader in the new economy. Economic development, including retention and expansion of existing businesses, is and should be a major objective to pursue. Additionally, we must leverage the City's community character to attract investment that values a culturally vibrant community like ours. Our high quality of life, skilled work force, and commitment to excellence give us a comparative advantage over others in similar situations.

### **Intergovernmental Cooperation**

The points of view given above do not stop at the City limits. We must address each view into the future at a scale beyond the City of Bloomington alone. Community success depends upon cooperation among local units of government. Positive working relationships with Monroe County and Indiana University are essential. The entire community benefits from compatible policy and process agreement.

As Bloomington's population grows over the next 20 years, the Growth Policies Plan is a blueprint for maintaining and enriching our outstanding quality of life. We must continue to evolve as a community that takes pride in a vibrant downtown and stable neighborhoods. We must take pride in a thriving bicycle and pedestrian environment with more pleasing streetscapes. We must take pride in high quality parks and greenspace. We must take pride in a stable economic foundation. The challenge we face is to generate a continuing reaffirmation of "Bloomington - A Beautiful Place to Live". We must transfer the widely held communal sense of quality of life and livability to a personal one by offering expression and respect to each individual's vision.

We must understand that the Growth Policies Plan (GPP) is a broad policy document. It provides a unified vision for how we should address growth and development issues in the City of Bloomington. We must not confuse this plan with the Zoning Ordinance, which is our primary tool for implementing a comprehensive plan. To maintain the momentum of the GPP, it is crucial for this implementation to begin quickly.



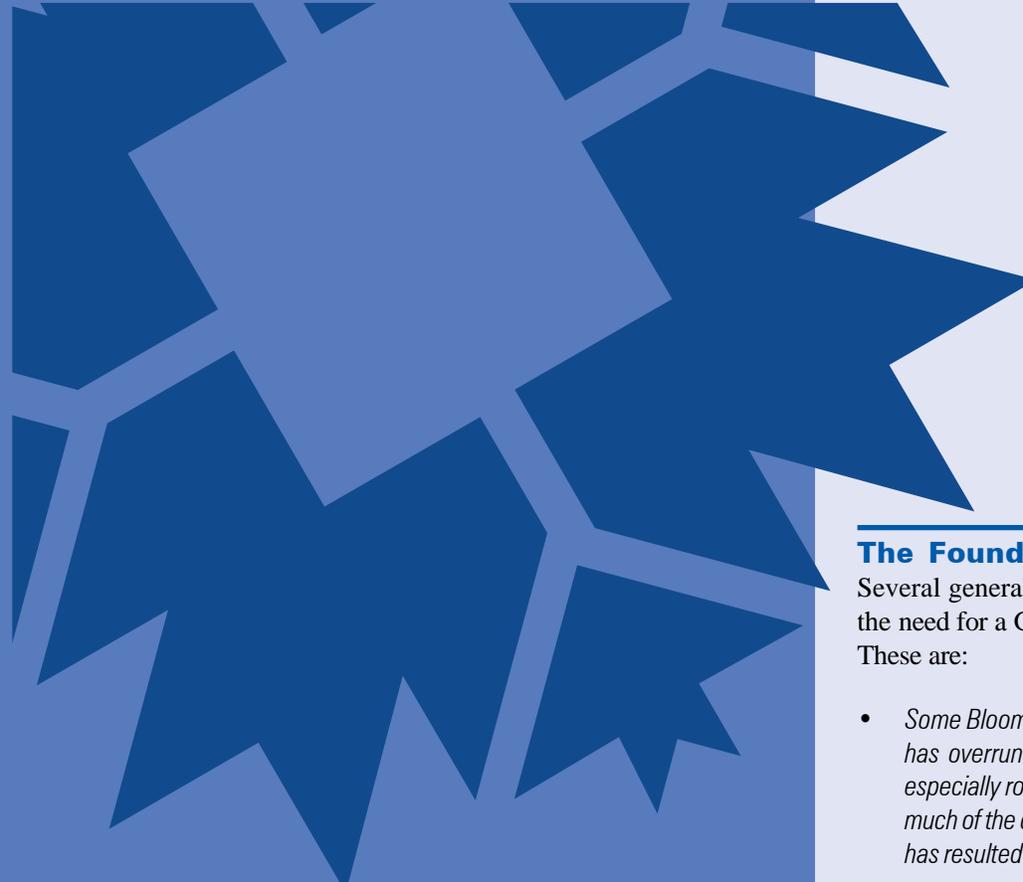
### The Format of the Plan

There are 6 sections contained within the GPP: Policy Essence, Geography of the Policies, Critical Subareas, Implementation Strategy, Master Thoroughfare Plan, and Appendices. A summary of the contents and format of each element follows.

- 1. Policy Essence:** The Policy Essence is made up of the Seven Guiding Principles of the GPP. Each of the guiding principles addresses important planning issues in the City of Bloomington. A common organizational structure is used for each of the Seven Guiding Principles. Each principle begins with a narrative section describing the policy foundation for that principle. This is followed by an overall goal for the principle, a series of policies, and a list of implementation measures for each policy.
- 2. The Geography of the Policies:** This section of the plan sets forth the land use categories that will act as a guide to future development and redevelopment throughout the community. It contains a map identifying the land use designations for all land in the Bloomington planning jurisdiction. A narrative section for each land use category containing specific planning and development guidelines follows the map. These guidelines address land use principles, urban service/ infrastructure goals, and site design considerations.
- 3. Critical Subareas:** Several areas within the community have been identified for more detailed study, beyond that which could be shown on the city-wide land use map. These areas were identified because they contain large parcels of vacant land, will be redeveloped in the future, or are facing development pressure. For each of these Critical Subareas, analysis was performed concerning land use, availability of urban services, and site design. A map highlighting these issues accompanies each narrative description.
- 4. Implementation Strategy:** This section consists of a strategic plan that identifies the priority (high, medium, or low), of each proposed implementation measure contained in the Seven Guiding Principles. It identifies the City agencies responsible for executing each implementation measure as well as the specific action(s) necessary to achieve proper implementation. On an annual basis, staff will report the success of this strategic plan to the Plan Commission.
- 5. Master Thoroughfare Plan:** As a component of the GPP, the Master Thoroughfare plan classifies all streets into a hierarchical system of categories based on function. More specifically, streets are identified according to type (Arterial, Collector, etc.), right-of-way acquisition requirements, and street construction standards (pavement widths, number of lanes, etc.). Also included in this section are recommended bicycle and pedestrian accommodations and construction standards. Finally, this section contains the Official Thoroughfare Plan Map.
- 6. Appendices:** Several appendices follow the Growth Policies Plan. Among these are an index, a glossary, and a community demographic profile. The glossary will be completed after the GPP is adopted.



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### The Foundation

Several general presumptions and findings underscore the need for a Growth Policies Plan in Bloomington. These are:

- *Some Bloomington residents have the perception that growth has overrun the effective capacity of urban infrastructure - especially roadways. Moreover, it is commonly perceived that much of the development that has occurred during recent years has resulted in more, but not necessarily better, growth.*
- *During the past three decades, much of the growth of Bloomington and its surroundings was driven by growth associated with Indiana University. Over the next decade, Indiana University will continue to be a vital and stabilizing force in the local economy but less of a factor compelling growth.*
- *Finally, there has been no broadly shared sense of what constitutes appropriate growth and development for Bloomington.*

These elements have generated a strong and compelling need for a new set of community based policies that can be translated into mechanisms for positive and progressive change.

Based upon this need, what does the Growth Policies Plan offer?

The Plan is designed as an instrument of public interest to guide development decisions over the long-term. It establishes principles of appropriate and beneficial development and provides a cohesive structure through which various urban activities can be spatially related.

*The Plan creates a framework or context for public policy as it may affect the urban form and built environment of Bloomington.*

*The Plan is not site specific nor does the policy plan anticipate all possible special situations that may apply to a particular development project.*



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*The Plan adopts a long-term view and is intended to be prescriptive rather than retroactive. It does not automatically fix or correct existing problems. It does seek to eliminate past problems from arising in future developments.*

*The Plan is not a regulatory tool. Clearly, the policies establish a firm public resolve through which regulatory tools and implementation standards can evolve. The plan expresses a clear intention of what the zoning ordinance shall be.*

*The Plan is not absolute. It encourages flexibility and compels constant review and revision as development and socio-economic conditions change.*

*The Plan provides guidance for the development of both undeveloped lands as well as redevelopment sites, where important policy directions can either reinforce or detract from the vitality and quality of Bloomington's existing character.*

*The Plan establishes a cohesive and integrated structure by which future development decisions - public and private - shall be guided.*

*Finally, the Plan sets in motion a series of planning and evaluation actions that will cause the policies to change over time.*

*The Plan will serve as a stable point of reference to evaluate the effect of planning and development on our communal identity.*

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### Priorities & Relationships

Some of the current priorities of the Bloomington community have already emerged through the Plan

update process. For example, it is clear that citizens place a higher priority on preserving greenspace than on encouraging further residential and commercial growth of undeveloped property. Citizens also recognize that not widening City streets will increase traffic congestion in the short term, yet many still support such a concept because it may be a necessary way to facilitate alternative transportation. These and many other priorities reflected in the Plan must serve immediately as a guide to public policy decisions. However, many hard choices remain to be made during the implementation of the Plan. These hard choices must be made on the basis of significant public input. It is essential, therefore, for Bloomington's citizens to remain involved in the ongoing process of making the necessary hard choices that will arise in connection with the Plan's implementation.

In making hard choices, certain aspects of the GPP should be seen as integrally related to other aspects of the Plan. One important example would be the relationship between future retail commercial and residential development on the one hand, and the Plan's policies concerning greenspace, tree preservation, and provision of bicycle and walking paths on the other hand. Citizens have strongly expressed the view that, over the past thirty years, retail commercial and residential development has occurred at a pace that has outstripped the community's ability to maintain its desired quality-of-life standards. Therefore, during the next ten years, it will be important for the planning process to ensure that these quality-of-life amenities are provided along with further development in the commercial and residential sectors.

This does not mean that greenspace, bicycle paths, and other such amenities must necessarily be provided or paid for by the developer in order to obtain permission to proceed with future commercial or residential projects. In fact, it may be neither equitable nor legal to insist on



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such developer contributions in at least some instances. Rather, the idea is simply that the community has the right to expect that quality-of-life amenities (parks, roads, schools, etc.) be able to “keep up” with the pace of development, through whatever public or private funding methods may be available. By recognizing the integral nature of the relationship between commercial and residential development on the one hand, and quality-of-life amenities on the other hand, citizens will be far more likely to achieve higher quality-of-life to which they collectively aspire.

### Monitoring the Growth Policies Plan

In order for the GPP to become a true guide for directing long-term community development, it is vital that the Plan be periodically reviewed and updated. More specifically, several components are critical to the long-term success of the Plan and must be integrated into the document.

- *Measurable outcomes or benchmarks should be developed to gauge the community’s progress on Plan goals and implementation measures. Examples of initiatives that could be benchmarked include areas of preserved greenspace, increased numbers of downtown housing units, and miles of new sidewalks or trails constructed. The Planning Department and Plan Commission shall work with stakeholder groups to create these benchmarks and incorporate them into the GPP document.*
- *Within the next two years, a visioning process should be initiated to determine the long-term priorities for Bloomington and its surroundings. This visioning process should be a grassroots effort not focused solely on growth and development issues. Results of this visioning process shall be incorporated into amendments to the GPP.*
- *If warranted, the Plan should be amended to reflect Plan Commission/Common Council decisions regarding development petitions. Over the last 11 years of the GPP existence, there has never been an update of either the Critical Subarea portion or the Land Use Map portion of the GPP to reflect significant land use decisions by these bodies. If the Plan Commission or Common Council is considering a development project that in their view would represent a deviation in the GPP’s policies for a particular area, a comprehensive plan amendment should be simultaneously considered as an aspect of the developer’s proposal.*
- *The Growth Policies Plan should be viewed as a living document. A regular process of analysis and revision must occur to ensure that the goals and policies contained in the GPP remain valid. The Plan should be reviewed, and amended if necessary, on a cycle of every two years at minimum. More comprehensive updates are recommended at five and ten year intervals. This process will allow the GPP to change in a manner that reflects the evolution of the values and development of the community itself.*



# PART 1: Policy Essence

## Guiding Principles Introduction

It is not the intent of the Plan to have one principle take precedence over the other. Each principle is critical and contributes to the strength of the entire policy document. When evaluating the comprehensive plan compliance of a particular proposal, decision-makers should recognize that determining project compliance will often not be a black and white issue. Decision-makers must determine which principles and underlying policies are most relevant to a given proposal. In many cases, certain proposals will comply with some principles, be unrelated to others, or even appear to be in conflict with a particular principle. In this case, it is incumbent upon the Planning staff to provide a detailed analysis and recommendation concerning the applicability of each principle and its underlying policies.

In order to help achieve the community’s planning goals outlined in the Vision Statement, the GPP outlines Seven Guiding Principles which, taken together, form the policy essence of the Plan. These Principles are as follows:

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## PART 1: Policy Essence

### Compact Urban Form

Compactness is a difficult characteristic to perceive if one is viewing land development on a site by site basis. It is the broader view of the community that provides the best observation of compactness. In essence, the value of compactness represents the value of spatial organization, planned growth and public fiscal responsibility. Compactness stands opposite of urban sprawl – as denoted by low density, discontinuous residential growth, and strip commercial development. Pragmatically, contained development is less costly to develop and serve. Spatial expansion costs more because sewer lines, roadways and school bus routes are longer. Additionally, discontinuous development at the urban periphery interrupts open space. Transit service is also negatively impacted by sprawl. Compact urban form creates an environment in which transit service can thrive.

Bloomington has a series of barriers beyond which urban development becomes either difficult or inappropriate. To the southeast, the Lake Monroe watershed restricts development. To the east, topography limits the magnitude of development possibilities. Beyond State Road 37 to the west, the peculiarities of karst topography create prohibitive development circumstances. To the north, the steep slopes of the Lake Griffy watershed also constrict development.

In order to achieve compact urban form, outward expansion of development must be limited through effective growth management policies. At the same time, these policies should be supplemented by strategies to increase housing densities within the planning jurisdiction. These strategies must also be coupled with a strategy for containing commercial development. Rather than open up large amounts of land for new commercial development on the periphery, the emphasis should be on providing incentives to re-use vacant or underutilized commercially zoned sites. An example of this would be redevelopment of the ST Semi-Con property in Downtown Bloomington.

To compact also means to integrate - to be drawn in. In Bloomington, there are strong environmental constraints which push development inward. Much of what makes Bloomington special is its shared “sense of place”. While this sense cannot always be defined to the satisfaction of all interests, it is irrevocably connected to

Bloomington’s town core and the harmony of its architecture, its neighborhoods and their respective contexts. Disorganized development sprawl dilutes this sense of place.

Compactness does not, however, mean or imply static population growth for the community as a whole. Within the planning horizon of the next ten years, Bloomington can physically accommodate more people, more employment, more homes and more activities within its current planning jurisdiction. Yet, in order to assure that population growth does not translate to a reduction in the perceived quality of life, Bloomington must grow with care, with conviction and with efficiency. Compactness implies directing growth - directing growth toward those locations where it is desirable, where it is in the public interest to grow, and where options conducive to future growth can be exercised.

Compact urban form refers to the overall development pattern. It does not imply the intrusion of higher density development into established neighborhoods, crowding, or high rise development of a scale more appropriate to larger cities. Compact form is not to be achieved at the expense of greenspace, environmental protection, and other policies.

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#### Compact Urban Form Goal

Create a compact land use development pattern that is sufficiently compact to provide efficient delivery of services, to effectively manage existing infrastructure resources, and to maximize return on public expenditures while limiting sprawl and maintaining the special nature of Bloomington.

#### Policy 1: Limit the Spatial Extent of Community Growth

As the community has expanded outward from its beginnings at the urban core, an ever-greater strain has been placed on the City’s ability to provide adequate urban services. Likewise, some citizens have stated that it has become increasingly difficult for residents to enjoy the quality of life that a diverse urban community like Bloomington offers. Bloomington must look inward for opportunities to accommodate continued growth within the existing limits of the community. The first part of any serious strategy to accomplish this is to explore methods of curtailing outward expansion.



## PART 1: Policy Essence

Land use planning policies offer one method of achieving this end. Clearly, the west and southwest sectors of Bloomington offer the most opportunities for residential growth, while areas to the east and southeast have been virtually built-out with residential development in recent years. Bloomington must work to shift more residential development to the west and southwest as development limits are reached in other sectors of the community. This development will not compromise nor diminish the conservation of sensitive areas and will take advantage of opportunities for greenspace preservation and acquisition.

Sewer extension policies can also be utilized as a tool for directing development to appropriate areas of the community. Currently, sewer extensions can be granted for developments located outside of the City's planning jurisdiction upon positive findings rendered by the Monroe County Plan Commission. This creates a scenario whereby another agency is providing policy guidance for the location of an important City service. A revision to this sewer approval process is clearly needed. The first step is to convene a series of meetings including both the City and County Planning Directors, the City Utilities Department, City and County decision-makers, and regional utility providers (Ellettsville Utilities, the Lake Monroe Regional Waste District, etc.). These meetings should be oriented towards determining likely areas of future growth as well as the associated geographic areas where service should logically be provided. The result of these discussions would be the creation of both sewer service districts as well as non-service areas. Once these determinations have been made, the City shall proceed in amending its existing Utility Service Overlay Map as well as its associated Utility Service Board rules and regulations regarding sewer extensions. In the interim, the City should strongly discourage the extension of sewers beyond its planning jurisdiction.

### *Implementation Measures*

**CUF-1** Encourage new housing starts toward the west and southwest sectors of the community; discourage urban development to the east of the east fork of Jackson Creek; and north and east of the State Road 45/46 Bypass.

**CUF-2** Develop revisions to the City's existing Utility Service Overlay Map as well as associated Utility Service Board rules and regulations to create sewer service districts as well as non-service areas. In the interim, strongly discourage sewer extensions beyond the planning jurisdiction.

### **Policy 2: Increase Residential Densities in the Urbanized Area**

As a counterbalance to policies that limit the spatial expansion of growth, denser infill development in areas that already contain City services must be encouraged. Increasing the density of residential development within the community can provide several benefits. Concentrating densities in certain areas allows others to be preserved as greenspace, a vital urban amenity. Further, as densities increase, the efficiency and quality of urban services can be improved, and public transit becomes a much more feasible service.

The 1995 Zoning Ordinance attempted to address this issue by creating such incentives as the Planned Residential Overlay (PRO) district and the Downtown Development Opportunity Overlay (DDOO). Although overall residential densities have increased since the early 1990s, both overlay concepts have received some criticism from developers, neighborhood associations and historic preservation interests. While the overlay regulations achieved some measure of success, they were clearly not an adequate solution. These issues must be resolved as a crucial step in bringing residential growth and vitality back to the urbanized area.

### *Implementation Measures*

**CUF-3** Revise the Planned Residential Overlay requirements of the Zoning Ordinance to provide incentives for the development of mixed-use neighborhoods on infill development tracts. In general, however, multifamily residential developments that are likely to serve significant numbers of Indiana University students should be strongly discouraged in locations distant from the IU campus.



## PART 1: Policy Essence

**CUF-4** Revise development regulations to increase the allowed level of residential density to 100 units per acre in the Downtown Commercial District. Link this increased density with required design standards (i.e. building setback, height, roof orientation, blank wall controls) and appropriate historic preservation for specific areas located within the Downtown Commercial District. Revise the Downtown Development Opportunity Overlay (DDOO) district to remove high-density incentives in specific areas which could result in a negative impact upon historic and culturally important buildings and districts.

**CUF-5** Revise development regulations for near-downtown and near-campus areas to encourage increased residential densities.

### Policy 3: Redirect Commercial Development

Like residential growth, the continued spread of commercial growth has a profound impact on the community. As the locations of commercial centers move farther from established residential areas, people must spend more time driving to reach them, and thus create increased traffic throughout Bloomington. This is a pattern of development that has occurred over several decades, and has pushed the community away from the pedestrian-friendly vision that residents share.

A renewed emphasis must be placed on closely scrutinizing the location of new commercial development, especially on the periphery of the community, while providing incentives for infill-style commercial projects. This incentive strategy is particularly needed along arterial roadway corridors that are zoned for commercial development, but have been largely bypassed in favor of vacant land at the edges of the community. Commercial retail growth in well established commercial centers such as College Mall and Whitehall Crossing must be contained if such incentives are to have a substantial impact. To this end, no new regional commercial land has been identified in the plan, placing a greater focus on redevelopment of existing commercially designated land to meet future needs.

Redevelopment of vacant or underutilized commercial sites for uses compatible with prior uses of the same site can present significant advantages for the community. Such redevelopment reduces the need for consumption of raw land and avoids conflicts with neighborhoods over the impacts of new development. Such redevelopment, including adaptive reuse of existing commercial buildings, can help to achieve many of the

GPP's goals. Therefore, such redevelopment should be encouraged through incentives and a streamlined, flexible regulatory process.

Redirecting commercial development also encompasses the form that commercial development should take in the future. Current commercial development patterns are characterized by one-story buildings set back great distances from roadways, large expanses of parking lots and frequent driveways along streets. The City should investigate zoning strategies that facilitate multi-story construction, mixed uses and potentially structured parking in the redevelopment of commercial areas. This would allow for the evolution of existing commercial areas into high-density nodes containing residential components and connected by transit and other alternative transportation facilities.

The final element of directing commercial growth goes back to the concept of a pedestrian friendly community. Certain neighborhoods may be able to support small-scale commercial development at strategic locations within them. This must only be done after the creation of neighborhood commercial development guidelines to ensure that any new commercial development is compatible in scale and design with existing neighborhoods. Neighborhood associations must be involved in the development of both the guidelines and site selection for new neighborhood commercial nodes.

### Implementation Measures

**CUF-6** Direct commercial development to existing commercially zoned land, and provide incentives to encourage the re-use and improvement of vacant or under-developed commercial sites, particularly along arterial roadway corridors.

**CUF-7** Restrain new commercial development in the southeast sector of the community while providing opportunities for re-use and redevelopment of existing commercial land such as the College Mall shopping center.

**CUF-8** Revise the Zoning Ordinance to provide opportunities for mixed uses, multi-story construction and structured parking in community and regional scale activity centers.

**CUF-9** Amend the Zoning Ordinance to allow the development of appropriately located, designed and scaled neighborhood serving commercial centers in all geographic sectors of the community.



## PART 1: Policy Essence

### Nurture Environmental Integrity

Human activities are causing unprecedented rates and types of global environmental changes. Humans have transformed nearly half of the Earth's habitable land to urban and agricultural systems, altered atmospheric chemistry, and accelerated rates of both species extinctions and invasions into previously unoccupied habitat.

As a result, awareness of environmental issues has increased significantly over the last thirty years and achieving a sustainable biosphere has arguably become society's most pressing challenge. Many contend that the concept of "sustainability" - meeting society's present needs without compromising the ability of future generations to meet their needs - must become the organizing principle for our society. Bloomington has always fostered a keen sense of environmental awareness and is committed to environmental stewardship. Therefore, it is not surprising that environmental protection and sustainability are integral components of this Guiding Principle.

This principle recognizes that the natural environment in Bloomington is an important and vital element of the community. Natural ecosystem processes provide basic life support goods and services such as air and water purification, waste decomposition, food production, and recreational opportunities. Thus, the provision of adequate greenspace and the protection of sensitive environmental areas must be considered as necessary public facilities similar to utility services or roadway capacity.

The principle of Environmental Integrity acknowledges the complex matrix of interrelationships within the environment that must be maintained and enriched to sustain these ecosystem processes, goods and services. As a policy goal, this principle states that the environmental integrity of Bloomington should not be compromised or diminished through future development. Moreover, environmental stewardship should result from development processes. Environmental integrity can be best sustained through proactive measures such as the preservation and enhancement of natural systems rather than the mitigation of negative effects. In addition, environmental integrity demands an understanding and respect for the environment focused on preserving and enhancing biodiversity and sustainability. Development

must be compelled to respect and complement natural system processes through a more holistic vision.

Bloomington has a number of environmentally sensitive areas, including flood plains, karst features, steep slopes and wetlands. This plan adopts values that clearly identify these environments in advance of land development activities and ensures that development does not impose on them. When development does occur near sensitive areas, conservation techniques and best management practices must be employed to encourage the protection of environmental quality. Since the science and technology of environmental protection is always evolving, the City should regularly review and update its environmental ordinances to ensure that they reflect the most effective environmental standards. Furthermore, this plan calls for greater education and awareness about sustainable development, including the day-to-day changes in energy and resource use required to move our city towards a sustainable future.

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#### Nurture Environmental Integrity Goal

Promote an ecologically sound environment through nurturing, protecting, preserving and enhancing natural resources and through advancing sustainability.

#### Policy 1: Enhance Karst Feature Protection

In Indiana, karst geology is characterized by a limestone bedrock with surface and subsurface features such as sinkholes, swallowholes, springs, caves, and vertical shafts. Karst terrain plays a significant role in Bloomington's hydrologic cycle, and dominates the natural landscape. Where karst terrain exists, development must adequately protect these features to avoid negative impacts on surface and subsurface water flow, as well as to avoid unstable ground.

Currently, the City of Bloomington does not possess a comprehensive inventory of karst features to help guide future decisions concerning zoning and development regulations. An inventory should be completed prior to the update of the City's Zoning Ordinance. Additionally, conservation easements must be more widely used for karst feature protection. These conservation easements could be used to protect both individual features and more dense karst topography.



## PART 1: Policy Essence

### *Implementation Measures*

- NEI-1** Create a detailed inventory of surface and subsurface karst terrain features in order to develop a protective zoning overlay. After this inventory is completed, areas found to be dense with karst features should receive stronger protection than individual sinkholes. The preservation of sinkhole clusters rather than just individual features is essential to groundwater protection.
- NEI-2** Require surface sinkholes and other karst features to be protected by conservation easements.
- NEI-3** Update the current Karst Terrain requirements of the Zoning Ordinance to reflect recent scientifically accepted karst protection practices.

### **Policy 2: Protect Trees and Greenspace from Development Impacts**

Open space and greenspace enhances the quality of life in Bloomington. To enhance the preservation of open space and greenspace, the City must adopt a detailed tree preservation ordinance. The objective of this measure is to make regulations concerning tree preservation more specific towards the preservation and enhancement of existing trees and greenspace for all commercial, industrial and residential developments. This will place an emphasis on maintaining species diversity, preserving blocks of vegetation to create corridors, and preserving tree canopy. If trees must be removed as part of any development, then developers shall be required to adhere to tree replacement standards that will be created as a component of this tree preservation ordinance.

In order to preserve Bloomington’s rich and diverse environment, a “no-net-loss” policy for community wide tree crown coverage must be implemented. In fact, the City should strive to implement mechanisms to increase Bloomington’s tree crown coverage. In doing so, the use of native tree species will be encouraged and the use of invasive exotic species will be prohibited.

Furthermore, the City must strive to expand the range, diversity, and magnitude of greenspaces, passive natural areas, and urban landscapes in Bloomington. This land preservation can be accomplished through a variety of means, whether it is through private conservation easements, dedications of land, or when appropriate, through the purchase of land. The City should take a leadership role in working with non-profit groups who are involved in greenspace acquisition and provide

partnership opportunities. In fact, the City has already worked with groups such as the Sycamore Land Trust and various community foundations to obtain environmentally sensitive property such as Lake Griffy and Latimer Woods. Partnerships such as these have increased the City’s park acreage from 1779 acres in 1996, to 2160 acres in 2001. That presents a 21% increase over that five year timeline. However, a study done by the City of Bloomington Environmental Commission indicates that in general, overall greenspace in Bloomington is still being lost at a rate of 2.5% per year.

Currently, the City has a fund dedicated to preserving greenspace and open space. However, this fund may not be sufficient to meet community expectations and/or needs. In response to this, a policy to allow the City to pursue the available options for expanding current greenspace acquisition will be implemented. Acquisition of greenspace for passive preservation should be accomplished along with other City land acquisition needs. These efforts will not only include coordination between City departments, non-profit organizations and other agencies, but will also include developing a more effective City-wide greenspace funding mechanism.

To help facilitate this endeavor, the Planning Department must conduct a comprehensive environmental resource inventory within the City Planning jurisdiction and create a greenspace plan. This will allow for the identification of key greenspace, with the priority focused on identifying sites with environmental constraints such as karst geology, steep slopes, wetlands and sensitive habitats. The completed greenspace plan would provide a foundation for a similar study that could be undertaken by Monroe County. Additionally, results of this inventory must be incorporated as an overlay to the City’s updated Zoning Ordinance.

### *Implementation Measures*

- NEI-4** Adopt a tree preservation ordinance that emphasizes species diversity, protecting blocks of high quality vegetation and natural corridors, and preserving community wide tree crown coverage.
- NEI-5** Revise landscaping standards to better address tree crown replacement and enhancement; encourage the planting of a range of native vegetation while prohibiting the planting of invasive exotic species; and require long-term bonding for new landscaping.



## PART 1: Policy Essence

- NEI-6** Encourage utility placement underground, especially in new developments, to reduce the need to trim the crowns of trees growing underneath utility lines.
- NEI-7** Conduct an environmental inventory of land located within the City planning jurisdiction allowing for the identification of high quality open space and greenspace. This inventory will form the basis of a joint effort between the City and non-profit organizations to explore acquisition opportunities.
- NEI-8** Develop an ongoing program to acquire greenspace for passive recreation and conservation with an emphasis on obtaining substantial blocks of environmentally sensitive lands with high quality vegetation. This will be done along with other City land acquisition needs and/or priorities. Specific strategies should include public outreach, pursuing available grants and loans, developing a more effective City-wide funding mechanism, coordinating efforts between City departments and non-profit organizations, and the use of private conservation easements and dedications of land.

### **Policy 3: Protect and Enhance Water Quality**

Bloomington contains main channels and tributaries of several perennial streams. The water quality and aquatic communities of these creeks are heavily dependent on the quality of their tributary network and contributing watersheds. The majority of water resource's land-water interface and nutrient trapping ability occurs in its headwater tributaries. The loss of water storage capacity in these tributaries results in increased downstream flooding, erosion and channel instability. The City of Bloomington recognizes that we cannot protect the quality of our stream systems without conserving the health and quality of their tributaries. Therefore, protecting and enhancing existing water resources, including intermittent and ephemeral streams, is a high priority for the City of Bloomington.

In order to effectively plan and manage Bloomington's water resources, all new development projects must incorporate best management practices for mitigating the effects of construction to control the quality of stormwater runoff diverted to them. The City will achieve this by taking a watershed protection approach that endorses the use of such measures as bio-filtration and streamside graduated buffer zones. This will also require an update of the existing Water Resource

Ordinance. In addition to this regulatory change, the City of Bloomington shall initiate a stormwater quality monitoring program to provide baseline studies for future studies and to encourage public outreach.

### *Implementation Measures*

- NEI-9** Develop regulations that require water quality best management practices for controlling stormwater runoff.
- NEI-10** Develop an on-going program, through the assistance of grants, to monitor and evaluate the quality of stormwater runoff in primary drainageways that flow into lakes and subsurface water resources.
- NEI-11** Create a detailed inventory of all streams in Bloomington's Planning Jurisdiction. This inventory will identify all perennial, intermittent and significant ephemeral waterways and natural drainage features including streams that emanate from or flow to karst features. A more precise definition of streams, in accordance with recognized scientific stream classification systems, will accompany the inventory.
- NEI-12** Revise the existing water resource regulations in the Zoning Ordinance to protect water resources using graduated buffer zones to prohibit or limit development in sensitive and streamside transition zones.

### **Policy 4: Manage Community-Wide Drainage Impacts**

As Bloomington continues to become more urbanized, stormwater runoff control becomes a more significant issue. The City of Bloomington has not received a complete flood insurance study since 1972. Since that time, Bloomington's built environment has changed significantly. A more accurate baseline of flood hazard areas must be established so that development in these areas can be better managed. In addition, acceptable standards for post-development runoff rates must be strengthened through the adoption of a more comprehensive watershed management policy and the reexamination of the City's Stormwater Ordinance.

### *Implementation Measures*

- NEI-13** Petition FEMA and the Department of Natural Resources to conduct a new flood insurance study of all Special Flood Hazard Areas within the jurisdiction of the City of Bloomington.



## PART 1: Policy Essence

**NEI-14** Coordinate with the City Utilities Department to strengthen regulatory controls for post-development stormwater runoff rates.

**NEI-15** Revise Zoning and Subdivision regulations to require areas located within 100-year floodways as well as intermittent stream channels to be protected by drainage and conservation easements.

### **Policy 5: Promote Environmentally Sensitive Development**

It is essential that more conservation oriented design standards be incorporated into the policies that govern development proposals, so that the majority of new developments will contain a substantial percentage of protected open space. Once environmentally sensitive areas such as karst features, native tree stands, steep slopes, and wetlands are identified and mapped, a creative site plan that preserves these features can be designed. Techniques such as the use of clustering, mixed uses, pervious pavement surfaces, and variations in height, bulk, and density standards to achieve these goals should be incorporated into the development review process. It is equally essential that development move toward sustainable design practices that emphasize renewable energy and resource use and pollution prevention. Education about and promotion of sustainable design are critical steps in Bloomington's development as a sustainable city.

### *Implementation Measures*

**NEI-16** Require an inspection of parcels proposed for development and the mapping of all environmentally sensitive areas identified in the inspection prior to development petition filing.

**NEI-17** Require the usage of such mechanisms as conservation easements and land dedications to preserve environmentally sensitive areas, open space, and greenspace.

**NEI-18** Establish specific density bonus incentives to promote innovation in environmental design and greenspace preservation (i.e. clustering and mixed use development).

**NEI-19** Revise Zoning and Subdivision regulations for sites having environmental constraints to better protect such features as wetlands, steep slopes, and water resources.

**NEI-20** Coordinate with the Environmental Commission and Indiana University to develop an on-going program, through the assistance of grants, for promoting and educating about sustainable design and development. Specific strategies include public outreach, workshops and seminar series featuring sustainable design and development experts, incentives to developers, and creation of web and library based sustainable development resource centers.



## PART 1: Policy Essence

### Leverage Public Capital

Financing investments in public facilities is a challenge for every community, Bloomington notwithstanding. As Bloomington's population increases, the need for maintenance and replacement of existing infrastructure such as streets and utility lines grows ever greater. In addition, other public services such as parks, schools, and fire and police protection are affected by population growth, and the goals of traffic mitigation and increased compactness require better public transportation. Both public and private investments will be necessary to ensure that all physical infrastructure facilities and essential public services are adequately maintained. Maintenance of these facilities and services is necessary to ensure preservation of the quality of life that Bloomington's residents enjoy. To this end, the goal of the community should be to strive for *concurrency*; whereby growth is maintained commensurate with the provision of public facilities and services.

The City of Bloomington has already initiated a number of projects and investments that have enhanced public infrastructure and provided incentives for urban infill development. Examples of this type of capital investment include the City's *Transportation 2000* initiative, *Bloomington's Digital Underground* program, downtown stormwater improvements, and the demolition of Plant #1 on the former Thomson site.

There are two primary approaches that can make public facility investments more effective and efficient. First, certain infrastructure costs can be reduced by guiding development to land that is contiguous with those areas already developed at urban densities. This results in fewer utility extensions and new roadways, thereby providing an opportunity for additional infrastructure to support a more dense development pattern. Second, existing areas that have excess road, sewer, and water capacity where development has not occurred can be more effectively used. Development of these under-utilized areas should occur in preference to those areas where adequate facilities do not exist.

### Leverage Public Capital Goal

Plan and implement public capital investment to maintain existing public facilities, enhance the urban area, and stimulate private investment in the community.

#### Policy 1: Comprehensively Evaluate Public Facilities

In order to better understand the linkage between increasing population growth and its impact on public facilities, it is necessary to conduct an evaluation of these facilities. Some public facilities have already been evaluated by the Planning Department. For instance, the Department has recently completed a sidewalk inventory within the City's planning jurisdiction. In addition, both existing and future levels of service for the street network within the City's Metropolitan Planning Organization's (MPO) study area have been analyzed. Results of this analysis are contained in the MPO's *Year 2025 Transportation Plan*.

However, the City has not engaged in a more comprehensive analysis of all public facilities that can be impacted by population growth. In order to complete this analysis, it will first be necessary to define what facilities should be evaluated. At this point, each provider of the facility (for example, the City's Parks Department, Utilities Department or Bloomington Transit) would be charged with performing an analysis focusing on current conditions, future facility needs, areas of deficiency, and the spatial distribution of facilities and deficiencies. Each separate analysis can then be aggregated into an overall assessment that would include both a report and a mapping component.

Once the City has performed this comprehensive public facility analysis, the results should be annually reported to the City Plan Commission. Furthermore, the City should develop and adopt changes to its Zoning Ordinance that allow the Plan Commission to consider the adequacy of current levels of service, based on the comprehensive public facility analysis, when evaluating a development petition. Desired levels of service for roadway facilities should recognize that some level of congestion is typically associated with a community that promotes a compact urban form strategy.



## PART 1: Policy Essence

### *Implementation Measures*

- LPC-1** Complete a comprehensive public facility analysis, annually update this analysis, and integrate this analysis into the City’s capital improvement planning process.
- LPC-2** Ensure that the results of the comprehensive public facility analysis are annually reported to the City Plan Commission.
- LPC-3** Develop and adopt changes to the Zoning Ordinance that allow the Plan Commission to consider the adequacy of current levels of service, based on the comprehensive public facility analysis, when evaluating a development petition. For roadways, desired Level of Service ratings should be consistent with the GPP’s goal of achieving compact urban form.

### **Policy 2: Improve the Capital Improvement Planning Process**

As stated earlier in this section, the City of Bloomington is already implementing important capital investments in needed facilities. However, there can be improvements to the City’s Annual Capital Budget process that will allow capital investments to be bundled into a more integrated package; one that is explicitly tied to the Growth Policies Plan. A more comprehensive investment approach will allow decision-makers the ability to directly compare public facility investments over a wide range of categories.

On a smaller scale, the City must continue to allocate significant resources to upgrading the facilities of existing neighborhoods through investments in streets, sidewalks, utilities, and parks upgrades. These investments can be further targeted and made more efficient through the development of specific neighborhood facility plans. To this end, the Planning Department and Housing and Neighborhood Development Department can share staff resources to expedite the development of such plans. In order for these plans to be effective, such plans must include the involvement of neighborhood associations and a wide range of City Departments.

### *Implementation Measures*

- LPC-4** Develop a more integrated Annual Capital Budget process that addresses community-wide facility needs on a long-term basis.
- LPC-5** Develop neighborhood-specific Capital Improvement Plans to upgrade existing public facilities.

### **Policy 3: Link Public Facility Impacts to the Development Process**

Based on the results of the proposed public facility analysis, it will be possible to map areas where development should be encouraged versus areas where public facility needs should be addressed in conjunction with any new development. More specifically, public facility need areas can be mapped as zoning overlays that require special attention in the Plan Commission review process. If a given development proposal in one of these overlay zones features a large number of residential dwelling units or a large amount of nonresidential building square footage, a facility impact study could then be required much along the same lines as the City currently requires traffic studies for large projects.

In addition, the City should always strive for creative solutions in areas where infrastructure deficiencies occur. This includes such mechanisms as Tax Increment Finance (TIF) districts to fund public improvements, or the acquisition of land for public facilities concurrent with development. Examples of public goods associated with such land acquisitions include new utility collection facilities, parks and greenspace, and emergency facilities such as fire stations. Where public monies are being expended for infrastructure that supports private development investments, allocation of funds should be linked to proposals that provide public benefits. Examples of such benefits include the creation of affordable housing, provision of living wage jobs, and rehabilitation of brownfield properties.

### *Implementation Measures*

- LPC-6** Identify geographic locations where public infrastructure deficiencies exist, and create guidelines to evaluate projects in these areas.
- LPC-7** In areas with infrastructure deficiencies, employ public and private financing mechanisms in order to underwrite capital projects with a significant public benefit.
- LPC-8** Use the development process to acquire land at the appropriate locations for public use based on recommendations in the City’s Annual Capital Budget.



## PART 1: Policy Essence

### Mitigate Traffic

Traffic congestion is an increasingly apparent characteristic of urban growth, nationally as well as in Bloomington. Part of this congestion can be attributed to national trends such as smaller household sizes and increases in the number of personal vehicles. New development in general is commonly identified as a major culprit of traffic congestion. More accurately, it is the geographic disbursement and the type of such development that can cause traffic problems. In addition, the City of Bloomington is evolving into a regional center for commercial services, employment, and recreation that draws traffic from multiple counties.

In order to mitigate these national, regional, and local factors which are all contributing to increased traffic, Bloomington must strive to reduce the number of vehicle trips traveled per resident. Reducing automobile trip-making not only reduces congestion but improves air quality, saves energy, and increases bicycle and pedestrian safety within the transportation system. Fundamentally, traffic mitigation describes a set of public policies focused on actively reducing the demand for automobile trip-making.

Traffic mitigation is a logical principle to accept but presents difficulties due to existing national trends in vehicle utilization, current patterns of spatial separation between land uses, and lack of alternative transportation facilities. However, Bloomington, because it is relatively compact and contains a high ratio of university students, has an opportunity to change the pattern of automobile trip-making over time by embracing alternative forms of transportation. Walking is a widely underestimated mode of alternative transportation. Walking trips generally out-number biking and transit trips by about ten to one. In an effort to mitigate traffic, support for walking should be paramount. Additionally, trip-making patterns can also be altered through increasing mixed land use development, pursuing a compact development strategy, and achieving more interconnected street systems.

### Mitigate Traffic Goal

Enhance the community transportation system in a manner that reduces automobile dependency and increases access to multiple transportation modes such as walking, bicycling and transit.

#### **Policy 1: Enhance and Expand Public Transit Services**

Through the development of a universal access system between Bloomington Transit and Indiana University, transit ridership rates increased significantly during the Year 2000. In fact, ridership has increased from 437,000 in 1982 to 1.37 million in 2000. This achievement prompted Metro Magazine, a national transit publication, to list Bloomington Transit as one of the 10 Most Improved Transit Systems in North America. Further gains in transit usage can be realized by more directly linking development form and location to city transit routes. For example, communities which have incorporated such features as building-forward orientation, attractive and convenient bus shelters, and safe bus pull-offs into new development and redevelopment projects have experienced a noticeable impact on ridership levels.

Ridership rates can also increase by ensuring high development density in direct proximity to transit routes. This synergy between population density and transit service can be readily seen in larger urban communities. These transit characteristics dovetail nicely with the Plan's principle of Compact Urban Form. Where development has already occurred outside the City limits, the City should not overlook the possibility of transit service agreements with large trip generators. An example of a possible future service area would be the new Ivy Tech facility located in the Park 48 Industrial Park on State Road 48. Additionally, the City and Indiana University should partner to continue the success of the existing Park and Ride system within the corporate boundaries.

#### *Implementation Measures*

- MT-1** Develop transit-oriented site planning standards as a required component of development and redevelopment projects.
- MT-2** Require the siting of future high density multifamily and commercial projects within walking distance to transit routes.



## PART 1: Policy Essence

- MT-3** Expand the Park and Ride system by creating additional lots in under-served sectors of the City, particularly in proximity to arterial street corridors.
- MT-4** Pursue an integrated mass transit system between Bloomington Transit and Indiana University, either through the continuation of a universal bus pass system or a merger between the two service agencies.
- MT-5** Coordinate with Bloomington Transit to study the feasibility of allowing universal transit access for all citizens of Bloomington.

### **Policy 2: Enhance Bicycle and Pedestrian Transportation Facilities**

While most residents may not be able to walk or cycle to work, trips for entertainment and socializing are more discretionary. Nationally, less than one-fourth of all trips are to work, while a larger percentage of trips are for social and recreational purposes. If walking and cycling become more enjoyable, their potential trip percentage increase is large, especially since many destinations in Bloomington are within relatively easy walking distance.

A very high percentage of residents own, or have access to, motorized vehicles. For these residents, walking, biking, or taking transit is largely a matter of choice. This choice is determined not only by cost and convenience, but also by comfort. When sidewalks are immediately adjacent to moving vehicles, and lack shade and visual interest, residents will tend to use their cars, even if it means sitting in traffic jams.

If walking is to compete with driving, the sidewalk environment must be very inviting. Separating sidewalks from moving traffic is essential. Wide tree plots, or in some cases, on-street parking, not only makes walking safer, but also buffers pedestrians from spray, dust, and noise. Good site design is also crucial to entice walkers. Regularly spaced, large species, street trees provide shade and beauty. Buildings placed close to the sidewalk offer visual interest and social interaction.

Bloomington is making progress in developing more options to foster non-automobile travel. For instance, in the Year 2000, the City created a Multi-Use Pathway fund of \$500,000 to be annually allocated for the development of sidewalks, sidepaths, bike lanes, and additions to the City's multi-use path system. While the intention of this fund is to be renewed annually, the City Parks Department has also pursued transportation enhancement grants to supplement this investment and

facilitate trail development. For example, approximately one million dollars of non-local money has been spent on development of the Clear Creek Trail system. Additionally, the City has adopted a 10-year Alternative Transportation and Greenways System Plan. This plan will act as a guide to facilitate annual investments in alternative transportation. Investments in the Greenways Plan, potentially beyond the money currently allocated, will be necessary to affect the trip-making patterns of Bloomington's citizens.

### *Implementation Measures*

- MT-6** Implement alternative transportation projects annually as outlined in the City's Alternative Transportation and Greenways System Plan. Seek to increase current local funding to ensure more rapid plan execution.
- MT-7** Identify and solicit transportation enhancement grants to assist in the funding of selected alternative transportation projects such as the construction of a multi-use trail along Jackson Creek and a multi-use trail along the CSX rail corridor.
- MT-8** Require the construction of pedestrian and bicycle facilities that provide safety and convenience in all new and redevelopment projects. Examples of features to be considered are sidewalks, pedestrian crosswalks, sidepaths, bicycle lanes, and bicycle racks.
- MT-9** Create true pedestrian corridors by increasing the number of large species, street trees in tree plots, and other pedestrian amenities within the right-of-way.
- MT-10** Ensure that designs for new construction and/or the retrofitting of existing intersections provide a safe environment for pedestrians to reduce crossing distances and include pedestrian signalization.



## PART 1: Policy Essence

### Policy 3: Implement Traffic Management Strategies

While the development of alternative transportation options is a key factor in mitigating traffic, systematic operational and regulatory changes must also be made by the City in order to optimize the efficiency of the existing roadway network. Substantial road widenings should only be considered as a last option after a thorough analysis of all alternatives. An on-going monitoring system to track traffic growth throughout the community must be established. The purpose of this monitoring is two-fold. First, it will allow for the prioritization of street improvements as identified in the *Bloomington/Monroe County Year 2025 Transportation Plan*. Second, it will allow congested roadways to be identified as areas that require special analysis during the development review process.

Regulatory approaches are also effective in managing the impacts of traffic growth. As development continues within the urbanized area, the demand for driveway cuts on arterial roadways will increase. In order to increase the efficiency and safety of major arterials, greater controls on the location and spacing of driveway cuts are necessary. The reduction of access points onto these street networks also greatly enhances the safety of bicyclists and pedestrians.

Decades of suburban-style development have created a transportation system that concentrates traffic on a limited number of major arterial roadways. As the community grows, more and more pressure is placed on these limited roadways to handle the traffic burden. One of the major factors underlying this trend is the lack of roadway connectivity from neighborhood to neighborhood, as well as from neighborhoods to commercial areas. Residential development trends have created enclaves of homes isolated from one another, all relying on the same arterial roadway to connect to each other and the wider community. Increased connectivity would provide for multiple routes of travel, relieving pressure on major arterials by providing options to the traveler.

#### *Implementation Measures*

**MT-11** Continuously monitor traffic growth along major arterial corridors through the development of an on-going traffic counting program. Additionally, investigate the feasibility of creating an alternative transportation counting program.

**MT-12** Develop rigorous access management standards for collector and arterial level streets.

**MT-13** Ensure the provision and linkage of street stubs to improve connectivity within all sectors of the community.

**MT-14** For street stubs ending in vacant property, install signs indicating that these streets will be connected at the time of future development approval.



## PART 1: Policy Essence

### Conserve Community Character

Bloomington residents have a strong attachment to their community that emanates from a bundle of qualities that make Bloomington special and worthy of collective pride. Maintaining that community pride requires conservation, maintenance, and replication of those attributes that evoke positive feelings among residents. The challenge is to ensure that as growth occurs, community character is not lost. Future development and redevelopment should serve to strengthen the attachment that Bloomington residents feel toward their community.

Bloomington is often described as possessing “small town character.” The community boasts a wealth of amenities usually associated with much larger cities yet within the context of a more traditional “small town” environment. Landmarks such as community parks, a traditional and vital downtown, high quality public safety services, and active and diverse neighborhoods are just a few of the elements which are crucial to Bloomington’s character. In addition, community character has to do with the look and feel of Bloomington, especially the design of development in the downtown. Bloomington’s downtown has a history of traditional, “Mainstreet” design, and this legacy must be protected and reinforced in the future.

#### Conserve Community Character Goal

Conserve Bloomington’s unique community character through neighborhood protection, downtown investment and revitalization, and context-sensitive infill development.

#### Policy 1: Protect and Enhance Neighborhoods

Central to the community character of Bloomington are its neighborhoods. These neighborhoods must be protected and invigorated. They contain a diversity of housing stock reflective of different periods of development, and which demonstrate a relatively compact pedestrian scale context. New development that alters the architectural character of these neighborhoods should be avoided. Additionally, the City shall promote structural maintenance and reinvestment of both owner and rental units and promote affordable housing. This includes the renovation of blighted, incompatible or functionally obsolete structures, in a manner that is sensitive to the existing residential context.

More specifically, Bloomington’s core neighborhoods, located in close proximity to the downtown, represent the historic identity of the city. These neighborhoods are an irreplaceable resource in terms of location and relative affordability. Additionally, it is essential to maintain the historic context and architectural character of the older core neighborhoods. In order to allow these neighborhoods to flourish and continue to grow in tradition, the maintenance of existing structures should be coupled with context sensitive development. Neighborhood character can evolve in a gradual and compatible way to allow additional density through subdividing lots, and the creation of granny flats and duplexes.

The City should strive to work with neighborhoods to improve service provision and to facilitate effective communication between the neighborhood and City agencies. This can be accomplished through the development of neighborhood plans, which can serve as guides for implementing public improvement projects and steering private investment in a specific neighborhood. An important component of this process is locating and empowering people in the community who have leadership talents and strong ties to their neighbors. The resulting plans will create mutual trust and bring together an association between citizens, business and government.



## PART 1: Policy Essence

In 1985, the City, in response to community concerns, changed the zoning ordinance to restrict the occupancy of single family homes to three (3) unrelated adults. The zoning ordinance was further amended in 1995 to place more properties within the single family occupancy restriction. This was carried out in order to prevent core neighborhoods from going to a majority of rental units. The effect of this regulation has been that the proportion of owner occupied units has increased in some core neighborhoods.

### *Implementation Measures*

- CCC-1** In coordination with the Housing and Neighborhood Development Department, adopt neighborhood plans that will be designed to address housing, land uses, the provision of public infrastructure and services, affordable housing and infill development strategies.
- CCC-2** Maintain the current maximum occupancy standard of three (3) unrelated adults within single family residential zoning districts.
- CCC-3** Revise the Zoning Ordinance to include standards for infill development in residential areas that are consistent and compatible with preexisting development.
- CCC-4** Develop a program that provides incentives (i.e. tax abatements or purchase/rehab assistance) for rehabilitating older housing stock in established neighborhoods for affordable housing.

### **Policy 2: Improve Downtown Vitality**

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. With that in mind, maintaining a vibrant and visually cohesive downtown is crucial to the future of Bloomington. This downtown serves as a cultural, recreational, and economic focal point as well as an employment center for the entire community. Bloomington’s historic downtown character is a major economic development tool and must be nurtured and encouraged. The activities and services found in the Downtown are uniquely positioned to provide opportunities for a diverse array of users, from local residents to visitors from other communities. It is thus important that growth and development policies in Bloomington foster the continued vitality of the downtown by stimulating new downtown development

and redevelopment of underutilized parcels and buildings.

According to the Downtown Bloomington Commission, in the last 20 years, both the City and private property owners have demonstrated their commitment to the downtown by rehabilitating 112 existing buildings. This momentum can be maintained by continuing to rehabilitate and restore structures, build new structures on vacant or underutilized lots, and clean up environmentally contaminated sites downtown. In order for new development in the downtown to be successful, and to ensure compatibility of both function and form as growth progresses, the city will need to pursue more detailed design standards for the downtown area. These design standards (i.e. building setback, height, roof orientation, blank wall control) should be coupled with financial and zoning incentives, as well as design assistance to allow for innovative development.

In order to ensure that new downtown development and redevelopment does not detract from the area’s historic and traditional character, properties and districts that contain important structures should be clearly identified. Once these structures are identified, mechanisms should be established to ensure that demolition of these structures is reviewed as a component of the Plan Commission or Board of Zoning Appeals hearing process.

### *Implementation Measures*

- 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-7** Provide incentives (i.e. tax abatements, design assistance) to facilitate the construction of downtown development projects.



## PART 1: Policy Essence

**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.

### **Policy 3: Maintain Bloomington's Historic Character**

Historic preservation creates better communities by ensuring protection of culturally and historically significant structures and districts in downtowns and urban neighborhoods. From Queen Anne to Carpenter-Builder style structures, Bloomington's built environment features an array of architectural styles and eras. In some areas, preservation efforts such as local, State, and Federal districting have been utilized to help maintain the character that was evident years ago.

Preservation refers to the maintenance of a property without significant alteration to its current condition. This approach should be taken when it is appropriate to maintain a building or structure as it was originally constructed. A structure changes over its lifetime and each change represents a part of its history and integrity. The preservation of a historic building accepts those changes but maintains its historic integrity and as many original features as possible. In order to build on the community character of Bloomington, it is important to promote preservationist techniques (i.e. restoration, rehabilitation), in historic areas.

Currently, there are many sites in Bloomington with national, state, and local historic designations. The last historic sites and structures inventory was completed in 1988. Through the Historic Preservation Commission, an updated inventory of historic sites and structures is being completed. After the completion of this inventory, historic sites and districts can be sought out for national, state or local designation.

#### *Implementation Measures*

**CCC-9** Encourage public/private partnerships in the rehabilitation of existing structures downtown and in other areas of the community.

**CCC-10** Update the City of Bloomington *Interim Report on Indiana Historic Sites and Structures Inventory*.

**CCC-11** Protect historic areas against erosion and loss via demolition and alteration by using both Historic Conservation Districting and Local Historic Districting.

**CCC-12** Bring interested parties together to formulate and make recommendations regarding demolition delay provisions to be included in the municipal code.



## PART 1: Policy Essence

### Sustain Economic and Cultural Vibrancy

Much like the national economy, the economy of Bloomington and Monroe County is undergoing a transitional period as it enters the 21<sup>st</sup> Century. In the last few years, there have been employment losses as a result of the closing of the Thomson RCA facility as well as job cuts at General Electric and Otis Elevator. At the same time, Bloomington has the distinction of having one of the lowest unemployment rates in the state. This is primarily due to the presence of Indiana University, the largest employer in the community. The local economic impact of Indiana University operations is substantial and a stabilizing influence on the local market. The manufacturing sector of the local economy accounts for approximately 19% of total wage and salary earnings, while the government sector which includes Indiana University employment accounts for nearly 30% of earnings.

Despite some challenges in the manufacturing sector, Bloomington's economy does have sectors that have excellent growth potential. For instance, Bloomington's health care industry is growing steadily as exemplified by Bloomington Hospital's expansion as well as development of the Southern Indiana Medical Park on Tapp Road and recent medical office development at Landmark Avenue. Additionally, the community is making substantial investments in the area of information technology. These investments include development of the Bloomington Digital Underground project, the recent construction of the telecommunications hotel located in the Walnut Center at 7<sup>th</sup> and Walnut Streets, and the recent creation of the School of Informatics at Indiana University. Indiana University's partnership with City and County officials in this endeavor is particularly noteworthy because this same partnership will be important in the continued development of the education sector of Bloomington's economy. In addition, the protection and enhancement of Bloomington's quality of life amenities as well as the leveraging of its cultural and artistic excellence give the community great opportunities to recruit both new businesses as well as capture dollars associated with the tourism industry.

### Sustain Economic and Cultural Vibrancy Goal

Enhance Bloomington's strong economic base by encouraging quality job creation and new capital investment by building upon the community's quality of life assets and cultural amenities.

#### Policy 1: Encourage Quality Employment Opportunities for Citizens

In order to encourage prosperity in the local economy, Bloomington must ensure that adequate appropriately zoned land is available for future employment opportunities. In some cases, this means ensuring that vacant land is not converted to uses that are incompatible with economic development goals. An example of such vacant land is the property located at the intersection of State Road 37 and Acuff Road. Rather than allow this property to be developed for residential or commercial use, this parcel should continue to be preserved for employment-based activities with some accessory services being allowed. In other cases, the City can partner with the private sector to facilitate redevelopment of existing industrial tracts. An example of this partnership is the current conversion of the former Thomson site to the Indiana Enterprise Center, a future high-tech office park. The City of Bloomington can assist in these economic development activities by taking proactive steps to assure that the necessary streets, utilities, and communication infrastructure are available to employment centers concurrent with development.

#### Implementation Measure

- SECV-1** Identify and maintain a 20-year supply of appropriately zoned land necessary to accommodate long-term employment needs and report annually on the consumption of such land.
- SECV-2** Assure that adequate infrastructure is installed in conjunction with employment center development.
- SECV-3** Support the continued installation of fiber optic conduit rings linking key future employment sites within the City of Bloomington.
- SECV-4** Revise the Zoning Ordinance to provide a greater flexibility of land uses as well as the ability to incorporate retail service uses within office/employment development projects.



## PART 1: Policy Essence

### Policy 2: Spur Redevelopment Activity

In the quest to meet economic development needs, it is important that projects with the potential to provide economic benefits be evaluated carefully to ensure compatibility with the Plan's guiding principles. While some projects may have negative impacts on quality of life considerations, these impacts should be mitigated to the extent possible without hindering efforts to create quality jobs and investment that support the overall economic strength of the Bloomington economy. It is only through a clear recognition of the interdependence of jobs, investment, and quality of life, that this goal will be met.

To this end, the redevelopment of under-utilized parcels should not be neglected in favor of open land outside the City. Redevelopment of such sites as the former Thomson property, the Semi-Con site, the Register Parking Garage, and the McDoel Switchyard represent opportunities to provide economic benefits to the community in a manner that is compatible with the Plan's guiding principles. Within Bloomington, there are significant numbers of properties within the downtown, along arterial roadways, and even in core neighborhoods that could be better utilized through redevelopment strategies. These strategies include tax abatements, expansion of Bloomington's Urban Enterprise Zone, brownfield designations, and revised local building codes that make redevelopment much more cost-effective.

#### *Implementation Measures*

- SECV-5** Designate Economic Development Target Areas (EDTAs) to facilitate tax abatements for redevelopment projects in the following locations: 1) the downtown, 2) arterial roadway corridors, and 3) specific Core Neighborhood areas.
- SECV-6** Develop a Brownfields Redevelopment Program that facilitates the re-use of underutilized or abandoned properties.
- SECV-7** Develop local building code revisions that encourage redevelopment activities.

### Policy 3: Link Economic Vibrancy with Quality of Life Amenities

Maintaining a diverse, thriving economy in Bloomington is increasingly contingent upon quality of life considerations. To this end, the community must conserve and enhance those elements that embody quality of life such as pleasing greenspaces, attractive and historic neighborhoods, a vibrant and visually appealing downtown in a traditional block pattern, and a thriving artistic and cultural environment. On this point, it is important to note that Bloomington's economic vibrancy is inherently associated with its cultural excellence. Events such as the Farmer's Market, Fourth Street Art Fair, Hoosierfest, The Taste of Bloomington, and the Lotus Festival not only represent staples of Bloomington's life-style but also represent economic benefits associated with cultural tourism. In addition, Bloomington's recreational and sports amenities as illustrated by Indiana University sporting events, the Twin Lakes Sports Park, and the new Bloomington Sportsplex represent additional opportunities for tourism-based economic development. As Bloomington strives to improve its economic advantages in these areas over other communities, it will be important to market Bloomington's cultural, artistic, historic and recreational assets as components of the overall livability of the community.

#### *Implementation Measures*

- SECV-8** Facilitate the location of a new, upscale hotel facility to capture available tourism income within Bloomington's downtown area.
- SECV-9** Increase the usage of artistic displays in both private and public development projects.
- SECV-10** Work with cultural agencies and economic development agencies to create a promotional program linking economic development with Bloomington's quality of life amenities.
- SECV-11** Enhance the marketing of Bloomington's downtown as a retail environment by affirming the theme of historic preservation.
- SECV-12** Encourage the post office, churches and other institutional uses to remain in the downtown.



## PART 1: Policy Essence

### Advance Communication and Coordination

The growth and development issues facing Bloomington today require innovative approaches to managing the planning process. These challenging issues require the enhancement of relationships on many levels. This includes relationships between governments, between government and developers, and finally between government and the community it serves. City government should provide a predictable development process for those who wish to build homes or businesses in the community. City government should also strive to reduce the volatility in the planning process, providing ample information to citizens and neighborhoods regarding the development that occurs around them. These three areas must be strengthened if Bloomington is to achieve its planning vision.

It is imperative that this planning vision also encompasses issues beyond the borders of Bloomington. As the growth and development issues facing Bloomington become ever more intertwined with those facing Monroe County, measures must be taken to improve the interface between City and County planning policies and programs. There are a number of directions that this action could take, but before anything can happen, both governments must recognize the urgency of the issue and begin to strategize. One possible solution is to merge the planning functions of the two governments, creating a unified set of planning policies to govern growth and development in all areas of the community. While the Growth Policies Plan does not specifically endorse this option above others, it is an effective means by which to achieve the mutual goals of City and County planning efforts.

#### Advance Communication and Coordination Goal

Improve the planning process to enhance regional growth management, stimulate public involvement, and generate creative site planning solutions.

#### Policy 1: Enhance Intergovernmental Cooperation

Many of the areas where the fastest growth is occurring are outside of the City's planning jurisdiction. In 1997, the City entered into an Interlocal Cooperation Agreement with Monroe County. This agreement allowed the City to retain control over certain portions of the former "Two-Mile Fringe", while the remainder reverted to County jurisdiction with the adoption of the County's comprehensive plan and zoning ordinance. In addition, a new system for permitting was developed whereby all building permits would be applied for and issued at the County Courthouse. This permitting process can, with some adjustment, become an even more efficient service for the citizens of Bloomington and Monroe County.

Recent development trends, such as the continued spread of large scale commercial development and growing pressure to extend urban services beyond City boundaries, have illustrated the need for the City to have more input on the growth occurring at its jurisdictional edge. The City must work with the County to establish coordinated plans to effectively manage such growth. As stated earlier, this could come in many forms. Examples include joint agreements regarding utility service jurisdictions, extension of the City's greenspace and alternative transportation efforts into the County, or the development of rural residential zoning designed to conserve greenspace. The key to creating a lasting solution is to spur both jurisdictions to begin taking positive steps to create planning policies and programs that benefit the entire community.

#### Implementation Measures

- ACC-1** As part of the Interlocal Agreement update, enhance the current permitting arrangement between the City and the County in order to make the process more efficient and customer-friendly.
- ACC-2** Enhance the current coordination between the City and County Planning Departments, including both staff and Plan Commission members, to pursue longer range planning objectives of mutual interest.
- ACC-3** Study the feasibility of creating a consolidated planning department for the City and County as a method of improving planning and development management.



## PART 1: Policy Essence

### Policy 2: Develop a More Inclusive Planning Process

All too often, Bloomington neighborhoods feel that they are left out of the planning process, and that their needs and concerns are not being adequately considered. These reactions occur not only in response to development proposals, but to long range plans and studies as well. The City must make a stronger effort to be inclusive by reaching out to the community on a regular basis. In the review of development proposals, more and better information must be provided to surrounding neighborhoods, and notifications to neighborhood associations must be made. These neighborhoods will ultimately have to live with the product of the development review process, and should have an active role in achieving high quality results.

Equally important are the long-range plans and programs, like the Growth Policies Plan, that must be implemented before development can even occur. It is crucial that the entire community is involved during the development of these plans in order that they reflect the needs and desires of a diverse public. The results of these processes will determine the location, type, and scale of development for decades to come. The City must strive to provide ample opportunities for public input to ensure every voice is being heard before such crucial decisions are made.

#### *Implementation Measures*

- ACC-4** Inform adjacent neighborhood associations and Common Council district representatives in advance of land development petitions.
- ACC-5** Require at least one neighborhood briefing, conducted jointly by City staff and the developer, in advance of petition filings that either encompass large acreage or encompass major policy issues.
- ACC-6** Conduct a forum for citizen input regarding growth and development issues within the City of Bloomington at least once every year.
- ACC-7** Establish regular meetings between Planning Department staff and representative organizations of established neighborhood associations, such as the Council of Neighborhood Associations (CONA), to update these groups on long range planning initiatives and development petitions.

### Policy 3: Increase Development Review Effectiveness

The current development review process has frequently been perceived as cumbersome, and sometimes subject to distortion or alteration to protect special interests. Citizens as well as the developers that must go through the process hold these perceptions. The planning process serves the entire community and must be fair to all-neighborhoods, citizens, and developers. The process also must be predictable, efficient, and effective for creative development to occur in Bloomington. This means that processes internal to the City Planning Department must be optimized to ensure that permits and projects are reviewed as quickly and thoroughly as possible, and that Planning staff works closely with developers throughout the review process. In addition, stronger mechanisms for enforcing development approvals and codes must be implemented to make sure compliance is maintained throughout the construction process. Rigorous enforcement of zoning regulations is a key factor in building community trust in the development review process.

#### *Implementation Measures*

- ACC-8** Encourage direct developer participation in pre-petition filing meetings, and require attendance by the developer or consultant at Development Review Committee meetings, as a means to augment the search for creative solutions to site planning issues.
- ACC-9** Utilize development review checklists and procedures designed to enhance the screening and review of projects prior to filing for public hearing review.
- ACC-10** Continue to increase the Planning Department's capacity to adequately respond to citizen complaints concerning the enforcement of zoning and subdivision regulations.



## PART 1: Policy Essence

### **Policy 4: Strengthen Indiana University-City Planning Interaction**

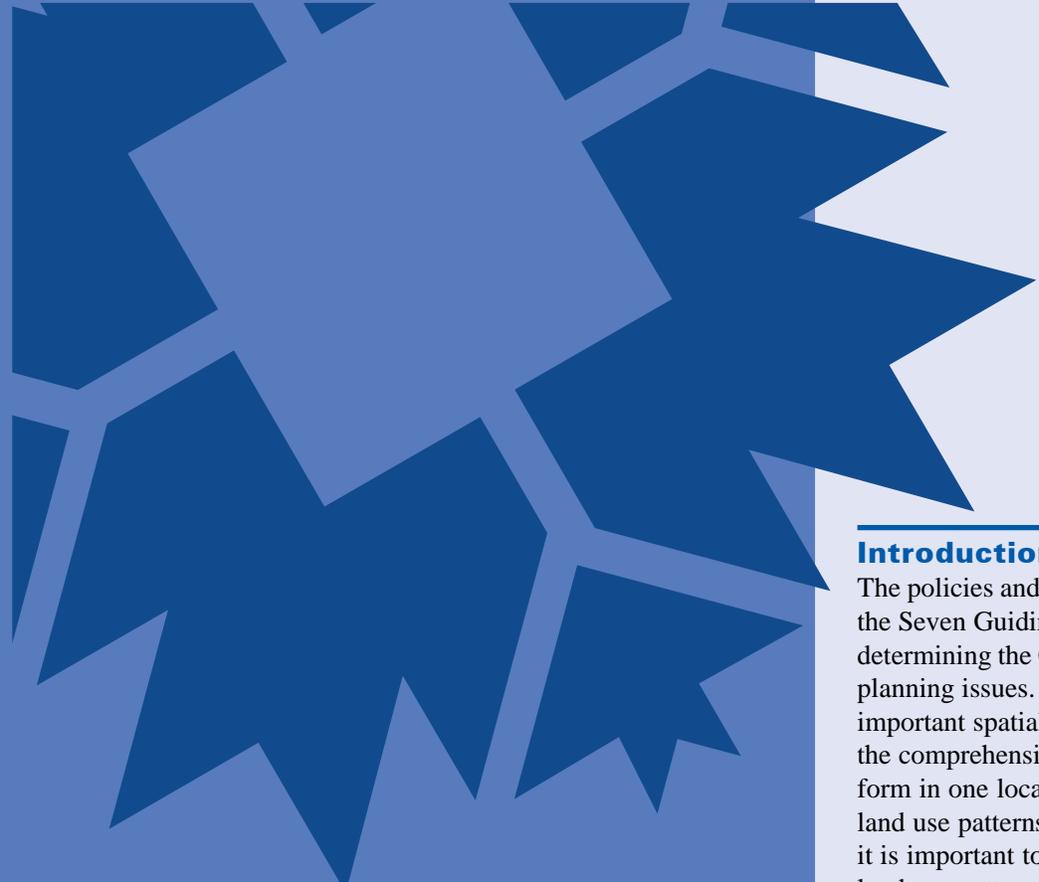
Past development of the community has been strongly tied to the growth of Indiana University, which will continue to be a major force directing development and change in Bloomington. While decisions made by the University advance its institutional mission, development and policy decisions made by Indiana University always have implications for Bloomington as a community. Likewise, the projects and programs that Bloomington pursues affect Indiana University. For example, planning and zoning decisions influence the location of student housing opportunities, while policies allowing students to have vehicles on campus affect parking and traffic patterns throughout the community.

This relationship must be recognized and carefully managed to the mutual benefit of both entities. Indiana University is currently in the process of updating its own campus master plan. This presents both the City and University with an opportunity to begin closer coordination on the land use, transportation, housing, and parking issues that affect both entities. Through openness and cooperation, Bloomington and Indiana University can create a better community together.

#### *Implementation Measures*

**ACC-11** Pursue an on-going exchange of land development and infrastructure information with Indiana University through regular meetings between Planning/Engineering staffs and the Indiana University Real Estate/Architecture offices.

**ACC-12** In coordination with University officials, develop strategies which address planning issues of clear mutual interest (for example: transit connectivity on North Dunn Street and North Woodlawn Avenue, new Park and Ride locations in the southeast sector of the community, and structured parking solutions in the downtown 3<sup>rd</sup> Street/Atwater area).



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**Introduction**

The policies and implementation measures contained in the Seven Guiding Principles are the foundation for determining the City's overall policy direction on planning issues. However, land use planning has a very important spatial component that must be represented in the comprehensive plan. The land use and development form in one location has a strong influence on future land use patterns in other geographic areas. As a result, it is important to identify, describe, and map the different land use patterns that are located throughout the community.



## PART 2: The Geography of the Policies

The Growth Policies Plan identifies 11 discernible land use types within the community. These types are listed as follows:

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2. Core Residential .....	pg 30
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4. Conservation Residential .....	pg 32
5. Neighborhood Activity Center (NAC) .....	pg 33
6. Community Activity Center (CAC) .....	pg 35
7. Regional Activity Center (RAC) .....	pg 36
8. Employment Center .....	pg 37
9. Public/Semi-Public/Institutional .....	pg 38
10. Parks/Open Space .....	pg 39
11. Quarry .....	pg 40

Each of these land use types is identified geographically on the overall land use map on the following page. In addition, each of these land use types is described in terms of its general intent, overall land use policy, urban service or infrastructure issues, and site design recommendations. These sections are relatively broad, but should provide the necessary policy guidance to evaluate development projects.





## PART 2: The Geography of the Policies

### Downtown

#### Intent

Fostering a vibrant downtown area is crucial to the principle of compact urban form. The Downtown area is a mixed use, high intensity activity center serving regional, community-wide, and neighborhood markets. Bloomington must strive to improve downtown as a compact, walkable, and architecturally distinctive area in the traditional block pattern that serves as the heart of Bloomington while providing land use choices to accommodate visitors, business, shoppers and residents.

#### Land Use

A mix of office, commercial, civic, high-density residential and cultural land uses are recommended for the downtown. New residential, retail, and office growth must be redirected to the downtown if Bloomington is to slow the sprawl at the city's edge. Several land-use policies are necessary to achieve the active and engaging downtown that is so important to this community.

- *The Downtown area should be targeted for increased residential density (100 units per acre) and for intensified usage of vacant and under-utilized buildings.*
- *New surface parking areas and drive-through uses should be limited, if not forbidden, within the Downtown area.*
- *Office space along the Courthouse Square block faces should be limited at the street level and concentrated in upper stories of buildings, with retail activities preferred along the ground level of the Courthouse Square and Kirkwood Avenue between Indiana Avenue and Rogers Street.*
- *The mix of retail goods and services must be expanded and diversified at both the neighborhood and community scales of activity, including such uses as groceries, drug stores, and specialty item stores.*
- *Multi-story parking garages should be constructed as an alternative to surface parking lots, allowing for more land to be developed as mixed-use buildings.*

#### Urban Services

Downtown Bloomington, as the developed core of the City, has been provided with the full range of typical urban services. It has access to all sewer and water utilities, a developed roadway network, public open spaces, and transit services. However, if downtown is to continue to flourish, many of these services must be enhanced or expanded. As downtown develops and redevelops, the City must take advantage of opportunities to improve the entire portfolio of public urban services to meet growing demand. The following policies should guide such efforts.

- *Downtown streetscapes should be enhanced by identifying gateway corridors and developing streetscape improvement projects (i.e. the recently completed East Kirkwood Streetscape project).*
- *Utilities improvement projects, especially those dealing with stormwater drainage facilities, must be coordinated with streetscape improvement projects to minimize impacts on downtown businesses and residents.*
- *Transit facilities (i.e. benches, shelters, and pull-offs) must be integrated into the downtown streetscape to facilitate efficient public transit service.*
- *Appropriate areas must be identified within downtown for the expansion and development of open space, including linear greenways as well as spaces similar to People's Park.*
- *In new development or redevelopment projects, utilities should be placed underground and located so as to minimize potential conflicts with trees and other landscaping features.*



## PART 2: The Geography of the Policies

### Site Design

Consistent site planning is crucial to maintaining the urban look and feel of the existing downtown as it is complemented by compatible future development. However, site planning standards must ensure the integration of retail, office, institutional, and residential uses that are compatible in scale and design to existing structures. Parking must be dealt with in a manner to not discourage or harm the pedestrian nature of the downtown while at the same time providing sufficient parking to support the diverse land use mix of the downtown.

- *Downtown must continue to be developed at a human scale, with pedestrian amenities such as street trees, sidewalks, and lighting. Existing amenities should be targeted for improvement where necessary.*
- *Design standards must be developed that incorporate a broad spectrum of economic, architectural, engineering, aesthetic, and historic preservation considerations. For example, these design standards would address such elements as building setback, height, roof orientation and blank wall control.*
- *New construction in the downtown should conform to historic patterns of building mass, scale, and placement within a given site.*
- *Buildings must be constructed to match established setbacks from public streets, typically along the edge of the public right-of-way.*
- *In order for higher residential densities to be developed downtown, increased building heights should be encouraged beyond the Courthouse Square.*
- *Blank wall controls must be enacted to prevent large stretches of walls without architectural features (such as windows, doors, or other elements) along street frontages.*
- *Curb cuts along downtown streets are strongly discouraged. Rather, site access should be primarily from sidewalks for pedestrians or alleys for vehicles.*
- *Downtown greenspace should be improved by encouraging plazas and common streetscape themes, in coordination with new development and redevelopment.*
- *Develop revised parking requirements for the Downtown Commercial zoning district in order to provide appropriate levels of parking for high density residential development projects.*



## PART 2: The Geography of the Policies

### Core Residential

#### Intent

This category encompasses those neighborhoods surrounding Bloomington's downtown and Indiana University. These areas are neighborhoods of cottages and bungalows (some architecturally and historically distinctive) built at higher densities than more recent residential development. Core Residential areas are characterized by a grid-like street system, alley access to garages, small street setbacks, and a mixture of owner occupants and rental tenants. The unique character, urban form and land use pattern of the near-downtown residential areas must be protected and enhanced.

#### Land Use

The predominant land use for this category is single family residential; however, redevelopment has introduced several uncharacteristic uses such as surface automobile parking, apartments, offices, retail space and institutional activities. This district is designed primarily for higher density single family residential use. The existing single family housing stock and development pattern should be maintained with an emphasis on limiting the conversion of dwellings to multi-family or commercial uses, and on encouraging ongoing maintenance and rehabilitation of single family structures. Multi-family (medium and high-density) residential and neighborhood-serving commercial uses may be appropriate for this district when compatibly designed and properly located to respect and compliment single family dwellings. Neighborhood-serving commercial uses, and possibly even office uses, may be most appropriate at the edge of Core Residential areas that front arterial street locations. More specific land use policies include:

- *Allow multi-family redevelopment along designated major streets, in transition areas between the downtown and existing single family residential areas, and when appropriately integrated with adjacent uses per adopted form district requirements.*
- *Explore opportunities to introduce nodes of appropriately designed, neighborhood scaled commercial uses within the core neighborhoods.*
- *Discourage the conversion of single family homes to apartments.*

- *Utilize targeted tax abatements and grant programs in specific neighborhoods to provide incentives for increased owner occupancy and affordable housing construction.*

#### Urban Services

Core Residential Areas have full accessibility to necessary urban services. Therefore, the main objective for these areas is to maintain adequate levels of urban service and where possible to improve the capacity and aesthetics of all urban services. In some core neighborhood areas, existing utilities infrastructure is outdated and deficient, and must be upgraded, with assistance from the City, as a component of infill development.

- *Promote neighborhood enhancements of public improvements such as sidewalks, streetlights, street trees and landscaping, and playgrounds and play areas.*
- *Opportunities to repair and upgrade underground utilities must be pursued in order to preserve the capacity of aging utilities in the urban core.*
- *When major utilities projects are required, other urban amenities (sidewalks, landscaping, etc.) should be upgraded simultaneously to reduce the need for multiple construction processes.*
- *In new development or redevelopment projects, utilities should be placed underground and located so as to minimize potential conflicts with trees and other landscaping features.*
- *The City should reduce cost barriers for affordable housing providers by upgrading deficient utilities in core neighborhoods.*

#### Site Design

The majority of core neighborhoods have been built out, so major changes will occur with redevelopment and property turnover. Redevelopment and rehabilitation of existing structures should respect the unique character and development pattern of the Core Residential areas. Core Residential development should emphasize building and site compatibility with existing densities, intensities, building types, landscaping and other site planning features.

- *The Zoning Ordinance should include new site planning standards that reflect existing patterns of development in core neighborhoods (Form Districts).*
- *Residential parking should be encouraged to utilize garages accessed by alleys to the rear of properties, while front yard parking shall be prohibited.*



## PART 2: The Geography of the Policies

### Urban Residential

#### Intent

Urban Residential areas include those parts of the city developed after the Core Residential areas were built-out. Some minor development is still taking place in these areas. This category identifies existing residential areas, with densities generally ranging from 2 units per acre to 15 units per acre. Additionally, this category also includes some large underdeveloped parcels, known as new urban growth areas as well as individual vacant lots and smaller acreages, known as neighborhood conservation areas. Urban Residential areas have good access to roads, public water and sewer, and other public services.

When development occurs in new urban growth areas, the goal should be to encourage higher densities, ensure street connectivity, and protect existing residential fabric. For particularly large parcels such as the Ramsey Farm (corner of Sare Road and Moores Pike), zoning incentives to allow for a mixed-use development pattern should be established.

Neighborhood conservation areas encompass neighborhoods with established and stable residential environments. The vast majority of these areas are fully developed or expected to be developed in a relatively short timeframe. The fundamental goal for these areas is to encourage the maintenance of residential desirability and stability. Where new infill development is proposed, it should be consistent and compatible with preexisting developments.

#### Land Use

Single family residential development is the primary land use activity for this category with some additional uses such as places of religious assembly, schools, home occupations, and multifamily housing. For development in new urban growth areas, the GPP recommends:

- *Develop sites for predominantly residential uses; however, incorporate mixed residential densities, housing types, and nonresidential services where supported by adjacent land use patterns.*

#### Urban Services

Urban Residential Areas have full accessibility to all modern urban services. Thus, the main objectives for these areas are to maintain adequate levels of service and

when possible improve the capacity and aesthetics of all urban services. Examples of new infrastructure projects include the provision of new sidewalk links, the construction of new bike paths, and the replacement of utility infrastructure. In addition, participation in programs such as the City’s Council of Neighborhood Improvements Grant Program can allow neighborhoods to upgrade street lighting, signage, and landscaping.

- *In new development or redevelopment projects, utilities should be placed underground and located so as to minimize potential conflicts with trees and other landscaping features.*

#### Site Design

Urban Residential Areas contain a mixture of densities, housing types (single family vs. multifamily), and street networks (grid-based vs. curvilinear). The site design goals for development in urban growth areas and neighborhood conservation areas are different.

Site design goals for future development in new urban growth areas include:

- *Optimize street, bicycle, and pedestrian connectivity to adjacent neighborhoods as well as to commercial activity centers.*
- *Ensure that each new neighborhood has a defined center or focal point. This center could include such elements as a small pocket park, formal square with landscaping, or a neighborhood serving land use.*
- *Ensure that new common open space is truly usable and accessible. Provide linkages between such open space and other public spaces.*
- *Provide for marginally higher development densities while ensuring the preservation of sensitive environmental features and taking into consideration infrastructure capacity as well as the relationship between the new development and adjacent existing neighborhoods.*

Site design goals for neighborhood conservation areas acknowledge that the majority of these neighborhoods have been built out and that changes will probably occur with redevelopment or rehabilitation. Redevelopment or rehabilitation of existing structures or development of single lots or small parcels should respect the unique character and development pattern of the neighborhood. The development should emphasize building and site compatibility with existing densities, intensities, building types, landscaping and other site planning features.



### Conservation Residential

#### Intent

This category identifies areas possessing special natural environmental characteristics that require careful attention with regard to development proposals. It includes areas within the Lake Monroe and Lake Griffy watersheds as well as areas containing steep slopes and woodlands. This category also identifies areas that may be poorly served by public water, sewer, and roads. Any development in Conservation Residential areas should be low in density and clustered in a manner that protects environmentally sensitive lands and preserves infrastructure capacity.

#### Land Use

Due to the environmental characteristics of these areas, large lot single family development should be permitted and urban densities discouraged. The minimum lot size should be at least 2.5 acres.

#### Urban Services

Conservation Residential areas are typically located on rural roads, with County services and access to City water. Sewer service in these areas is spotty. With respect to new development, all sewer service requests should be closely scrutinized. Other public facilities, such as sidewalks and drainage structures, should be required to ensure that there are no incentives to develop substandard subdivisions.

#### Site Design

As development in Conservation Residential Areas will be single-family residential in nature, dwellings and structures will comply with the development standards as set out in the Zoning and Subdivision Ordinances. Further, dwellings and structures shall be sited so not to hinder any environmentally sensitive areas or conditions. Access to property located within these areas should be from existing streets and roads. The development and construction of new public roadways within these areas should be discouraged. Development standards should encourage clustering of homes in order to limit the consumption of open space as much as possible. Subdivision regulations should require that designated common open spaces not include open areas of private lots.



## PART 2: The Geography of the Policies

### Neighborhood Activity Center (NAC)

#### Intent

The Neighborhood Activity Center (NAC) is a mixed commercial node that serves as the central focus of each neighborhood. The NAC must be designed so that it serves the neighborhood adequately without attracting an influx of usage from surrounding areas. It must also be located so that it is easily accessible by pedestrians, minimizing automotive traffic throughout the neighborhood. The Neighborhood Activity Center will provide small-scale retail and business services within the context of neighborhoods while maintaining compatibility within the existing fabric of development. It should be noted that while several NACs have been identified on the land use map, more could be designated in the future as further study is done and appropriate locations have been identified.

#### Land Use

A NAC should contain a mix of neighborhood scale retail and office space, as well as services such as day care and higher density housing. Housing elements are ideally integrated with nonresidential elements such that housing units are situated above commercial and office space. In some cases, a NAC can be located within the center of a Core Residential or Urban Residential area, most probably through the redevelopment of an existing non-residential use (i.e. the K & S Country Market on East 2nd Street). In other cases, a NAC will need to be located closer to the neighborhood edge in order to ensure greater compatibility and financial viability.

- *The main focus of the NAC should be commercial uses at a scale that serves the immediate neighborhood, including such services as small food stores, video rental, or small cafes.*
- *Office uses and public/semi-public uses are acceptable when built to generate minimal traffic attraction to the neighborhood.*
- *Residential uses should be limited to multifamily development, ideally on floors above street level commercial uses.*
- *Commercial uses should be restricted to ensure their neighborhood focus.*

#### Urban Services

A Neighborhood Activity Center will be placed in a developed neighborhood, where most urban services have been previously provided. This includes access to sewer, water, electricity, and gas lines that should already be serving the existing neighborhood. This type of development is intended as an alternative to new

commercial growth in areas where such utilities do not already exist.

- *Public Transit as an urban service must be a key element in the location of the NAC, providing access to people outside the neighborhood without the need for personal vehicles. All newly developed NAC's must be located within walking distance (5-10 minutes) of a major public transit stop.*
- *The roadways that a NAC is developed around should be Collectors (Secondary or Primary) as designated on the City's Master Thoroughfare Plan.*
- *The development of an NAC should include coordination on the completion of an adequate sidewalk network throughout the immediate neighborhood it serves, if no such network exists at the time of development.*
- *In new development or redevelopment projects, utilities should be placed underground and located so as to minimize potential conflicts with trees and other landscaping features.*

#### Site Design

Compatibility with surrounding established neighborhoods is one of the most important factors in the development of a Neighborhood Activity Center. Although it represents the smallest scale of commercial land use, the NAC is a high-density node of activity that will affect a neighborhood. The introduction of a commercial node into a primarily residential area requires great sensitivity to the design and scale of the existing structures, as well as responsiveness to the needs of the surrounding residents. NAC's must relate to surrounding residential neighborhoods and not adversely affect the livability of these neighborhoods through traffic, lighting, noise, litter or other impacts. The careful combination of pedestrian facilities and structural features will help to define the streetscape of the NAC.

- *The height of new commercial structures in a NAC shall be limited to three stories in order to minimize the impact of such uses on surrounding residents.*
- *Sidewalks, street trees, pedestrian-scale lighting and other decorative features must be standard elements of the NAC streetscape.*
- *Bus stops, bus pull-offs, or shelters shall be incorporated to maximize transit trips to the NAC.*
- *In order to define the center, buildings should be pushed to the front edge of the site, framing the four corners of the commercial node at the street intersection*



## PART 2: The Geography of the Policies

- *Any parking that is provided for a NAC should be primarily serving any residential units that are a part of the development rather than used as an attractor for commercial users.*
- *Parking should be located in the side or rear of buildings, and can be made accessible from an improved alley system in order to minimize street cuts in front of buildings.*
- *All parking areas should also be heavily landscaped in order to soften their impact on the neighborhood.*



## PART 2: The Geography of the Policies

### Community Activity Center (CAC)

#### Intent

The Community Activity Center is designed to provide community-serving commercial opportunities in the context of a high density, mixed use development. The CAC must be designed to serve not only the pedestrian traffic from nearby neighborhoods, but also a community-wide group of users that may drive a personal vehicle to the CAC. Parking will become more important in this area than the NAC, but should still be kept to reasonable levels and skillfully designed to avoid large open areas of asphalt.

#### Land Use

The Community Activity Center is a mixed commercial node, larger in scale and higher in intensity than the Neighborhood Activity Center. The CAC will incorporate a balance of land uses to take advantage of the proximity to goods and services. Rather than serving a single neighborhood, commercial uses in and surrounding the CAC will be developed so as to be accessible to multiple neighborhoods by non-motorized means, without becoming a major destination for the entire City and/or region. As the central commercial node of the surrounding area, public gathering space is an ideal addition to the mix of uses. Residents will need outdoor space to access, and public open space can provide a valuable amenity to customers of the commercial units. In accordance with their greater scale, commercial uses in a Community Activity Center will have more intense site development. Average square footages of commercial spaces should be greater than those of the Neighborhood Activity Center.

- *The primary land use in the CAC should be medium scaled commercial retail and service uses*
- *Residential units may also be developed as a component of the CAC, and would be most appropriate when uses are arranged as a central node rather than along a corridor.*
- *Provision of public spaces should be used as an incentive to allow additional residential units or commercial space to be developed as part of the planning approval process.*

#### Urban Services

Like Neighborhood Activity Centers, Community Activity Centers should be located within or very near to existing developed neighborhoods. This is essential in reducing the need for extensions of sewer, water, and

road facilities. The City may consider upgrading utilities in areas designated for Community Activity Centers in order to provide an incentive to develop or redevelop these locations.

- *Public Transit access should be a major component of the urban services provided for any Community Activity Center.*
- *Community Activity Centers should be connected to a future city-wide greenway system in order to create adequate public recreation space as well as an alternative means to access the development.*
- *A Community Activity Center should be located at an intersection which is made up of designated Collector or Arterial streets, in order to provide automobile access without overwhelming the pedestrian aspects of the development.*
- *In new development or redevelopment projects, utilities should be placed underground and located so as to minimize potential conflicts with trees and other landscaping features.*

#### Site Design

Community Activity Centers will be integrated into existing development, and CAC design should be sensitive to the surrounding context. As with similar land use districts defined in this plan, an increased emphasis must be placed on urban design and the creation of a distinctive design style in each area. A formal streetscape will help to define a Community Activity Center as a distinct node of activity serving a group of neighborhoods. The CAC should take on the form of an urban center, with a pedestrian focus and several floors of usable space, both commercial and residential.

- *Buildings should be developed with minimal street setbacks to increase pedestrian and transit accessibility.*
- *Parking should be located and designed with an emphasis on minimizing pedestrian obstacles to accessing businesses.*
- *Street cuts should be limited as much as possible to reduce interruptions of the streetscape.*
- *Incentives should be created to encourage the inclusion of second-story residential units in the development of Community Activity Centers.*
- *In order to buffer pedestrians on busy corridors as well as reduce off-street parking needs, on-street parking and tree plots should be encouraged in new developments and maintained on built roadways.*



## PART 2: The Geography of the Policies

### Regional Activity Center (RAC)

#### Intent

The Regional Activity Center (RAC) is a large regional commercial area that provides the highest intensity of commercial development in the activity center scheme. The RAC serves both the Bloomington community, as well as other smaller communities in the immediate region. This district is the most automobile oriented of the activity centers, but should not exclude facilities for bicycle and pedestrian access. Housing may also be provided here, but integration of such housing into a very intense commercial node may be challenging. While the RAC must provide adequate amounts of parking spaces for users, such parking must be sensitively designed to minimize of automobile impacts. A Regional Activity Center will consist of aggregated uses that require several hundred thousand square feet of building square footage.

#### Land Use

Uses in the Regional Activity Center will be of the typical “destination commercial” nature. Large-scale department stores, movie theatres, hardware/home improvement stores, and similar uses are typically located in these centers. The RAC also includes accessory uses, such as restaurants, banks, or additional retail stores. Commercial uses in and surrounding the RAC will be developed so as to be accesible to multiple neighborhoods by non-motorized means. Less intense commercial uses should be developed adjacent to residential areas to buffer the impacts of such development. Multifamily residential and office uses could be used as transitional land uses as well. The land use goal for the RAC is as follows:

- *Like other activity centers, the RAC should be a mix of predominantly retail uses, although the scale of uses will obviously be much higher than a neighborhood or community level center.*

#### Urban Services

Since no new RAC’s are being proposed within the Planning jurisdiction, development in these areas will be oriented toward infill and redevelopment projects. As this activity occurs, the City should continue its policy toward upgrading transportation infrastructure. Examples of such projects include the future widening of College Mall Road, the construction of Clarizz Boulevard, and the creation of a Tax Increment Finance (TIF) district along West Third Street. Since the RAC

will be focused around an intense center, it also presents an important opportunity to integrate a transit center to provide greater access and reduce automobile traffic.

- *In new development or redevelopment projects, utilities should be placed underground and located so as to minimize potential conflicts with trees and other landscaping features.*

#### Site Design

The typical “big box” site design should not be an element of new construction within a Regional Activity Center. Infill and redevelopment projects within this area should work toward creating a more unified urban design theme. One purpose for the RAC should be to provide a semi-urban center away from the Downtown. Therefore, the downtown should be considered in creating design elements for new construction.

- *New “big box” design standards should be enacted to address such issues as parking and building orientation, pedestrian access, and blank wall control.*
- *Development in the RAC should be encouraged to grow vertically, with the possibility of two or three story buildings to accommodate denser office development with structured parking.*
- *Internal roadway networks must provide sidewalks so that once a user has parked, they can circulate throughout the development on foot.*
- *Public open spaces should be a standard element of redevelopment within a Regional Activity Center. This open space could come in the form of public plazas, as well as greenways that connect the RAC to nearby neighborhoods.*
- *The eventual goal of RAC redevelopment shall be to create high-density nodes and corridors, with gradually decreasing density away from the center to help to achieve compatibility at the development edges.*



## PART 2: The Geography of the Policies

### Employment Center

#### Intent

The Employment Center district should contain a mix of office and industrial uses providing large-scale employment opportunities for the Bloomington community and the surrounding region. Bloomington must continue to stress job creation as the community grows, and the provision of well-planned employment centers will allow Bloomington to keep pace with the new economy. These centers must be carefully designed to provide essential services such as sewer, water, and fiber optic connections to the internet, as well as aesthetic amenities like landscaping and bicycle/walking paths. These elements will work together to create high quality development sites where large-scale employers may locate their facilities and offices.

#### Land Use

Employment Center land uses should focus on corporate headquarters and industrial uses, which will provide a stable employment base for the greater Bloomington community. The concept is similar to the traditional business or industrial park, but with the inclusion of supporting commercial uses and a higher degree of planning for the entire development. The commercial uses integrated within an employment center must be at a scale that serves the employment center but does not generate significant additional business from the community at large. Land use goals for Employment Centers include:

- *Development phasing must emphasize the creation of the office and industrial base before the commercial areas are developed to serve them.*
- *Employment Centers should be located in close proximity or contain commercial and housing opportunities to minimize the traffic generated by their employee base.*
- *Locations with easy access to State Road 37 should be emphasized in efforts to recruit Employment Center site users. Development of employment center sites shall be consistent with the policies outlined in the State Road 37 Corridor Plan, which is referenced in this document.*

#### Urban Services

The provision of urban services is essential to the development of Employment Center sites. Large conglomerations of corporate headquarters and industrial buildings will need a high level of service from utilities and roadways. Likewise, businesses must have access to new technologies such as fiber optic connections in

order to be successful in developing markets. The City must take a proactive role in extending such services to high profile, high priority Employment Center sites as an incentive for recruitment.

- *The City must continue its policy of including fiber optic conduit with roadway projects, as well as build upon the initial fiber optic ring that has been installed in the community.*
- *Utilities must be judiciously extended to important employment sites to remove a portion of the cost barrier to the development of new Employment Centers.*
- *Employment Center developments must not have an undue impact on existing local roadway networks, and should also have carefully planned internal roadway systems to create efficient flows of traffic.*
- *Coordination with Public Transit as well as providing support for bicyclists and pedestrians will create a wider employee base as well as reduce the traffic impacts of an Employment Center.*
- *In new development or redevelopment projects, utilities should be placed underground and located so as to minimize potential conflicts with trees and other landscaping features.*

#### Site Design

Compatibility for employment centers refers as much to a consistent design theme throughout the center as to its compatibility with surrounding land uses. With the exception of high-intensity, mixed-use sites in and around the downtown area, employment centers will require large tracts of land in order to be usefully developed. Many of the areas designated have not had significant development in their vicinity at this time, so off-site impacts on surrounding uses will be measured over time. A significant focus of these developments must then be internal planning and design.

- *Recreational trails should be incorporated in order to provide open space as well as an alternative means of travel to work if connected to a city-wide system of trails.*
- *Common space serving the various areas of the development should also be provided to allow employees to eat meals or take a brief break.*
- *Landscaped, boulevard style entrances should be incorporated to provide distinctive entry features and provide site users with a means to identify the development.*
- *Where Employment Center sites have exposure to multiple street frontages, a 360 degree building profile should be utilized. Building architectural themes should be replicated throughout the Employment Center site.*



## PART 2: The Geography of the Policies

### Public/Semi-Public/Institutional

#### Intent

The intent of the Public/Semi-Public/Institutional area is to provide adequate land to support compatible government, non-profit and social service land use activities. These uses are distributed community-wide, and special attention should be paid to how these uses interact with adjacent properties, especially residential uses.

#### Land Use

The Public/Semi-Public/Institutional designation encompasses properties controlled by public and private institutions and developed for: 1) schools (including Indiana University), 2) non-profit facilities, 3) government facilities, and 4) hospitals, medical parks, and assisted care facilities. In order to better address land use impacts that result from institutional uses, the following strategies should be utilized:

- *City Planning Department staff should meet regularly with institutional organizations such as Indiana University, Monroe County Community School Corporation (MCCSC), Monroe County government, and Bloomington Hospital to coordinate future facilities needs in advance of land acquisition/construction.*
- *Non-profit land uses should be located in every sector of the community to provide a balanced distribution of services.*
- *Bloomington Hospital and its ancillary medical district are encouraged to expand without encroachment into established residential neighborhoods such as McDoel Gardens and Prospect Hill.*

#### Urban Services

No Public, Semi-Public, or Institutional use should be allowed to locate at a site which does not already have adequate public services to support the use. In particular, it is critical that new schools developed by MCCSC as well as new medical and assisted care facilities be easily accessible via all modes of transportation. Additionally, the City should emphasize the construction of greenways and sidewalks to ensure that existing and proposed MCCSC facilities are easily accessed by bicyclists and pedestrians.

- *In new development or redevelopment projects, utilities should be placed underground and located so as to minimize potential conflicts with trees and other landscaping features.*

#### Site Design

All uses in this category should respect and compliment the existing character of their surrounding land uses. In particular, the following site design guidelines should be incorporated into facility development.

- *Uses in this category should provide measures to mitigate undesirable operational impacts such as light and noise pollution, traffic congestion, and spillover parking.*
- *Assisted care facilities should contain sufficient room for parking expansion and recreational space to ensure the possibility of future conversions to multi-family use.*



## PART 2: The Geography of the Policies

### Parks/Open Space

#### Intent

Parks/Open Space areas should provide opportunities for both active and passive recreation activities, as well as be accessible to people throughout the community. This requires a system of parks of various sizes at convenient locations. There should be large community parks accessible on a community scale, as well as smaller neighborhood sized parks that are focused more on serving their immediate surroundings. The intent of this land use category is to maintain and expand the inventory of public/private open spaces and recreational opportunities for the citizens of Bloomington.

#### Land Use

The Parks/Open Space land use category encompasses both public and private open spaces and recreational areas. On the public side, it includes all parks and recreational facilities owned and operated by the City of Bloomington. In the private realm, it includes floodways, areas designated in developments as large conservancy easements, and private golf courses. The City of Bloomington Parks Department has a master development plan for its facilities which should be recognized as a guiding force for future Parks/Open Space development. Land use goals for future Parks/Open Space development include:

- *Create a large neighborhood or even community-scale park facility in the eastern portion of the Planning jurisdiction. A potential location for such a facility is the northeast corner of Smith Road and Moores Pike.*
- *Increase the size of the existing Southeast Park by requiring land dedication at the northwest corner of the Ramsey Farm (Property located at the southwest corner of Moores Pike and Sare Road).*
- *Link existing and future City Parks with greenway trail facilities through the implementation of the Alternative Transportation & Greenways System Plan.*
- *Expand the acreage of the Twin Lakes Park facility through additional land dedication or conservation easements on the Brown and Ooley properties (north and west of the Park).*
- *In coordination with the City Parks Department, analyze the proximity of park facilities to existing and future residential development. Use this analysis to establish possible Parks Department priorities for future facility development.*
- *Require new subdivisions and land developments to set aside easily accessible and usable common open space.*

- *Increase the amount of preserved land for parks and open space in the southwest portion of the City where there are large portions of greenspace. This may be done by requiring developments to dedicate land or use conservation easements for preservation.*

#### Urban Services

While most urban services are not necessary for the use of land as parks or open space, there are several issues that must still be considered. Urban services relating to accessibility of park spaces as well as on-site convenience facilities are important to the development of successful parks.

- *All Parks/Open Space areas should be made accessible for public use through the provision of sidewalk or greenway facilities.*
- *Parks planning should coordinate closely with existing and future transit routes so that people without access to cars can reach community-scale parks.*
- *Because restroom facilities are typically provided in larger parks, availability of City sewer and water services is important.*

#### Site Design

Traditionally, parks and open spaces have not had to struggle with issues of compatibility with surrounding uses. The vast majority of community residents are very accepting of such facilities, and would gladly live in close proximity to a park or other open space. The key in developing such sites is to maximize accessibility by creating them at the proper scale in convenient locations relative to neighborhoods.

- *Park facilities should be designed to provide a mixture of both passive and active recreation experiences.*
- *Common open space which is set aside as part of new development should be easily accessible to pedestrians and bicyclists, should feature both passive and active amenities, and should be centrally located within development areas.*
- *During the development review process, floodways and other environmentally constrained areas should be placed in conservancy easements in order to protect these environmentally sensitive features.*



## PART 2: The Geography of the Policies

### Quarry

#### Intent

The purpose of the Quarry category is to identify properties that are important for providing desirable architectural limestone. Several quarries still contain economically valuable limestone within the Bloomington planning jurisdiction. There are many quarries in the City that are now dormant, and represent opportunities for infill development. Any new urban growth adjacent to active quarries will develop with full knowledge that the quarries will be safeguarded and that the new developments will be impacted by quarrying activities (truck traffic, noise, dust, vibration).

#### Land Use

Economically viable limestone quarries should be maintained as natural resource areas to provide dimensional/architectural limestone as the construction market demands. It should be clearly understood that these quarries are an important segment of the local economy.

- *As existing quarries lose their economic feasibility, the City should evaluate a portion of each site for its potential for passive or active recreation, educational open space, or cultural needs.*
- *Potential sites that will allow the future re-use of quarries include the area between Bloomington North High School and the Stonelake Development (Reed Quarry); the area between Kinser Pike, Old State Road 37 and north of the SR 45/46 Bypass; and the area south of Tapp Road and east of Weimer Road (Hoadley Quarry).*

#### Urban Services

As properties transition from active quarries to re-use opportunities, adequate urban utilities and services shall be provided to support the use of the property. Since other development will likely occur around active quarries, urban services will be in close proximity as sites become available for redevelopment.

- *Quarry properties should not be redeveloped until urban services are provided.*

#### Site Design

Site design should focus on maintaining current operations while providing adequate buffering from adjacent development. As urban growth continues, more uses will interact with quarries. Many quarries will lend themselves to redevelopment as other uses. At the time of redevelopment, the quarry should be evaluated and given a new land use designation reflecting appropriate redevelopment opportunities which are compatible with surrounding uses. Site design for these quarries would then reflect the standards of the new land use designation.

- *Development proposed adjacent to functional quarries should make use of landscaping and buffering measures to mitigate quarry operation impacts until such quarries are redeveloped.*
- *At the time of redevelopment of quarry sites, an appropriate streetscape should be developed that compliments the proposed re-use, adjacent land uses and the local character.*



**FOREWORD**

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**Introduction**

This section sets out specific locations that require the additional development of land use recommendations and parameters for considering future development, in coordination with infrastructure decisions and environmental protection.



## PART 3: Critical Subareas

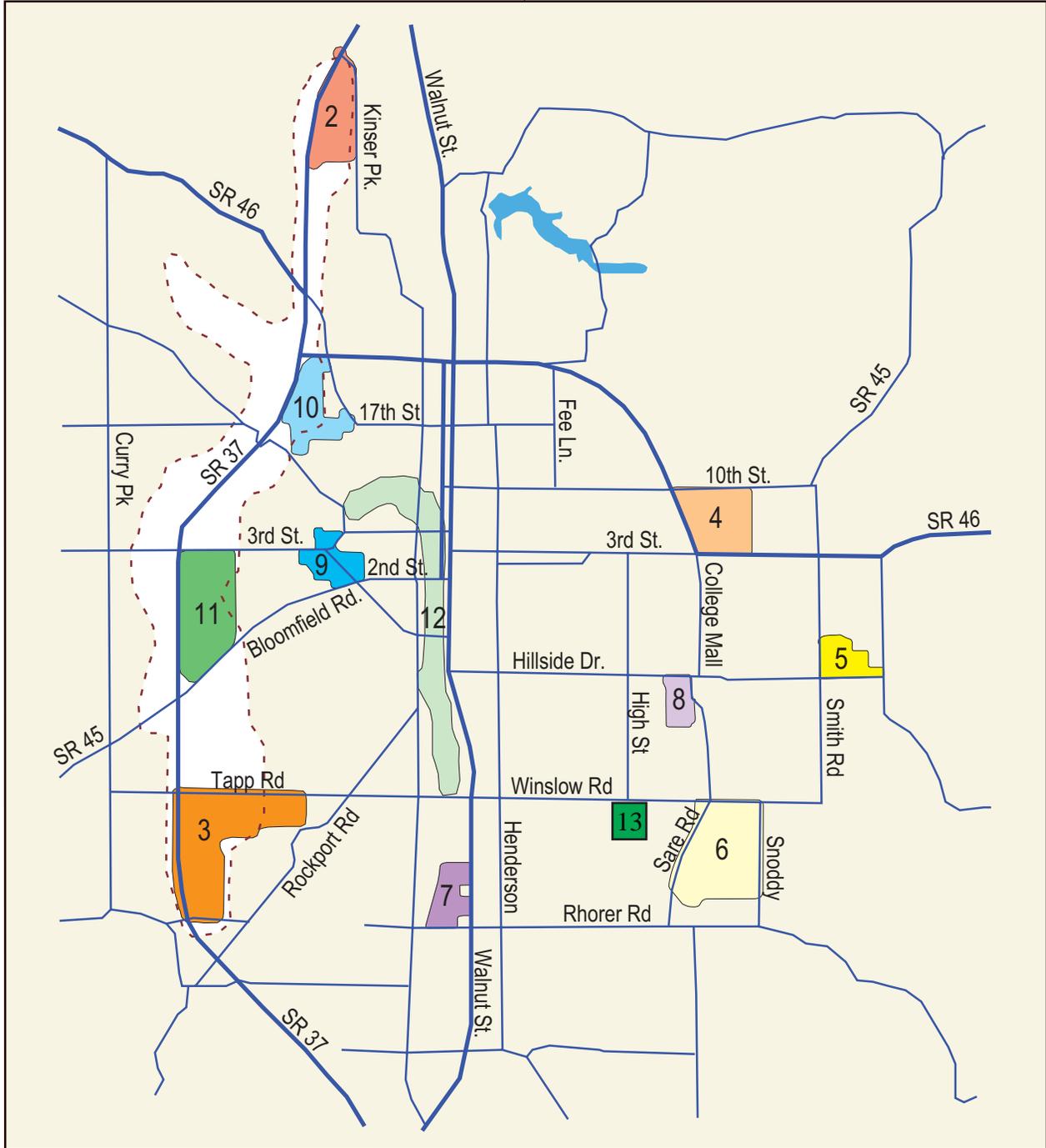
The following Subareas are designated by this Plan for additional planning consideration.

1. *State Road 37 Corridor* ..... pg 44
2. *Acuff Road/Kinser Pike Subarea* ..... pg 46
3. *State Road 37/Tapp Road Subarea*..... pg 48
4. *North College Mall District Subarea*..... pg 50
5. *Huntington Farm/Moores Pike Subarea*pg 52
6. *East Jackson Creek Subarea*..... pg 54
7. *Winston-Thomas Subarea* ..... pg 56
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10. *West 17<sup>th</sup> Street Subarea*..... pg 62
11. *Twin Lakes Park North Subarea*..... pg 64
12. *McDoel Switchyard Subarea* ..... pg 66
13. *Goat Farm Subarea* ..... pg 68

The following page displays a map which indicates the location of the thirteen subareas in Bloomington.



# PART 3: Critical Subareas



MAP LEGEND

- 1 State Road 37 Corridor
- 2 Acuff Road/Kinser Pike Subarea
- 3 State Road 37/Tapp Road Subarea
- 4 North College Mall District Subarea
- 5 Huntington Farm/Moores Pike Subarea
- 6 East Jackson Creek Subarea
- 7 Winston-Thomas Subarea
- 8 Ramsey Farm Subarea
- 9 Adams Street/Patterson Drive Subarea
- 10 West 17th Street Subarea
- 11 Twin Lakes Park North Subarea
- 12 McDoel Switchyard
- 13 Goat Farm Subarea

(Adopted by City Council May 18, 2005)

## Subarea Location Map

Prepared by: Ground Rules, Inc



## PART 3: Critical Subareas

### State Road 37 Corridor

#### Intent

The State Road 37 corridor on Bloomington's west side is one of the most important areas of the community in terms of its impact on growth and development. In recognition of this, the Bloomington Economic Development Corporation (BEDC) produced a corridor plan for State Road 37 in March 2000. This plan included recommendations for land use, public infrastructure, and site design for development along the corridor. It focused particularly on how the State Road 37 corridor could be utilized as a prime location for employment development for the greater Bloomington community. The Growth Policies Plan is incorporating the State Road 37 Corridor Plan as a critical subarea to reflect the high priority being placed upon it. Below is a summary of the principles espoused by the corridor plan. It should be noted that the BEDC corridor plan references the potential location of Interstate 69 on the existing State Road 37 corridor. Regardless of the outcome of the I-69 location study currently underway, careful planning and guidance is required for the State Road 37 corridor.

#### Land Use Policies

- *The primary land use for developments along the corridor should be employment-based, with supporting commercial and residential components only as dictated by the primary employment use.*
- *Develop the core corridor first, which is defined as the section of State Road 37 that runs between Business 37 North and Business 37 South.*
- *Support Compact Urban Form, clustering, and other initiatives that will discourage development sprawl in those areas along SR 37 that are not yet adequately served by infrastructure.*
- *Promote developments that encourage mixed uses, with particular emphasis on making any commercial uses properly scaled so that they serve only the major employment uses in the immediate vicinity.*

#### Urban Services

- *Develop State Road 37 and its interchanges to meet federal highway standards to improve safety and traffic flow.*
- *Avoid additional traffic signals and eliminate existing ones where feasible.*
- *Plan for a series of frontage roads on both sides of State Road 37 to remove local traffic from the highway corridor.*
- *Consider the installation of a fiber optic trunk line along the corridor to provide high-speed fiber optic access.*
- *Provide sewer services to appropriate employment developments, starting within the core corridor.*
- *Pursue the creation of bicycle/pedestrian crossings along SR37 to increase alternative transportation connectivity between residents and nonresidential services.*

#### Site Design

- *Maintain the corridor with a greenspace identity through preservation of generous greenspace buffers between the roadway and development.*
- *Encourage well-planned, integrated developments that include common architectural and signage themes throughout the site.*
- *Require new development to dedicate right-of-way for a frontage road system.*





## PART 3: Critical Subareas

### Acuff Road/Kinser Pike Subarea

#### Intent

This site is bordered by Acuff Road, Kinser Pike, and State Road 37. The site is designated for Employment, as defined in the Land Use Categories section of the Plan. More specifically, this Subarea is intended to develop as a planned center for corporate offices and light manufacturing, with small scale site-serving retail and service uses also being allowed. As a gateway to Bloomington, great care must be taken in site design.

#### Land Use Policies

- *Ensure that land for corporate office development is reserved.*
- *There is a need for retail and service uses in this Subarea (i.e. day care, office supplies, and restricted retail). However, these uses should not create off-site traffic generation. The objective is provide service to on-site customers, not promote regional destination traffic.*

#### Urban Services

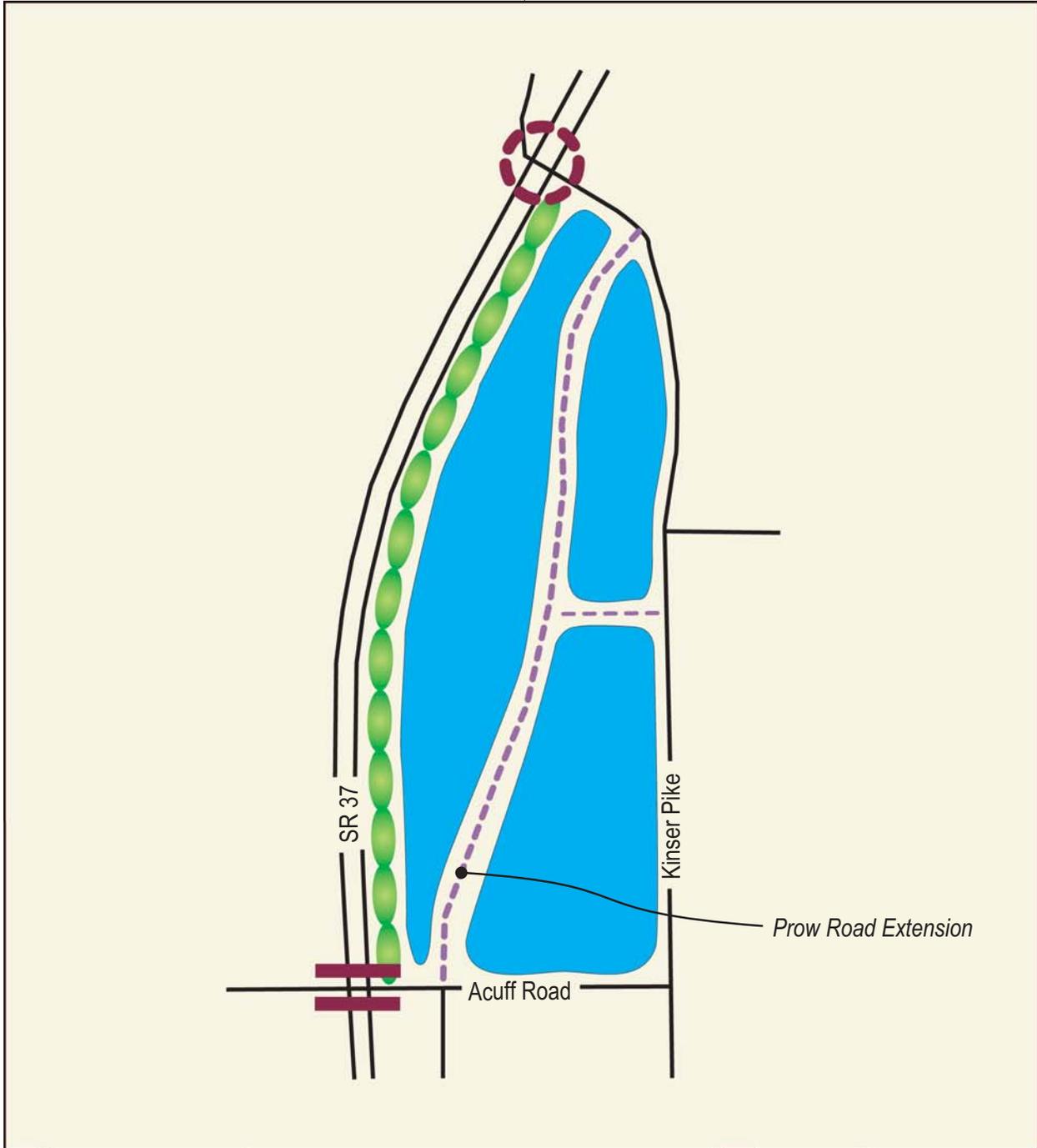
- *The City should continue using public funding sources to provide sanitary sewer, water, and fiber optic extensions into this Subarea concurrent with development.*
- *In addition to internal pathway amenities, sidewalks should be required along all new public streets and County roadways.*
- *Tax Increment Finance revenues from this Subarea should be designated to upgrade existing roadway conditions on Acuff Road and Kinser Pike.*
- *If the State designates State Road 37 as a limited access highway, changes to intersections at Acuff Road and Kinser Pike will be a major issue. Viability of employment uses will require an interchange at one of these intersections. The Bloomington Metropolitan Planning Organization's current Long Range Transportation Plan designates Kinser Pike as the most desirable location for a limited access interchange.*

#### Site Design

- *The interface between existing residential areas along Kinser Pike and future nonresidential uses should be an important design consideration, especially in regards to the location of loading docks, parking, and security lighting. Maintenance of the surrounding residential quality of life should be a key consideration in the site design of this business park.*
- *The routing of visitor and delivery traffic should be oriented away from Kinser Pike and toward State Road 37.*
- *Site design should incorporate a coordinated pedestrian pathway system, containing linkages with employee-oriented amenities (i.e. small parks, recreational space, etc.).*
- *Site development should incorporate common design themes; with coordinated site features, sign controls, and 360 degree building profiles to insure an aesthetic appearance from State Road 37.*



# PART 3: Critical Subareas



**MAP LEGEND**

	Employment Center		Preserve Buffer
	Existing Roadway		New Interchange
	New Roadway		New Overpass

**Acuff Road/Kinser Pike Subarea**  
Prepared by: Ground Rules, Inc.

**ORIENTATION MAP**



## PART 3: Critical Subareas

### State Road 37/Tapp Road Subarea

#### Intent

This site is located north of Fullerton Pike, east of State Road 37, south of Tapp Road, and runs east to the boundary of the Woolery Farm PUD. Vacant land in this Subarea is designated for Employment, as defined in the Land Use Categories section of the Plan. This must be achieved through minimizing the impact of development on the high quality environs located throughout this property. More specifically, the intent of the Subarea should be to foster development of medical and corporate office land uses while insuring the preservation of environmentally valuable and sensitive lands.

#### Land Use Policies

- *Medical and corporate office land uses are recommended; with light manufacturing and site-serving retail also being permitted. Medical offices are particularly desired east of the Southern Indiana Medical Park, while corporate offices should be considered along the State Road 37 frontage near Fullerton Pike.*
- *An assisted care living facility has been approved on the Fullerton Pike site in the past. Such a facility could be considered in the future for this Subarea provided that it does not consume significant acreage which should be devoted to employment uses.*

#### Urban Services

- *Limited sanitary sewer and water capacity is available, which dictates that development should be phased from Tapp Road southward to Fullerton Pike. As a result, development of a portion of this subarea shall be governed under a master utility plan which addresses future service for the entire subarea.*
- *Because roadway infrastructure is deficient in this Subarea, any request for development should include consideration of Tax Increment Financing. Improvements that should be considered include the continued widening of Tapp Road, improved vertical geometry on Fullerton Pike, intersection improvements at Fullerton/SR 37 and Fullerton and Rockport Road, and the eventual connection of Fullerton Pike and Gordon Pike.*
- *The Master Thoroughfare Plan designates a new north-south Secondary Collector through this Subarea to form a realigned four-way intersection at Weimer Road. This roadway should not negatively impact or intrude on high quality and environmentally sensitive areas on this property.*

- *If State Road 37 is designated a limited access highway, then further planning should consider the closure of the Tapp Road intersection with State Road 37, along with a full interchange developing at the Fullerton Pike intersection.*

#### Site Design

- *For property fronting State Road 37, site planning controls should be emphasized, including a 360 degree building profile along the highway. The presence of parking lots should be limited along SR 37.*
- *Maintenance of the existing woodland buffer along sections of State Road 37 is critical. The preferred width of this buffer should be at least 100 feet.*
- *Pedestrian connections should be emphasized between developments bordering either side of the Clear Creek floodplain. Additional integration of pedestrian connections with the Clear Creek Trail is a required site design element.*
- *Site design should take into account and reflect the sensitive nature of the Subarea, especially areas with heavy woodland, steep slopes, and karst. Conservation of these areas as greenspace is a required feature, and can significantly enhance the attractiveness of business park development.*



# PART 3: Critical Subareas



**MAP LEGEND**

Employment Center	Creek
Quarry	Preserve Buffer
Environmentally Sensitive Area	Alternative Transportation Path
Park	Realign Roadway
Existing Roadway	Interchange
New Roadway	Overpass

**State Road 37 / Tapp Road Subarea**  
Prepared by: Ground Rules, Inc





## PART 3: Critical Subareas

### North College Mall District Subarea

#### Intent

This site is located north of 3<sup>rd</sup> Street, east of the State Road 45/46 Bypass, south of 10<sup>th</sup> Street/State Road 45, and west of the Bell Trace Retirement Community/Park Ridge Neighborhood. Although the Subarea has multiple land use designations, the majority of the property is being utilized for commercial or multifamily development. Several new prospects need to be integrated into future development of this Subarea. These include the Daisy Garton site (at 10<sup>th</sup> Street and Pete Ellis Drive), the vacant site north of the Barnes & Noble development, and the area located north of the new Marsh grocery store. The intent of this Subarea is to allow for intensification, but only with improvements to the overall quality of site amenities and no negative impacts to the Lake Griffy Watershed.

#### Land Use Policies

- *The vacant Garton site is designated "Urban Residential". This designation recommends residential land usage, with the integration of mixed uses where supported by adjacent land use patterns. Preservation of the existing residential and farm structures should be a critical design element in future site development.*
- *The vacant site east of St. Mark's United Methodist Church is designated Community Activity Center, which recommends a mixture of community-scaled retail uses, with ancillary offices and residential activities. This site, along with the church site, should be considered for eventual intensification of use based on the implementation of roadway and intersection improvements to the SR 45/46 Bypass and East 3<sup>rd</sup> Street.*
- *The remaining unbuilt portion of the PUD north of the new Marsh is suitable for a higher intensity use, such as professional offices or higher density multifamily.*
- *All development within the Lake Watershed Protection Overlay Area shall provide a Watershed Mitigation Plan to ensure development has no short or long-term negative impacts on the watershed.*

#### Urban Services

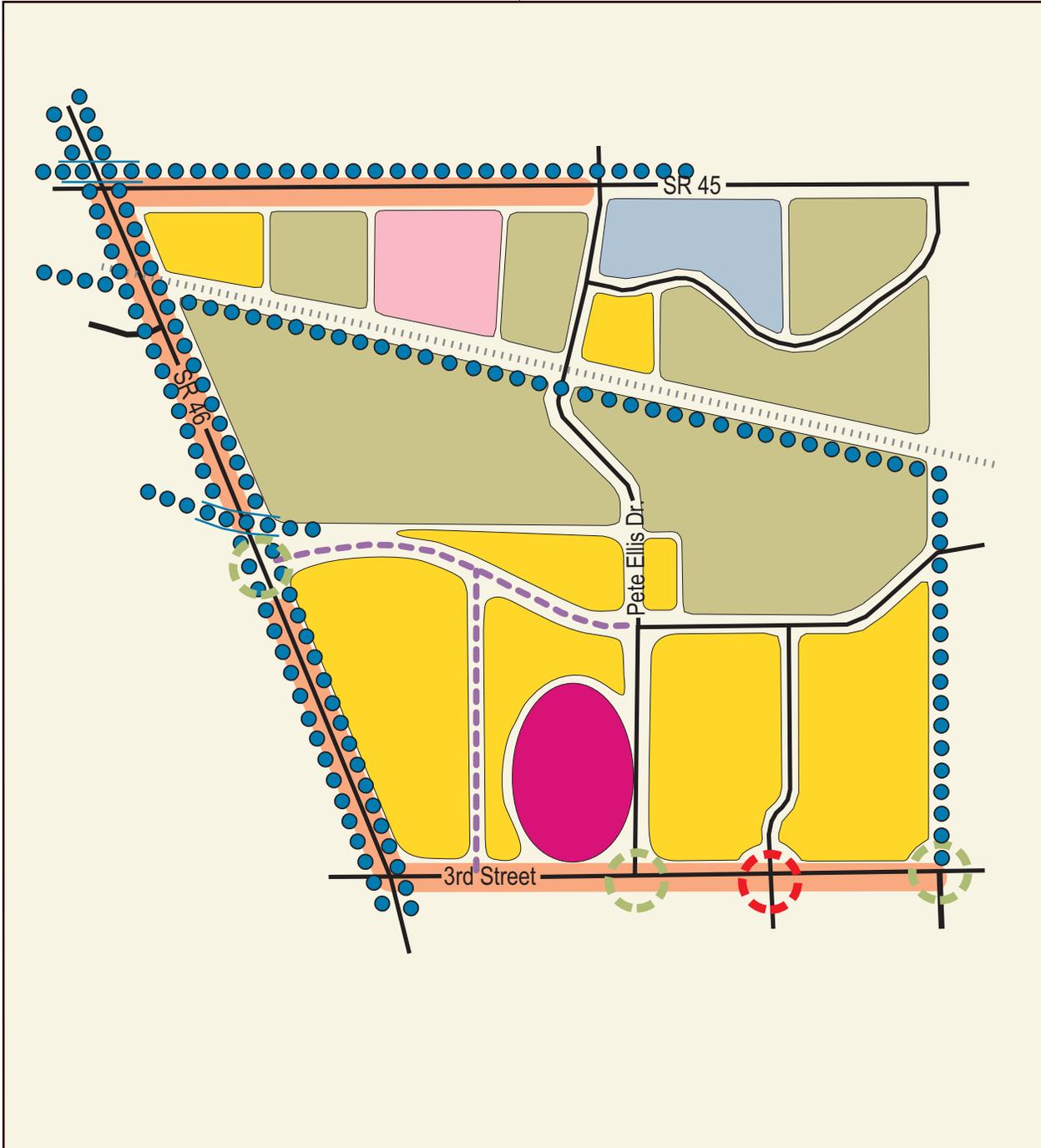
- *Traffic calming techniques should be implemented in order to slow east and west-bound traffic on Longview Avenue.*
- *The City and the State of Indiana shall coordinate signalized upgrades at the 3<sup>rd</sup> Street intersections with Pete Ellis Drive and Clarizz Boulevard, as well as a signal upgrade at the Pete Ellis/10<sup>th</sup> Street intersection. Development in this Subarea which occurs prior to these upgrades shall require close scrutinization.*
- *The existing sidepath along Clarizz Boulevard, south of East 3<sup>rd</sup> Street, shall be extended through this Subarea and connected with the railroad pathway south of 10<sup>th</sup> Street.*
- *The City shall coordinate with the State of Indiana to ensure that the future East 10<sup>th</sup> Street widening project is designed to incorporate multi-use pathway construction as well as transit pull-offs and shelters.*

#### Site Design

- *Strong access control for major thoroughfares bordering this Subarea is critical.*
- *Upgrades in existing commercial sites are strongly encouraged. Such upgrades should include changes in building/parking orientation, signage reductions, access management, and additional landscaping.*
- *As site development occurs, pedestrian/bicycle improvements should be made to ensure convenient access to the proposed new pedestrian/bicycle underpass at the 7<sup>th</sup> Street/Bypass intersection, as well as the existing trail running along the railroad tracks.*



# PART 3: Critical Subareas



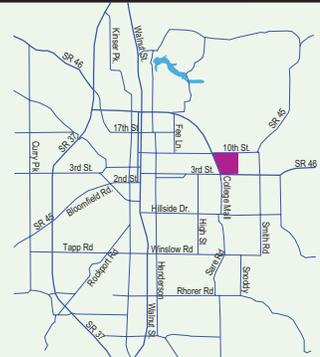
MAP LEGEND

- |                           |                                     |
|---------------------------|-------------------------------------|
| Urban Residential         | Existing Roadway                    |
| Institutional             | New Roadway                         |
| Community Activity Center | Alternative Transportation Path     |
| Homestead Preservation    | Alternative Trans. Under/Overpass   |
| Regional Activity Center  | New Traffic Signal                  |
| Access Control            | Potential Removal of Traffic Signal |
|                           | Railroad                            |

## North College Mall District Subarea

Prepared by: Ground Rules, Inc.

ORIENTATION MAP





## PART 3: Critical Subareas

### Huntington Farms/Moores Pike Subarea

#### Intent

This site is located north of Moores Pike, east of Smith Road, West of State Road 446, and bounded on the north by the Gentry Honours PUD, Gentry Estates, and the Hearthstone residential development. The Subarea is designated as Urban Residential in the Land Use Categories Section of the Plan. However, alternative land uses such as a major City park and a Neighborhood Activity Center should also be considered.

#### Land Use Policies

- *Development of this Subarea is encouraged to incorporate a mixture of residential uses and densities.*
- *Development of this Subarea should be guided according to a master development plan, not as a piecemeal project.*
- *The possible use of the portion of the property as a park facility or Neighborhood Activity Center should not be overlooked. Currently, there are no active park facilities east of College Mall Road, between 3<sup>rd</sup> Street and Moores Pike.*

#### Urban Services

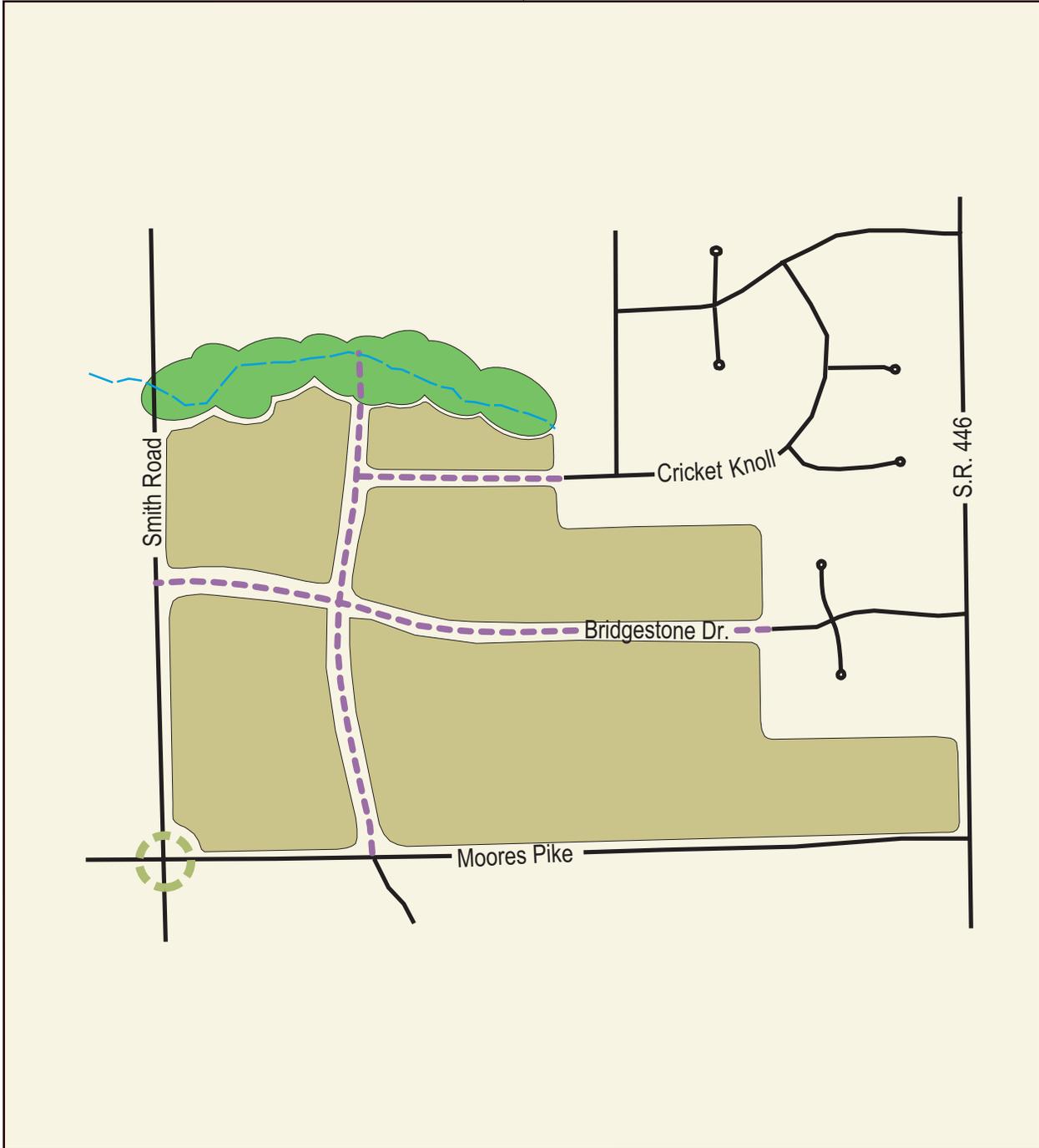
- *Smith Road and Moores Pike will both need to be upgraded as development occurs in this Subarea.*
- *Full signalization of the intersection of Smith Road and Moores Pike should be anticipated, as well as the Moores Pike intersection with State Road 446.*
- *Locations for transit facilities should be provided with the development of this Subarea in anticipation of future transit service.*

#### Site Design

- *Design of the internal road network should employ a grid pattern, with connections to Gentry Honours, Gentry Estates and Hearthstone being enabled. Access should be limited to maximize safety along Smith Road and Moores Pike.*
- *Tree preservation along the creek area in the northern portion of the Subarea must be included in site development design.*
- *Density and potential uses must be located to mitigate potential impacts on lower density single family residential and paired patio homes to the north and east.*



# PART 3: Critical Subareas



**MAP LEGEND**

- Urban Residential
- Preserve Stream Corridor
- Existing Roadway
- New Roadway
- Creek
- New Traffic Signal

**Huntington Farm/Moore's Pike Subarea**  
Prepared by: Ground Rules, Inc.





## PART 3: Critical Subareas

### East Jackson Creek Subarea

#### Intent

This site is located south of Rogers Road, west of Snoddy Road, east of the Canada Farm PUD and Sherwood Oaks Christian Church, and runs south to the City's planning jurisdiction boundary. This area is divided by the floodway of the East Fork of Jackson Creek. This Subarea is intended to provide additional residential development opportunities at mixed urban densities, while defining the southeastern urban edge of Bloomington.

#### Land Use Policies

- *Urban scale densities are appropriate west of Jackson Creek, with a mix of residential types encouraged to complement existing development patterns.*
- *Reduced densities (less than 1 unit per acre) are appropriate for the area east of Jackson Creek.*
- *Development must be sensitive to the environmental constraints present in the area. As well, the preservation of Jackson Creek's floodplain should be incorporated into plans using conservation easements and greenways.*

#### Urban Services

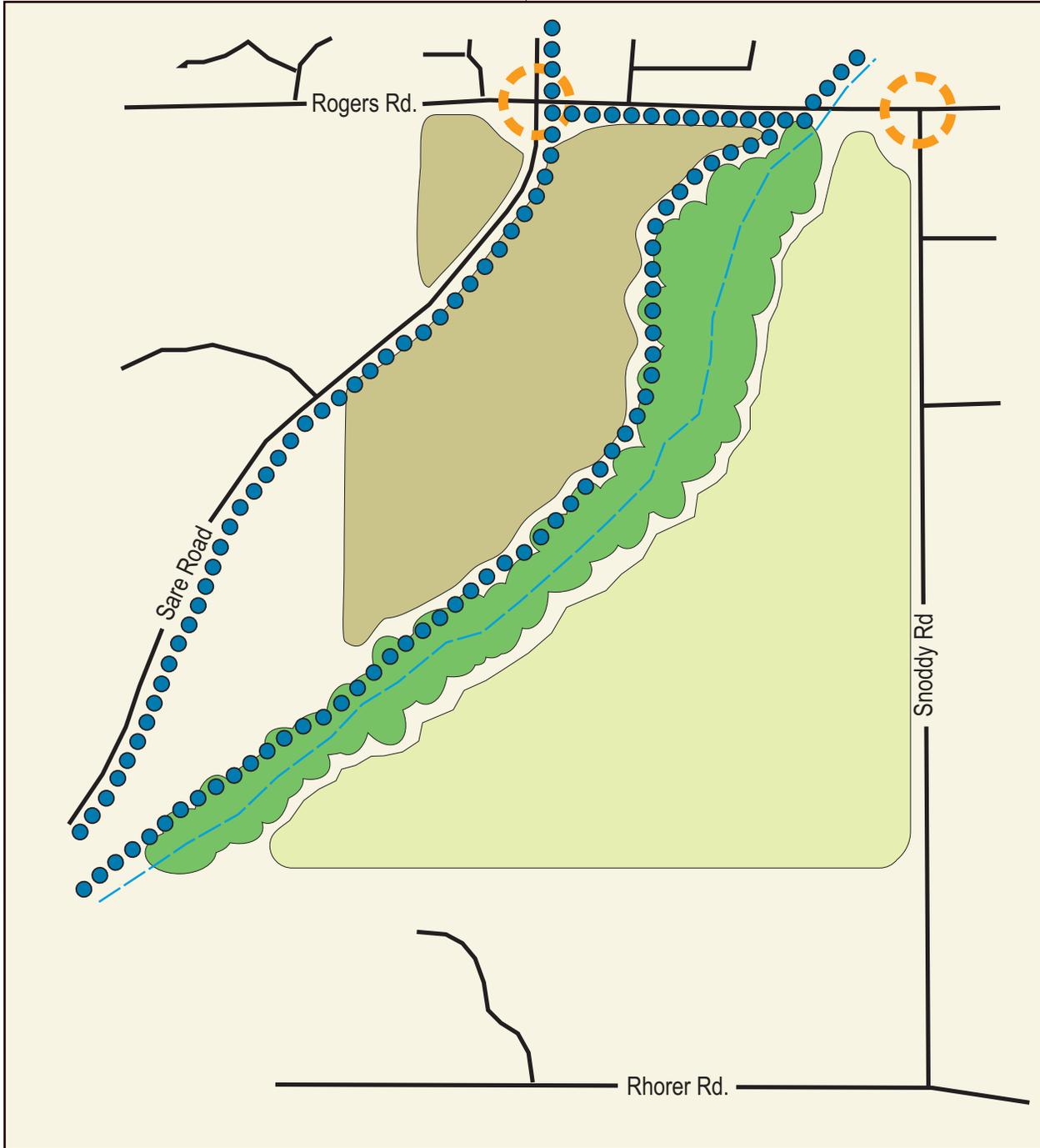
- *The intersection of Rogers and Sare Road has poor geometry for a 4-way intersection, necessitating the existing four-way stop configuration. This intersection will require full signalization as development progresses south of Rogers Road.*
- *The poor sight distance at the Rogers Road/Snoddy Road intersection must be improved as additional traffic is generated from this Subarea.*
- *Road connections across the Jackson Creek floodplain are not recommended due to topographic and other environmental constraints. Options for additional pedestrian connections should be explored with each development east of Jackson Creek.*

#### Site Design

- *A goal for this Subarea is to utilize innovative residential design to minimize site disturbance and protect scenic areas. Clustering and smaller lot sizes should be considered as an alternative to large-lot subdivision.*
- *Additional recommended elements of site design should include pedestrian facilities, such as sidewalks or asphalt pathways, to connect with Schmaltz Farm Park as well as the future commercial/office development within the Canada Farm PUD. A major sidepath facility should be installed along the south side of Rogers Road connecting Schmaltz Farm Park with the Sare Road pathway accessing the Canada Farm PUD.*



# PART 3: Critical Subareas



**MAP LEGEND**

Conservation Residential	New Roadway
Urban Residential	Creek
Preserve Stream Corridor	Alternative Transportation Path
Existing Roadway	Improve Intersection

**East Jackson Creek Subarea**  
Prepared by: Ground Rules, Inc.





## PART 3: Critical Subareas

### Winston-Thomas Subarea

#### Intent

This site is located west of Old State Road 37 and north of Gordon Pike, and includes a portion of the Clear Creek floodway on its western edge. This is the City's former wastewater treatment plant, which has recently received clearance as a cleaned PCB site by EPA. This Subarea is designated for Employment, as defined in the Land Use Categories section of the Plan.

#### Land Use Policies

- *Encourage the reuse of this site for employment uses, and related institutional and commercial service uses.*
- *Placement of uses on site should be integrated with existing commercial, industrial, and institutional uses along Old State Road 37 as well as residential uses west of Clear Creek and south of Gordon Pike.*

#### Urban Services

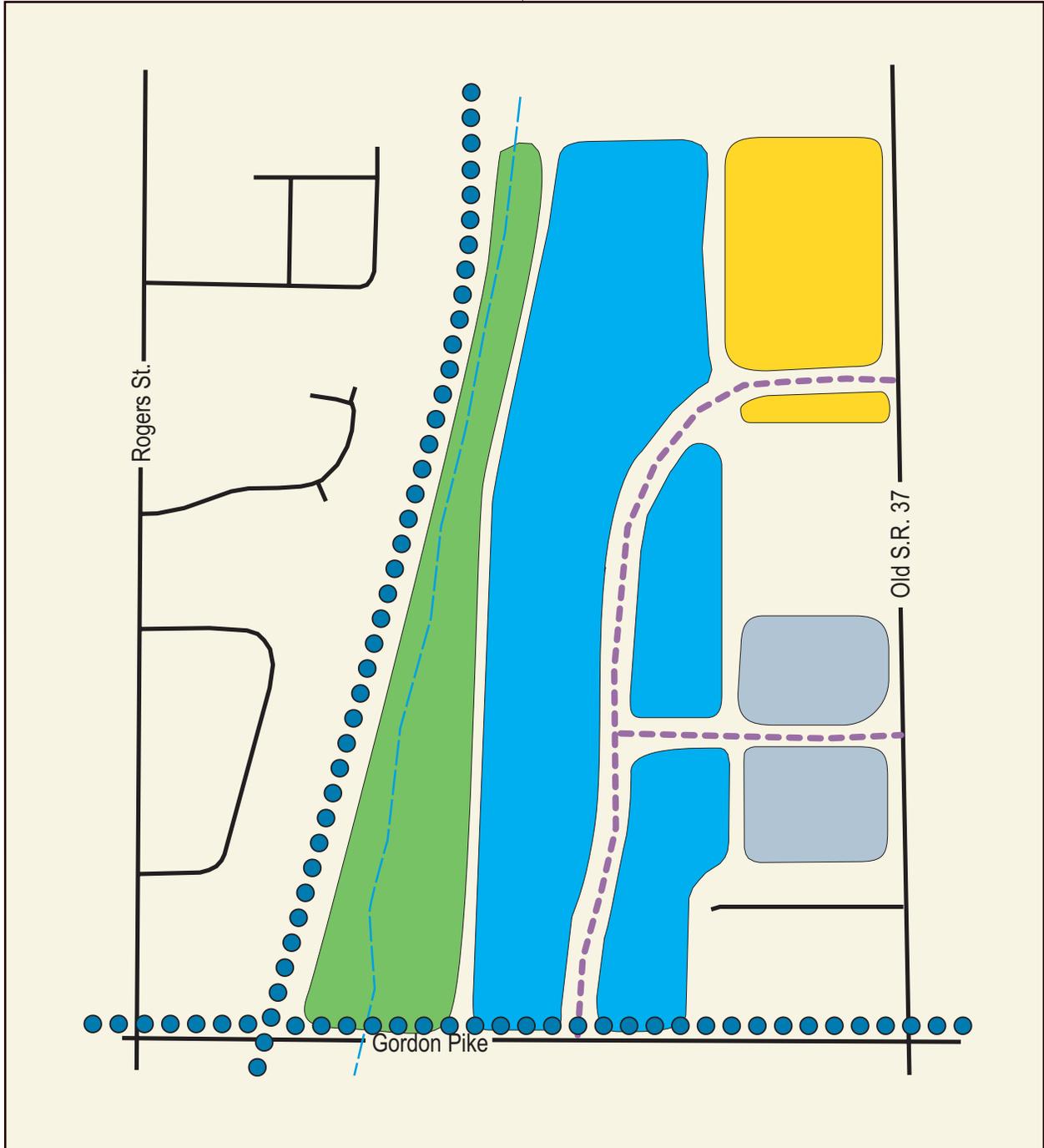
- *Gordon Pike is adequate for grade and width, but lacks other urban facility characteristics (closed stormwater facilities, curbs/gutters, sidewalks, street lights). These facilities should be installed concurrent with site redevelopment.*
- *Recent development approvals adjacent to this site as well as the potential future development within this site will necessitate the consideration of an upgrade to the Old State Road 37 corridor.*

#### Site Design

- *During site redevelopment, incorporate pedestrian connectivity to the City's Victor Oolitic Trail running north-south along the west side of the Subarea.*
- *Sidewalk upgrades along Gordon Pike and Old State Road 37 are needed with redevelopment of this Subarea.*
- *Access control to Old State Road 37 and Gordon Pike is recommended. This can be accomplished by the construction of a single internal street providing access to the entire development.*
- *Site design should be coordinated with City of Bloomington Utilities and the EPA in order to ensure compliance with environmental clean-up regulations.*



# PART 3: Critical Subareas



**MAP LEGEND**

Employment Center	Existing Roadway
Community Activity Center	New Roadway
Institutional	Creek
Preserve Stream Corridor	Alternative Transportation Path

**Winston-Thomas Subarea**  
Prepared by: Ground Rules, Inc.





## PART 3: Critical Subareas

### Ramsey Farm Subarea

#### Intent

This site is located south of Moores Pike, west of Sare Road, and east and north of the Sycamore Knolls neighborhood. The site is split by the floodway for the West Branch of Jackson Creek. The Ramsey Farm presents an opportunity for high-quality, infill housing accompanied by small-scale commercial uses.

#### Land Use Policies

- *This Subarea is designated "Urban Residential", which encourages the development of mixed residential housing at urban densities.*
- *The expansion of Southeast Park on the northwest portion of the site is highly recommended. The use of conservation easements and greenways should also be used to preserve the West Branch of Jackson Creek's floodplain and environmentally sensitive areas on this site.*
- *Orientation of uses should place potential nonresidential uses closer to the northeastern portion of the site, limit the scale of nonresidential uses, and provide for a tight design standard for new nonresidential construction in keeping with traditional neighborhood concepts.*

#### Urban Services

- *A pathway facility along the floodway in the middle of the site is recommended as an additional cross connection from Sare Road to Southeast Park and as an additional linkage to a planned path facility in the Jackson Creek floodway.*
- *Because development of this Subarea could add significant residential units to the southeast side of Bloomington, coordination with the Monroe County Community School Corporation is necessary to insure the availability of adequate school facilities.*
- *Stormwater drainage issues are a significant concern given past downstream flooding problems along the West Branch of Jackson Creek. Development of this Subarea should incorporate very stringent stormwater detention standards.*
- *The City's Long Range Transportation Plan recommends improvements to both Moores Pike and Sare Road within the next 20 years. Sare Road improvements near the Moores Pike intersection are scheduled to occur within two years.*

#### Site Design

- *In order to assure integrated site design, this Subarea should be developed under a master development plan.*
- *Road connections to Queens Way and Rock Creek Drive should be a required design element of Subarea development.*
- *Access to Moores Pike is a critical site design issue due to sight distance constraints, especially at coordinated points across from Valley Forge Drive and Winfield Road.*
- *Design at stubbed street locations should feature a narrower street profile, on-street parking and calming measures (such as neck-downs) to discourage cut-through traffic.*
- *Preservation of natural features on site is strongly encouraged. This includes stream buffer protection in the interior of the site, tree preservation at the south end of the Subarea, and steep slope protection on the east side of the site.*
- *The character of the site along Moores Pike is enhanced by an existing tree row of ornamental tree species; these trees should be preserved during site development.*





## PART 3: Critical Subareas

### Adams Street/Patterson Drive Subarea

#### Intent

This Subarea is a conglomeration of existing underdeveloped or underutilized properties that are largely zoned commercial. It is located west of Walker Street, south and west of Rose Hill Cemetery, and runs generally west to the Landmark PUD and south to Bloomfield Road. The area is prime for redevelopment with the realignment of the 3<sup>rd</sup>/5<sup>th</sup>/Adams corridor, the completion of Patterson Drive, and the future widening of West 3<sup>rd</sup> Street. The balance of the Subarea is designated Community Activity Center. The goal of this Subarea is to upgrade site planning quality through development and redevelopment, while insuring a dense mixture of service uses.

#### Land Use Policies

- *Development should insure that commercial services are conveniently located to serve employment uses in the Subarea, as well as designed to allow for non-vehicular access from nearby residential areas.*
- *Road upgrades will spark investment toward commercial retail facilities. Balancing these market demands with a need to further develop other types of nonresidential uses (employment-based) will be critical.*

#### Urban Services

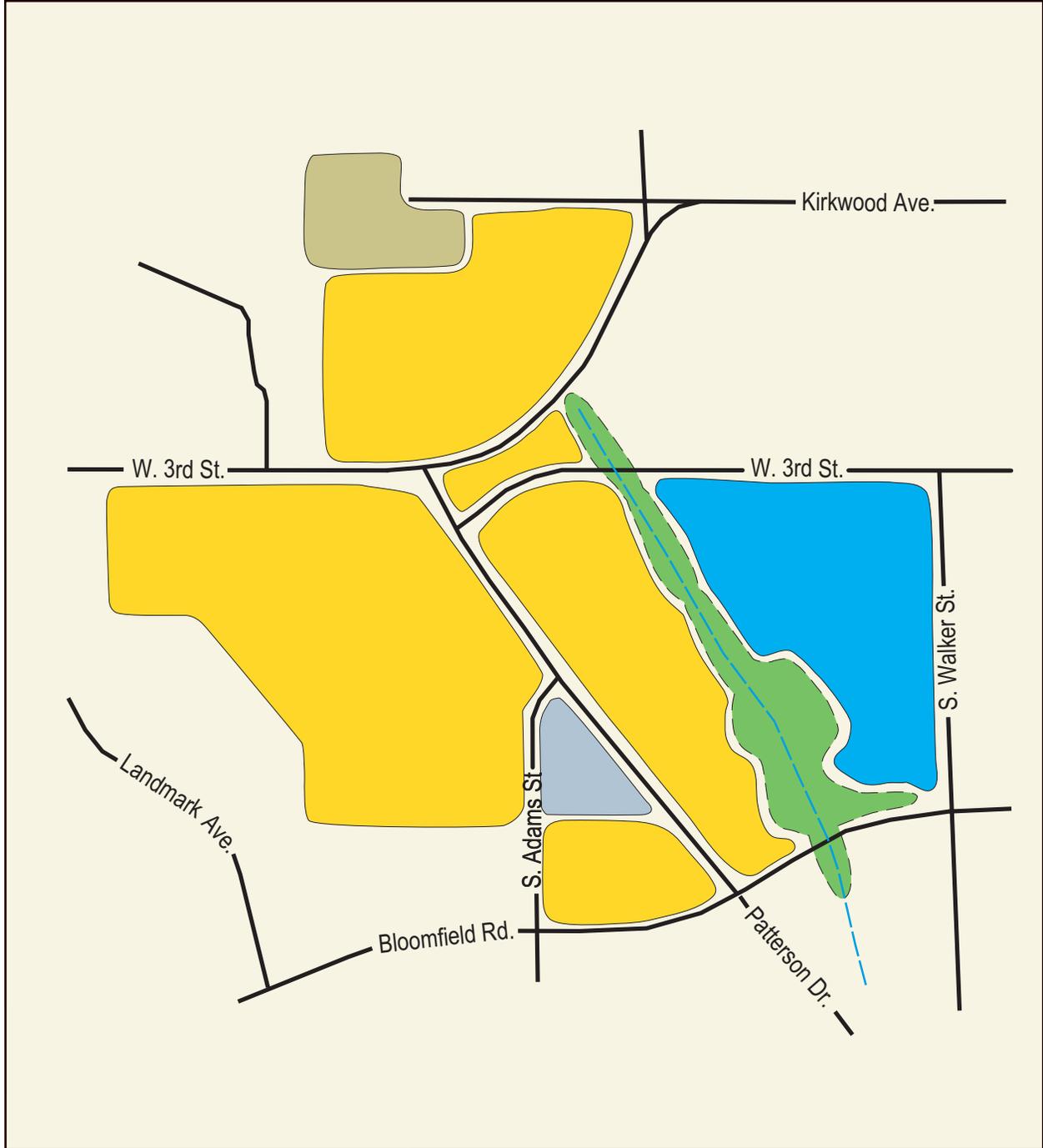
- *Bloomfield Road is slated for widening within the next 5-7 years. Prior to this widening a subarea plan should be developed which addresses ideal roadway cross-sections, access management, and desired land uses.*
- *Development along the east side of Patterson Drive should be augmented by the construction of new sidewalks.*
- *New commercial and employment development in this Subarea should be accommodated with new transit stop facilities.*

#### Site Design

- *Special design attention shall be paid to three key redevelopment sites within this Subarea. These sites are the automobile storage yard at Adams and Kirkwood, the Rogers Building Supplies property, and the property located along the east side of Patterson Drive, between West 3<sup>rd</sup> Street and Bloomfield Road.*
- *Access to arterial roadways (3<sup>rd</sup> Street, Patterson Drive, Bloomfield Road) must be tightly controlled as part of the development review process.*
- *Redevelopment and intensification should be accompanied by increased landscaping, greenspace opportunities, and building-forward design.*
- *The floodway of the West Branch of Clear Creek should be rehabilitated to improve its environmental quality. Opportunities for additional stormwater detention as well as pedestrian connectivity between Bloomfield Road and West 3<sup>rd</sup> Street should also be considered for this area.*



# PART 3: Critical Subareas



**MAP LEGEND**

	Urban Residential		Institutional
	Community Activity Center		Existing Roadway
	Employment Center		Creek
	Preserve Creek Corridor		

**Adams Street/Patterson Drive Subarea**  
Prepared by: Ground Rules, Inc.





## PART 3: Critical Subareas

### West 17<sup>th</sup> Street Subarea

#### Intent

This Subarea is generally located east of State Road 37, south of the State Road 45/46 Bypass, West of Arlington Road, and north of the Crestmont/Bloomington Housing Authority neighborhood. The Subarea is largely an amalgamation of platted, narrow residential lots mixed with larger undeveloped tracts of land. The east portion, at the intersection of 17<sup>th</sup> Street and Monroe Street, is a collection of small industrial activities. The corner north and west of the Arlington/17<sup>th</sup>/Monroe merger (the so-called K-intersection) is designated for a future community activity center. This area could provide an opportunity for medium to high-density housing or service-oriented uses. The intent of this Subarea is to encourage the development of aggregated parcels for service, residential, and employment uses.

#### Land Use Policies

- *The majority of the West 17<sup>th</sup> Street subarea is designated Urban Residential, which is intended for a pattern of mixed residential uses at urban densities. This housing should be incorporated as a transitional use between the western tracts designated for Employment and lower density single family housing along 17<sup>th</sup> Street.*
- *The property located along State Road 37 should be reserved for employment land uses (i.e. light manufacturing or offices).*

#### Urban Services

- *Transit service expansion north of the Housing Authority site is necessary to augment future residential development at urban development densities.*
- *Monroe Street is adequate for width, but lacks urban facilities in most places and presents grade problems for future uses. Curb and sidewalk upgrades should be constructed along the length of this street.*
- *17<sup>th</sup> Street is a narrow, hilly roadway that lacks most urban facilities, especially closed stormwater facilities, curbs/gutters, and sidewalks. Redevelopment and development efforts in the area should be linked to physical improvements to this street, including curbs, sidewalks and street trees.*
- *Further development or redevelopment of the subarea will require the upgrade and realignment of the Arlington Road/17<sup>th</sup> Street/Monroe Street K-intersection. In addition, the 17<sup>th</sup> and Lindbergh intersection must also be made safer.*

- *Development of the properties north of Arlington Park Apartments and Superior Lumber should be accompanied by a frontage road connection from 17<sup>th</sup> Street to State Road 46.*

#### Site Design

- *Natural feature preservation should be sought for quality tree stands in the Subarea, and project layouts should respect the existing topography as much as possible.*
- *The emphasis of new development should be on creating affordable, mixed use housing.*
- *This Subarea contains existing vegetation adjacent to State Road 37. Any development proposal must include preservation of this vegetation.*
- *Attention to site design, especially a 360 degree building profile adjacent to State Road 37 and limited parking lot exposure to the highway, should be a feature of future employment development.*



# PART 3: Critical Subareas



**MAP LEGEND**

- Employment Center
- Community Activity Center
- Urban Residential
- Existing Roadway
- New Roadway
- Preserve Buffer
- Realign Roadway
- Improve Intersection

**West 17th Street Subarea**  
Prepared by: Ground Rules, Inc.





## PART 3: Critical Subareas

### Twin Lakes Park North Subarea

#### Intent

This Subarea is located east of State Road 37, north of Bloomfield Road, west of Shady Acres and Cory Lane Estates, and south of 3<sup>rd</sup> Street. The area encompasses the Bradford Ridge and Basswood apartment complexes, the Twin Lakes Sports Park, Kerasotes Theater, and the south side of the 3<sup>rd</sup> Street commercial strip. Vacant land within this Subarea is designated “Urban Residential”. The intent of this section is to foster further residential development without compromising environmental preservation goals.

#### Land Use Policies

- *Patterns of land use in the southern extent of the Subarea dictate multifamily development consistent with densities already in place. This includes both the vacant, developable land located within the Brown property as well as the Ooley site. Nonresidential uses could be considered on the Ooley property in consideration of the cost of a roadway connection to West 3<sup>rd</sup> Street.*
- *Opportunities to preserve sensitive areas and open space to reduce habitat fragmentation should be a requirement for development in this area. In addition, the expansion of Twin Lakes Park’s overall acreage should be sought through additional land dedications during development review.*
- *Aggregation of commercial land uses along the soon-to-be widened West 3<sup>rd</sup> Street is necessary for improved traffic safety as well as improved aesthetics along the corridor.*
- *The small acreage north of Bloomfield Road and south of the Basswood Apartments complex should be considered for a neighborhood commercial land use.*

#### Urban Services

- *The Master Thoroughfare Plan currently depicts Weimer Road being extended from Bloomfield Road to 3<sup>rd</sup> Street as part of a City frontage road system. Feasibility of this extension is hindered by several factors: environmental sensitivity of the subarea, potential negative impacts to operations at the Twin Lakes Sports Park, need for a future railroad crossing, and the presence of Basswood Drive as a possible frontage road alternative. All of these feasibility issues must be closely examined prior to any consideration of this roadway extension.*
- *Transit service expansion is necessary to allow further residential intensification of this Subarea.*

- *Basswood Drive is stubbed into the Brown property and is proposed for extension into the Ooley site. This roadway could either be connected to a possible Weimer Road extension, or extended all the way to 3<sup>rd</sup> Street if the Weimer Road extension is determined to be infeasible. Basswood Drive will require signalization concurrent with the development of the Brown property.*
- *Ensure road connectivity east from the Ooley site to Cory Lane, as additional access to and from Subarea.*
- *Given the drainage problems that have occurred in the Lower Twin Lakes region, development of this Subarea should incorporate very stringent stormwater detention standards.*

#### Site Design

- *Topography of the area, including sinkholes and steeply sloped terrain, will limit development intensity and confine development to unchallenged areas.*
- *Tree preservation should be key design consideration on properties adjacent to State Road 37 and adjacent to Twin Lakes Park.*
- *Pedestrian and bicycle connectivity from vacant development tracts to Twin Lakes Park is a key site planning consideration.*
- *Development along the West 3<sup>rd</sup> Street area should have limited access to West 3<sup>rd</sup> Street, reduced signage standards, and increased attention paid to front yard landscaping.*



# PART 3: Critical Subareas



**MAP LEGEND**

Urban Residential	New Roadway
Community Activity Center	Railroad
Park	New Traffic Signal
Environmentally Sensitive Area	Realign Roadway
Neighborhood Activity Center	Preserve Buffer
Existing Roadway	

**Twin Lakes Park North Subarea**  
Prepared by: Ground Rules, Inc.





## PART 3: Critical Subareas

### McDoel Switchyard Subarea

#### Intent

An on-going venture between public and private entities may lead to the potential relocation of the McDoel Switchyard to an area west of State Road 37. With that in mind, a unique opportunity has may arise to redevelop a corridor that has been operated by the CSX Transportation company. This area extends approximately from Country Club Drive to Adams Street along the railroad line, including the McDoel Switchyard. Benefits related to redevelopment of this rail corridor include reduced traffic disruptions downtown, improved environmental quality, and enhanced alternative transportation opportunities.

#### Land Use Policies

- *Redevelopment of the McDoel Switchyard and rail corridor should be focused towards creating a high quality urban greenway.*
- *Remediation of the corridor must take place to ensure the clean up of any contamination that may have occurred in the area by previous land uses and activities.*
- *Promote mixed use development adjacent to the corridor that encourages retail services, new housing opportunities, and recreational amenities.*
- *In order to beautify the trailway, explore redevelopment opportunities of industrial sites along the Morton Street corridor.*
- *Prior to future development, require a Watershed Protection Plan for the Switchyard area due to its location in a floodplain and presence of numerous wetland features.*

#### Urban Services

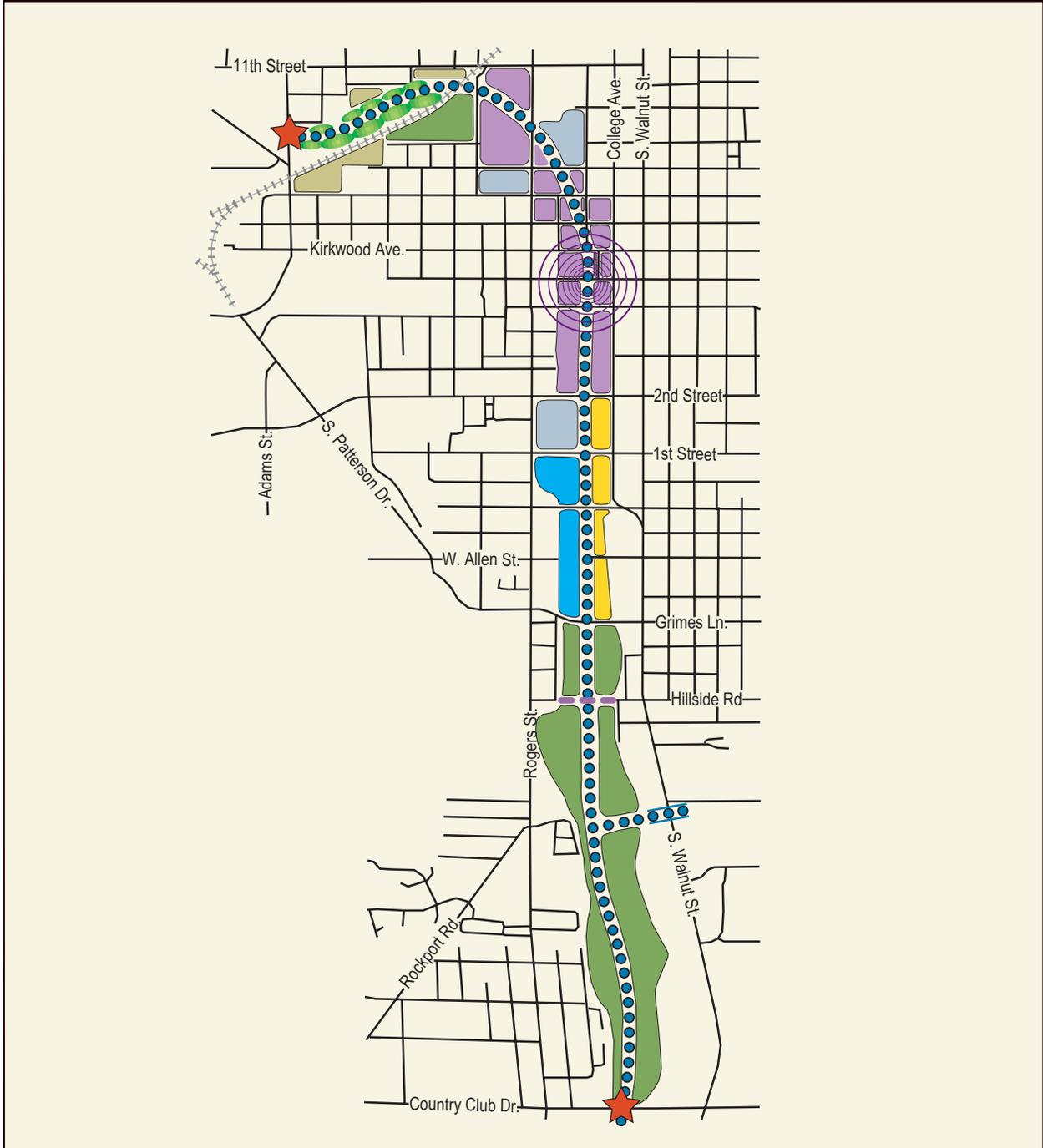
- *Provide safety improvements to road crossings that allow for bicycle and pedestrian accessibility.*
- *A connection of Hillside Drive between Walnut and Rogers Street should be constructed to allow for better east-west connectivity through the subarea.*

#### Site Design

- *Provide bicycle and pedestrian linkages from this future greenway to key nearby destinations. For Example: 9<sup>th</sup> Street Park, the Showers Building, the Victor/Oolitic Trail, and the Broadview and McDoel Gardens neighborhoods.*
- *Ensure that new development and redevelopment within this subarea has appropriate orientation of uses and buildings to the future greenway area.*
- *Explore the opportunity of facade improvement grants to encourage renovation of existing buildings.*



# PART 3: Critical Subareas



**MAP LEGEND**

Employment Center	Existing Roadway
Community Activity Center	New Roadway
Downtown Commercial	Preserve Buffer
Urban Residential	Alternative Transportation Path
Institutional	Alternative Trans. Under/Overpass
Park	Trailhead
Key Redevelopment Area	Railroad

**McDoel Switchyard Subarea**  
Prepared by: Ground Rules, Inc.





## PART 3: Critical Subareas

### Goat Farm Subarea

#### Intent

This site is located south of Winslow Road, bordered on the west by the Bentley Court and Sherwood Oaks subdivisions, and on the east by Jackson Creek and The Stands subdivision. This is a unique parcel of greenspace, which is characterized by several important traits including: environmentally sensitive areas, rural-like qualities in an urban context, and opportunities for innovative public and private development. The Subarea should foster environmental preservation, ensure neighborhood compatibility and showcase high-quality residential development, without compromising the sensitive and unique traits of this site.

#### Land Use Policies

- *The use of conservation easements and public land dedication is strongly recommended to protect existing wildlife habitats and environmentally sensitive features such as the Jackson Creek floodplain and its associated riparian buffer areas.*
- *The central location of the Subarea and its close proximity to Childs Elementary, Jackson Creek Middle School, Sherwood Oaks Park and Olcott Park, make this site an important linkage between nearby public facilities. As a result, public access and use are anticipated for floodplain portions of this site.*
- *Urban Residential densities consistent with existing zoning are appropriate for the non-floodplain portions of the Subarea. Density calculations should be based on areas located exclusively outside the Floodplain Study Area.*

#### Urban Services

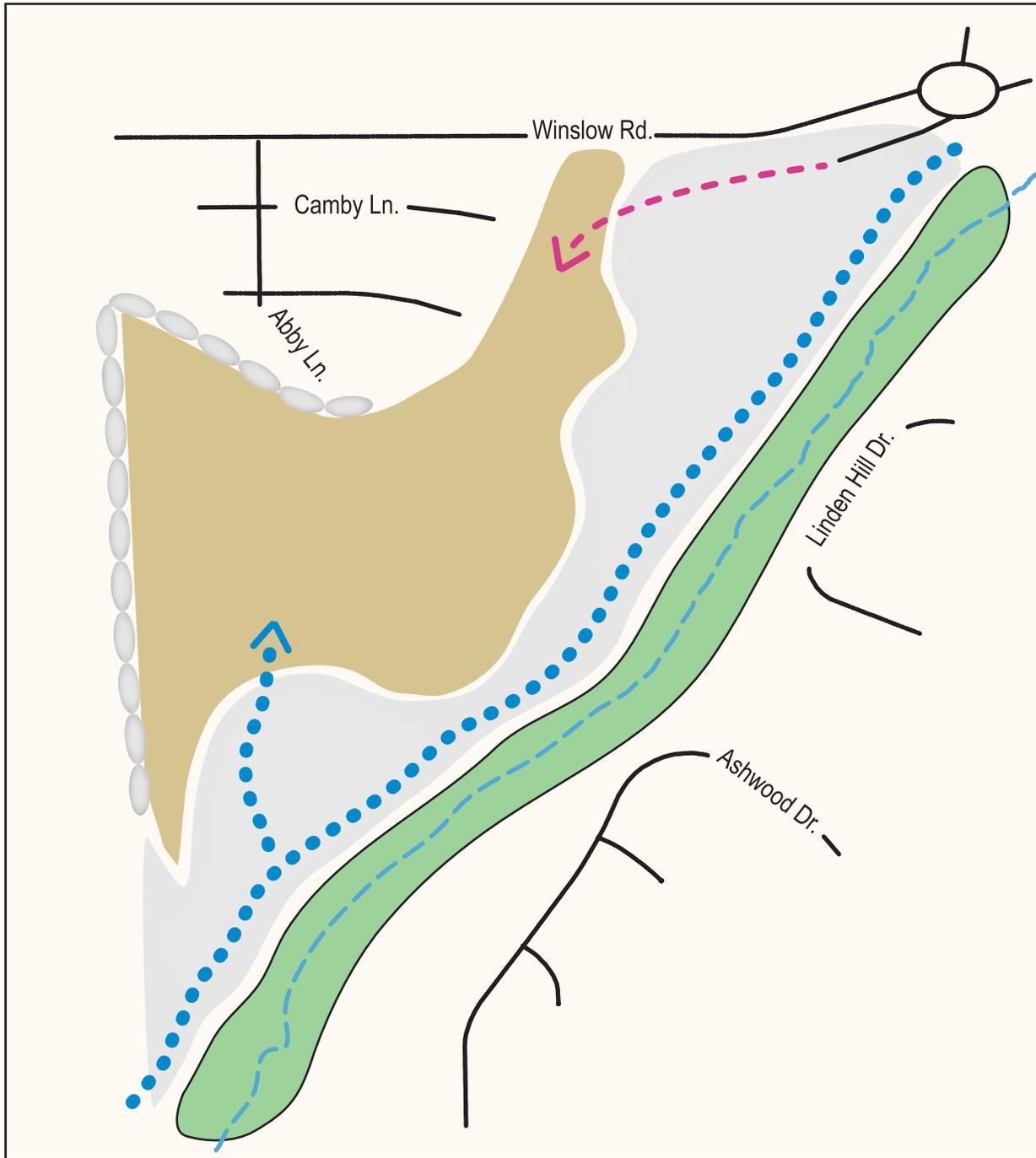
- *Land dedication along Jackson Creek is strongly recommended to enable future construction of a multi-use trail facility. This site provides a pedestrian and bicyclist linkage between surrounding neighborhoods, schools and parks as outlined in the Jackson Creek Trail Master Plan. The Jackson Creek Trail corridor is an integral part of the Alternative Transportation and Greenways System Plan and as such, this connection through the Goat Farm Subarea is critical.*
- *Additional connector paths to the multi-use trail and Sherwood Oaks Park from any future residential uses should be considered in the development approval process.*
- *Stormwater drainage issues are a significant concern given the present flooding conditions along Jackson Creek. Development of this Subarea should incorporate stringent stormwater requirements and water quality standards to accommodate on-site and off-site water flows from the north and west.*

#### Site Design

- *Installation of the multi-use trail and connector paths should avoid tree loss. Disturbance to the riparian buffer and environmentally sensitive areas adjacent to Jackson Creek should also be avoided. Land dedication for the multiuse trail should be sufficient to prevent degradation of the function of the riparian buffer.*
- *Prior to development activity, floodplain modeling should be performed by a qualified environmental consultant to ensure that the site plan adequately protects the Jackson Creek floodplain area.*
- *Access to the Goat Farm Subarea from the north should be limited to the existing street access at the High Street and Rogers/ Winslow Road roundabout.*
- *Extensive landscaping buffers shall be utilized to minimize potential impacts between existing and proposed residential uses.*



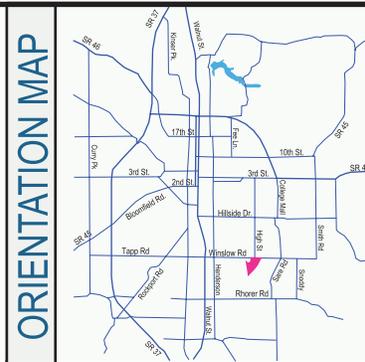
# PART 3: Critical Subareas



**MAP LEGEND**

Urban Residential	New Roadway
Floodplain Study Area	Alternative Transportation Path
Preserve Buffer	Preserve Riparian Buffer
Existing Roadway	Creek

**Goat Farm Subarea**  
Adopted May 18, 2005





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## PART 4: Implementation Strategy

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

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

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

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

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

1. Compact Urban Form Implementation .....	pg 71
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3. Leverage Public Capital Implementation .....	pg 74
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7. Advance Communication and Coordination Implementation .....	pg 78



## PART 4: Implementation Strategy

### Compact Urban Form Implementation

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



## PART 4: Implementation Strategy

### Nurture Environmental Integrity Implementation

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



## PART 4: Implementation Strategy

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



# PART 4: Implementation Strategy

## Leverage Public Capital Implementation

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



# PART 4: Implementation Strategy

## Mitigate Traffic Implementation

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



# PART 4: Implementation Strategy

## Conserve Community Character Implementation

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



# PART 4: Implementation Strategy

## Sustain Economic and Cultural Vibrancy Implementation

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



# PART 4: Implementation Strategy

## Advance Communication and Coordination Implementation

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



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## Introduction

The previous *Master Thoroughfare Plan* for the City of Bloomington was adopted in 1981. Since that time, Bloomington's population has increased from 52,044 to 69,291 according to the Year 2000 Census. More importantly, data gathered from the recently completed *Bloomington/Monroe County Year 2025 Transportation Plan (July 2000)* indicates that traffic congestion is growing at approximately four times the rate of Bloomington's population increase. With that in mind, it is not only important to comprehensively update the Master Thoroughfare Plan, it is even more critical to ensure that the updated plan helps address the City's goal of mitigating traffic congestion and stimulating alternative transportation.

The Master Thoroughfare Plan determines the location and construction standards for all existing and proposed public right-of-ways (IC 36-7-4-506). The requirements of the Master Thoroughfare Plan come into play when a private property owner seeks to expand their property rights (i.e. through subdivision or rezoning petitions) or when a public entity seeks to make an improvement to the public right-of-way.

The transportation network physically links land use activities within the community as well as connects Bloomington to surrounding locations. The Transportation Vision Statement for the City of Bloomington is found in the *Bloomington/Monroe County Year 2025 Transportation Plan (July 2000)*. This vision proposes development of a well-integrated and "all modes" surface transportation system creating a network of streets, bicycle and pedestrian pathways, and greenways that transverse the community, connect activity centers, and link recreation opportunities. The vision encourages actions to reduce dependency upon automobiles and to widen the range of alternative transportation modes.



## PART 5: Master Thoroughfare Plan

The Master Thoroughfare Plan attempts to implement the Transportation Vision Statement through the following mechanisms:

- *Requiring sidewalks for all new streets as well as during the widening of existing streets.*
- *Requiring bike lanes for streets identified as arterials or primary collectors.*
- *Reducing the right-of-way and pavement width for all types of street classifications. More specifically, the 2002 Master Thoroughfare Plan greatly reduces the pavement width standards for neighborhood streets.*
- *Requiring street gutters and storm sewers for all new streets as well as during the widening of existing streets.*

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### Relationship to Other Plans and Regulations

The Master Thoroughfare Plan establishes typical street cross sections including total width, the widths of through, turn and parking lanes, the widths and placement of bicycle and pedestrian facilities, median width, and the widths of border areas composed of landscaping and utilities. The Master Thoroughfare Plan also helps to preserve right-of-way and define construction standards for the transportation improvements contained in the Bloomington/Monroe County Year 2025 Transportation Plan and short-range transportation improvements contained in the *Transportation Improvement Program*. While the long-range transportation plan identifies needed improvements within a period of 25 years to accommodate existing and forecasted development, the horizon year of the Master Thoroughfare Plan is 50 years or more.

The Master Thoroughfare Plan also preserves right-of-way and defines construction standards for the location and types of bicycle and pedestrian facilities defined in the *Alternative Transportation and Greenways System Plan*.

The Master Thoroughfare Plan does not establish rules and procedures for dealing with neighborhood traffic conditions, such as traffic calming mechanisms. These procedures have been established within the City's Neighborhood Traffic Safety Program.

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### Purpose of the Master Thoroughfare Plan

There are five central purposes accomplished in the Master Thoroughfare Plan:

1. **Preservation of right-of-way:** Right-of-way is to be preserved to accommodate existing and future transportation needs (including vehicle, bicycle, and pedestrian needs).
2. **Continuity:** Strive for continuity in the functional, physical and aesthetic character of various classifications of major streets, transit facilities, bicycle facilities and pedestrian facilities.
3. **Preservation of capacity:** Preserve the capacity of major transportation facilities. The plan establishes a rationale for access management based on existing and anticipated development along the major transportation corridors.
4. **Preservation of neighborhood character:** Preserve the character of existing neighborhoods and neighborhood streets. The intent of this plan is not to require existing neighborhood streets to conform to typical cross sections. Traditional neighborhood street character is an important quality that the City must preserve.
5. **Interdepartmental Coordination:** The Master Thoroughfare Plan directs governmental entities responsible for constructing utility and street improvements within the thoroughfare plan network to coordinate all planning and work schedules in order to complete activities in a timely and efficient manner.



### Street Classifications

Streets are classified according to the service function for land use and transportation planning purposes. The primary functions of streets are either to connect destinations or to carry through traffic.

Streets are also important because they are central to defining urban environments. Properly designed streets can help define livable neighborhoods, encourage alternative modes of transportation, as well as enhance the attractiveness of commercial and civic destinations. The typical cross sections and classification description for each street type are illustrated on the following pages.

Streets are functionally classified as “neighborhood” if the primary purpose is to provide access to abutting properties. Streets are functionally classified as “arterials” if the primary purpose is to serve a larger city-wide role by providing a higher degree of mobility. If a street equally serves to provide access to abutting properties and to carry traffic, it is functionally classified as a “collector.” These three primary functional classifications may be further stratified for planning and design purposes. The City of Bloomington street network has been stratified into five groups:

#### Neighborhood Streets

Neighborhood streets have the sole function of providing direct access to abutting land uses and to higher order streets. Neighborhood streets provide the lowest level of mobility and, therefore, generally exhibit the lowest traffic volumes. Through traffic on these streets is deliberately discouraged. The 1981 Thoroughfare Plan defined this type of street classification with pavement widths ranging from 28 to 31 feet and right-of-way widths ranging from 50 to 60 feet. The proposed Thoroughfare Plan greatly narrows both dimensions.

On the Official Thoroughfare Plan Map, a “Neighborhood connecting street” is also identified. Neighborhood connecting streets are indicated in key locations where proposed street connections are necessary to improve neighborhood street circulation.

#### Collectors

Collectors carry low to moderate traffic volumes and provide a greater balance between access and traffic circulation within residential, commercial, and industrial

areas. The characteristics of a collector street are largely related to the density, size, and type of abutting developments. Collectors are classified into the following two subtypes:

- **Secondary collectors:** Secondary collectors refer to streets that collect traffic from streets that are located within neighborhoods. Secondary collectors are typically characterized by larger right-of-ways, greater pavement width, and fewer residential curb cuts in comparison to neighborhood streets.
- **Primary collectors:** *Primary collectors* are streets that typically serve as a link between neighborhood streets and the arterial system. The primary collectors in the City of Bloomington incorporate transit, bicycle and pedestrian facilities within the public right-of-way.

#### Arterials

The arterial street is designed to provide a higher degree of mobility than the collector streets and most often serve longer trips within the city. The arterial street network serves a larger city-wide function facilitating employment generated trips and connecting major destinations such as the downtown district, industrial areas, suburban commercial centers, residential areas, and other key activity centers. The following two subtypes are typical arterial street designations:

- **Secondary arterials:** Secondary arterials serve trips of moderate length and offer a lower level of mobility than do primary arterial streets. This class interconnects with the primary arterials, and distributes traffic to smaller areas. Secondary arterials are typically characterized by moderate to heavy traffic volumes and incorporate transit, bicycle and pedestrian facilities in the public right-of-way.
- **Primary arterials:** Primary arterials are designed to carry the highest traffic volumes within the street network. The primary arterials in the City of Bloomington incorporate transit, bicycle and pedestrian facilities within the public right-of-way. Unlike freeways, primary arterials typically contain at-grade intersections; however, some manner of access control is still highly desirable.

*Note: Within the primary arterial street network, State Road 37 is the only thoroughfare classified as a Freeway/Expressway. This sub-category is characterized by grade-separated intersections, with occasional intersections being signalized for local traffic access.*



### Bicycle/Pedestrian Facility Classifications

In the Thoroughfare Plan, bicycle/pedestrian facilities are identified in order to ensure that the most appropriate facilities are constructed both outside and within the street right-of-way. All of the facilities in this subsection are further detailed in the Alternative Transportation and Greenways System Plan (adopted by the City - October 2001). There are five major bicycle/pedestrian functional classifications:

#### Sidewalk

A hard-surface path within the street right-of-way that is designated for the exclusive use of pedestrian traffic. All new sidewalks will be at least 5 feet wide.

#### Sidepath

A hard-surface path typically located within the right-of-way but physically separated from the street by a tree plot. A sidepath functions as a two-way route for the use of cyclists, pedestrians and other non-motorized users, and may often be substituted for on-street bike lanes. When determining whether a sidepath should be constructed, the number of driveway or intersection cuts onto a street should not exceed eight per mile (approximately 1 intersection per 600 feet). The reason is that bicyclists travelling on sidepaths are not highly visible to motorists turning into and out of these street intersections. All sidepaths will be constructed at a width of 8-10 feet.

#### Signed Bike Route

A route indicating that bicyclists are sharing the street with motor vehicles without having a separate lane designation. Bicycle routes must be heavily signed (including pavement signage) along the street to alert motorists to the presence of bicyclists.

#### Bike Lanes

separate lane within the street designated and designed for the exclusive use of bicycles with distinct signage and pavement markings. For the safety of bicyclists, a bike lane must be continued through to the approaching intersection and should not be merged with the travel lanes. Bike lanes must be 4-5 feet in width.

#### Multi-use Trail

An off-road pathway designed for the use of bicyclists, pedestrians, and other non-motorized traffic. Multi-use trails are typically located along floodways, major utility corridors and converted rail lines. Multi-use trails vary in surfacing and design width, depending on topography and environmental constraints. However, arterial level multi-use trails are 12 feet wide, with 2 foot shoulders on either side.

*Note: Multi-use trails may be classified as Greenways because of their typical location in natural areas or areas of environmental sensitivity.*



# PART 5: Master Thoroughfare Plan

## Typical Cross Sections Introduction

On the following pages are typical cross sections and text descriptions for:

1. Existing Core Neighborhood ..... pg 84
2. Neighborhood Streets ..... pg 85
3. Secondary Collectors ..... pg 86
4. Primary Collectors ..... pg 87
5. Secondary Arterials ..... pg 88
6. Primary Arterials ..... pg 90

Each of these sections states the typical characteristics, priorities for the right-of-way, and examples of traffic management features. Pictures and illustrations are included to better depict the “typical” features of each type of street.

### Typical Street Cross Section Standards Overview

For quick reference, the below table notes the typical cross section standards by road classification.

### Typical Street Cross Section Standards

Functional Class	Minimum Right-of-Way	Number of Moving Lanes	Number of Parking Lanes	Median Divider	Pavement Cross Section					Border Section	
					Through Lanes	Auxiliary Lanes	Parking Lanes	Bike Lane	Curb & Gutter (each side)	Tree Plot	Sidewalk (each side)
Neighborhood Street	50'	2	1 if density requires	None	10'	None	8'	None	6"	4.5'	5'
Secondary Collector	55'	2	1 if density requires	None	11'	None	8'	None	6"	6.5'	5'
Primary Collector	65'	2	1 if density requires	None	11'	None	8'	4' (b)	6"	7.5'	5'
Secondary Arterial	80' (a)	2	1 if density requires	14' (c)	12'	12'	8'	4' (b)	6"	7.5'	5'
Primary Arterial	100' (a)	4	1 if density requires	14' (c)	12'	12'	8'	4' (b)	6"	7.5'	5'

- Notes: (a) Wider right-of-way near intersections might be required for turn lanes. Right-of-way may be reduced in built out areas.  
 (b) An 8' sidepath accommodating both bicycle and pedestrian traffic may be substituted provided the street has a limited number of access points or is located in a low-density area.  
 (c) A 14' left-turn lane might be required when a median does not provide traffic separation.



## PART 5: Master Thoroughfare Plan

### Existing Core Neighborhood Streets

The core neighborhood streets in Bloomington represent a high percentage of the total road mileage in the area surrounding the downtown. Many of these streets are quite narrow in width in comparison to the neighborhood streets that were constructed in the past few decades. The cross-sections of the existing core neighborhood streets are considered an important element of the residents' living environment and often serve as a meeting place for residents. It should be noted that many of these streets feature cross-sections different from what is outlined in the following pages. In order to preserve neighborhood fabric, existing core neighborhood streets shall not be required to conform to the cross section standards that are being proposed for more suburban environments.

#### Typical Characteristics of a Existing Core Neighborhood Street:

- *Total right-of-way – varies*
- *Travel lane widths – typically 8 to 10 feet*
- *On-Street parking included*
- *Bike lanes – no lanes are included because of lower traffic volumes and speed*
- *Sidewalks and street trees vary; often there is not enough room for both elements*

#### Priority For the Right-of-Way:

- *Primary Priority Elements*
  - *On-Street parking*
  - *Residential access*
  - *Neighborhood preservation*
- *Secondary Priority Elements*
  - *Width of travel lanes*
  - *Sidewalks*
- *Examples of Traffic Management Features*
  - *On-street parking*
  - *Street trees*
  - *Narrower travel lanes*
  - *Reduced pedestrian crossing distances at intersections (using curb extensions and other measures if necessary)*
  - *Traffic circles*



*Jackson Street at 3rd Street looking north*



*Waldron Street at 6th Street looking south*



*William Street at 9th Street looking south*



## PART 5: Master Thoroughfare Plan

### Neighborhood Streets

The typical cross section for neighborhood streets is indicated in Figure 1. Neighborhood streets in Bloomington carry low traffic volumes due to their narrow width and high number of signed intersections. Since the traffic volumes are considerably lower than on collector streets, designated bike routes and striped bike lanes are not typically found on neighborhood streets. It should be noted that many existing neighborhood streets will feature cross-sections different from what is outlined below. In order to preserve neighborhood fabric, existing streets shall not be required to conform to these cross section standards.

#### Typical Characteristics of a Neighborhood Street:

- Total right-of-way – 50 feet
- Travel lane widths – 10 feet
- On-Street parking not included (8 foot parking lane(s) may be added for higher density developments with limited on-site parking)
- Bike lanes – no lanes are included because of lower traffic volumes and speed
- Sidewalk, street trees and 5 foot utility area included
- Storm sewers, gutters and curbing (new streets only)

#### Priority For the Right-of-Way:

- Primary Priority Elements
  - Residential Access
  - Sidewalks
  - Street Trees
- Secondary Priority Elements
  - Width of travel lanes
  - On-street parking

#### Traffic Management Features:

- On-street parking
- Street trees
- Narrower travel lanes
- Reduced pedestrian crossing distances at intersections (using curb extensions and other measures if necessary)
- Traffic circles



Woodlawn Avenue at Hunter Street looking north

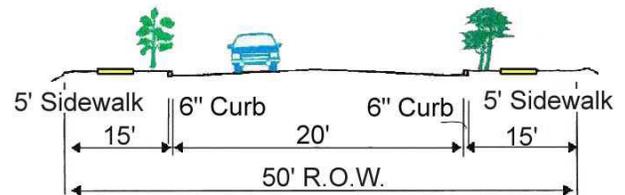


Figure 1: Typical Neighborhood Street Cross Section



University Street at Park Avenue looking east



## PART 5: Master Thoroughfare Plan

### Secondary Collectors

The typical cross section for a secondary collector street is indicated in Figure 2. Since secondary collectors in Bloomington typically carry less than 3,000 vehicles per day, some streets may require bike route signage in order to alert drivers to share the road. The Alternative Transportation and Greenways System Plan along with the Bicycle and Pedestrian Safety Commission will help to identify those routes that are most accommodating to bicyclists and interconnect with other bicycle facilities.

#### Typical Characteristics of a Secondary Collector:

- Total right-of-way – 55 feet
- Travel lane widths – 11 feet
- Bike lanes – no lanes are included because of low traffic volumes and speed (designated bike routes and pavement signage will be used where appropriate).
- On-street parking not included (8 foot parking lane(s) may be added for higher density developments with limited on-site parking)
- Sidewalk, street trees and 5 foot utility area included

#### Priority For the Right-of-Way:

- Primary Priority Elements
  - Sidewalks with transit access
  - Street Trees
  - Signage of bike routes where designated
- Secondary Priority Elements
  - Width of travel lanes
  - On-street parking

#### Traffic Management Features:

- On-street parking
- Street trees
- Narrower travel lanes
- Reduced pedestrian crossing distances at intersections (using curb extensions and other measures if necessary)
- Traffic circles



Allendale Drive at Winslow Road looking south

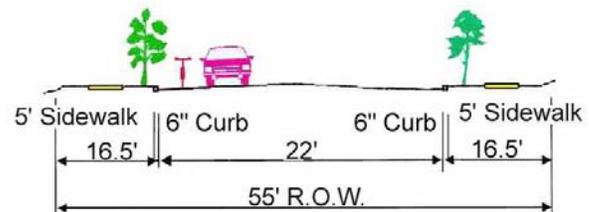


Figure 2: Typical Secondary Collector Cross Section



E. Covenant Drive at Clarizz Boulevard looking west



## PART 5: Master Thoroughfare Plan

### Primary Collectors

The typical cross section for a primary collector street is indicated in Figure 3. Since primary collector streets in Bloomington typically carry between 3,000 to 10,000 vehicles per day, bike lanes that interconnect with signed bike routes and neighborhood streets are required. In lieu of bike lanes, an 8 foot sidepath may be considered on one side of the street provided the street has a limited number of access points or is located in a low-density area.

#### Typical Characteristics of a Primary Collector:

- Total right-of-way – 65 feet
- Travel lane widths – 11 feet
- Bike lanes – 4 foot (an 8 foot sidepath may be substituted if appropriate)
- On-street parking not included (8 foot parking lane(s) may be added for higher density developments with limited on-site parking)
- Sidewalk, street trees and 5 foot utility area included

#### Priority For the Right-of-Way:

- Primary Priority Elements
  - Sidewalks with transit access
  - Street Trees
  - Bike lanes (or other bicycle facilities)
- Secondary Priority Elements
  - Number and width of travel lanes

#### Traffic Management Features:

- Street trees
- High visibility cross-walks
- Narrower travel lanes
- Reduced pedestrian crossing distances at intersections (using curb extensions and other measures where appropriate)
- Roundabouts



N. Washington Street at 6th Street looking north

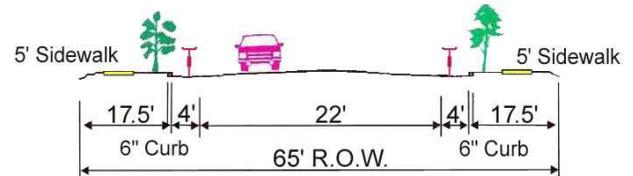


Figure 3: Typical Primary Collector Cross Section



Monroe Street at 14th Street looking south



## PART 5: Master Thoroughfare Plan

### Secondary Arterials

The typical cross section for a secondary arterial street is indicated in Figure 4. These two-lane divided streets in Bloomington typically carry between 10,000 to 20,000 vehicles per day (depending upon the number of traffic signals per mile). A median of 14 feet provides motorists with a left-turn lane into and out of the arterial street.

Due to higher traffic volumes, 4 foot bike lanes that interconnect with signed bike routes and neighborhood streets are required. In lieu of bike lanes, an 8 foot sidepath may be considered on one side of the street provided the street has a limited number of access points or is located in a low-density area.

#### Typical Characteristics of a Secondary Arterial:

- Total right-of-way – 80 feet
- Median width – 14 feet or wider
- Travel lane widths – 12 feet
- Bike lanes – 4 foot lanes (an 8 foot sidepath may be substituted if appropriate)
- On-street parking not included (8 foot parking lane(s) may be added for higher density developments with limited on-site parking)
- Sidewalk, street trees and a utility area included

#### Priority For the Right-of-Way:

- Primary Priority Elements
  - Sidewalks with transit access
  - Tree plots
  - Bike lanes (or other bicycle facilities)
- Secondary Priority Elements
  - Width of travel lanes
  - Median
  - Left-turn lanes

#### Traffic Management Features:

- Street trees and landscaped medians
- Narrower travel lanes
- Reduced pedestrian crossing distances at intersections
- Roundabouts
- Acceleration and deceleration lanes
- Wider turning radius at intersections and access points
- Synchronization of traffic signals



Kinser Pike with the golf course to the left looking south

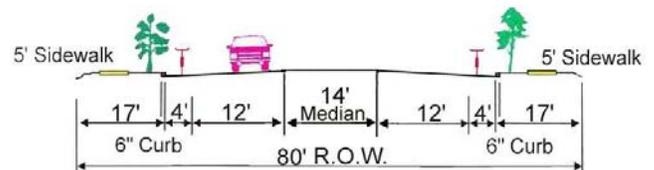


Figure 4: Typical Secondary Arterial Cross Section

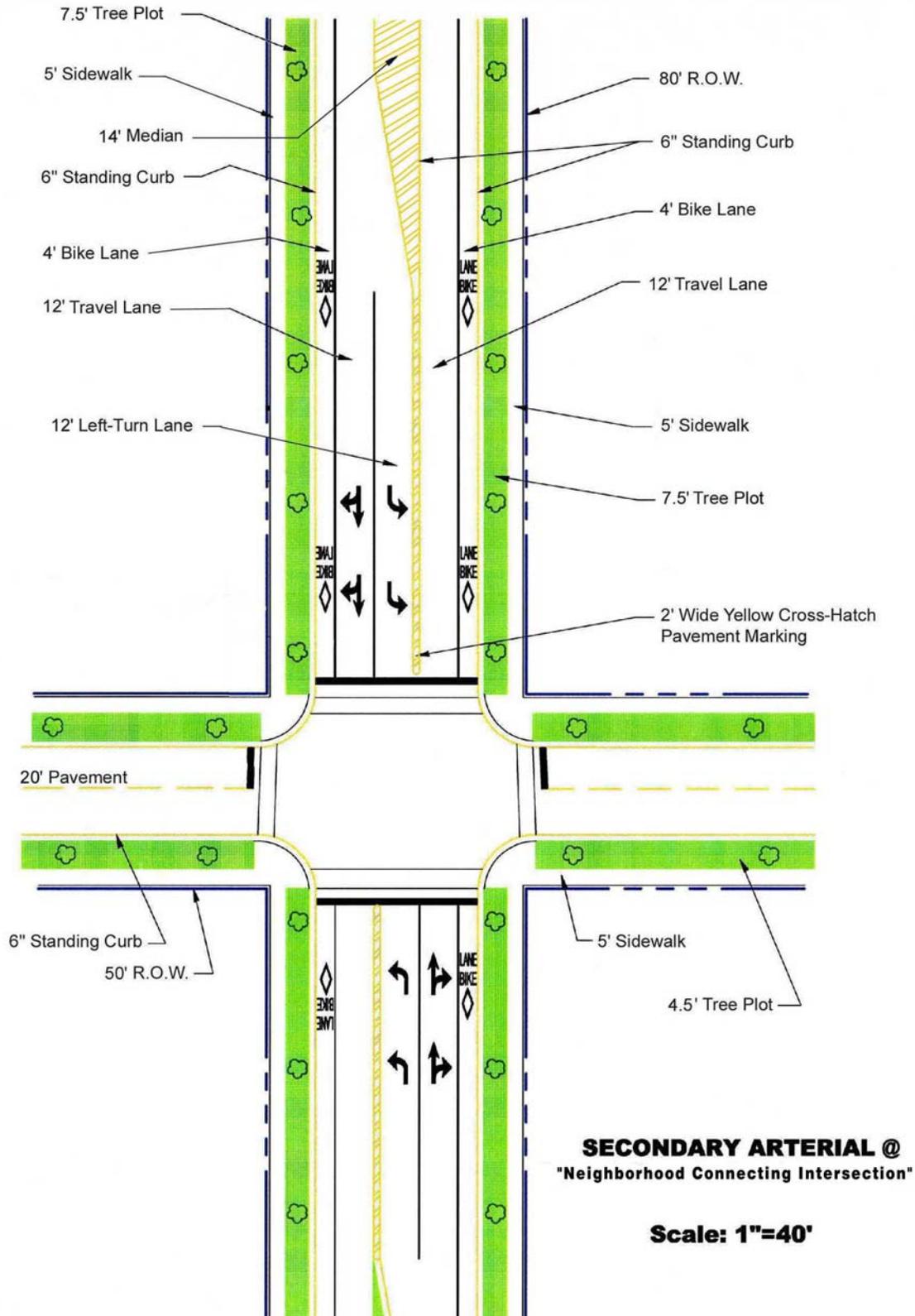


10th Street at Fee Lane looking east



## PART 5: Master Thoroughfare Plan

Shown here is a typical plan view of a secondary arterial intersecting with a neighborhood connecting street. This figure illustrates the treatment of an on-street bike lane as it passes through this type of intersection. This figure also illustrates the transition from a continuous median to a left-turn lane as the intersection is reached.





## PART 5: Master Thoroughfare Plan

### Primary Arterials

The typical cross section for a primary arterial street is indicated in Figure 6. This four-lane divided street can typically carry over 20,000 vehicles per day (depending upon the number of traffic signals per mile). Due to this higher traffic volume, a continuous turn lane (with or without a median barrier) is recommended. A median of 14 feet provides motorists with a left-turn lane into and out of the arterial street.

Due to higher traffic volumes, 4 foot bike lanes that interconnect with signed bike routes and neighborhood streets are required. In lieu of bike lanes, an 8 foot sidepath may be considered on one side of the street provided the street has a limited number of access points or is located in a low-density area.

#### Typical Characteristics of a Primary Arterial:

- Total right-of-way – 100 feet
- Median width – 14 feet or wider
- Travel lane widths – 12 feet (4 lanes)
- Bike lanes – 4 foot or wider (an 8 foot sidepath may be substituted if appropriate)
- On-street parking not included (8 foot parking lane(s) may be added for higher density developments with limited on-site parking)
- Sidewalk, street trees and a utility area included

#### Priority For the Right-of-Way:

- Primary Priority Elements
  - Sidewalks with transit access
  - Street trees
  - Bike lanes (or other bicycle facilities)
- Secondary Priority Elements
  - Number and width of travel lanes
  - Median

#### Traffic Management Features:

- Streets trees and landscaped medians
- Consolidated driveways
- Reduced pedestrian crossing distances
- Roundabouts
- Acceleration and deceleration lanes
- Synchronization of traffic signals



Walnut Street and College Avenue at State Road 45/46 Bypass looking south

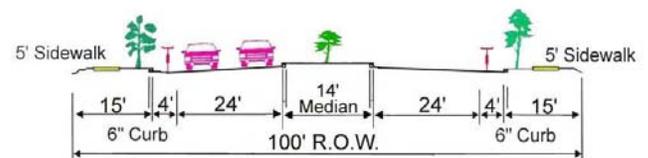


Figure 6: Typical Primary Arterial Cross Section

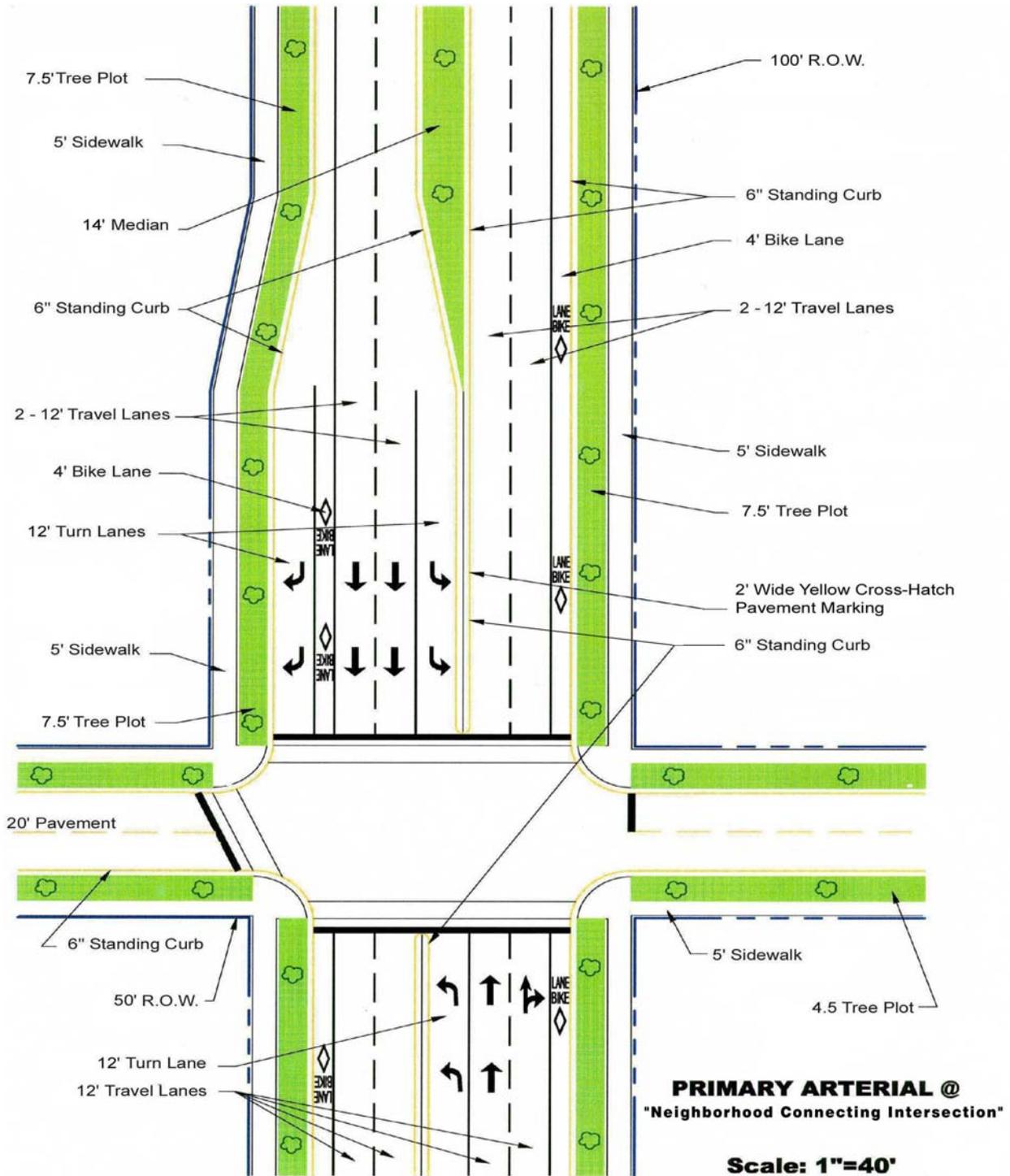


Winslow Road and High Street Roundabout looking east



## PART 5: Master Thoroughfare Plan

Shown here is a typical plan view of a primary arterial intersecting with a neighborhood connecting street. This figure illustrates the treatment of an on-street bike lane as it passes through this type of intersection. This figure also illustrates the treatment of the continuous center-turn lane as it becomes an exclusive left-turn lane. In addition, 10 feet of right-of-way has been added to accommodate a separate right-turn lane. In the case of these right-turn lanes, separate lanes are required where the right-turn volume exceeds 300 vehicles per hour. Right-turn lanes will most often be required at arterial street intersections.





# PART 5: Master Thoroughfare Plan

## Official Thoroughfare Plan Map

The Official Thoroughfare Plan Map specifically highlights all streets functionally designated as secondary collector and above. Neighborhood streets are shown on the Thoroughfare Plan Map in order for the reader to better understand the overall Bloomington street network. In a few instances, the Thoroughfare Plan Map shows local connecting streets in order to identify key missing connections in the neighborhood street network.

### Reading the Map

There are two types of primary arterial streets indicated on the Thoroughfare Plan Map – Freeway/Expressways and Urban Corridors. State Road 37 is the only classified freeway/expressway in the map’s jurisdiction. There are numerous urban corridors in the jurisdiction, examples of which include Walnut Street, 3<sup>rd</sup> Street, and College Mall Road.

Secondary arterials, which carry reduced amounts of traffic and are not divided facilities, are also numerous throughout the jurisdiction. Examples of this classification include Hillside Drive, Henderson Street, and Rogers Street. Primary collectors, which carry both through traffic and neighborhood traffic, are represented by such streets as Jordan Avenue, Dunn Street, and High Street. The most typical thoroughfare located proximate to neighborhoods is the secondary collector, examples of which include Covenant Drive, Morningside Drive, and Woodlawn Avenue. Examples of Neighborhood streets are University Street and Jordan Avenue. Examples of Core Neighborhood streets are Madison Street, Fairview Street and Maple Street.

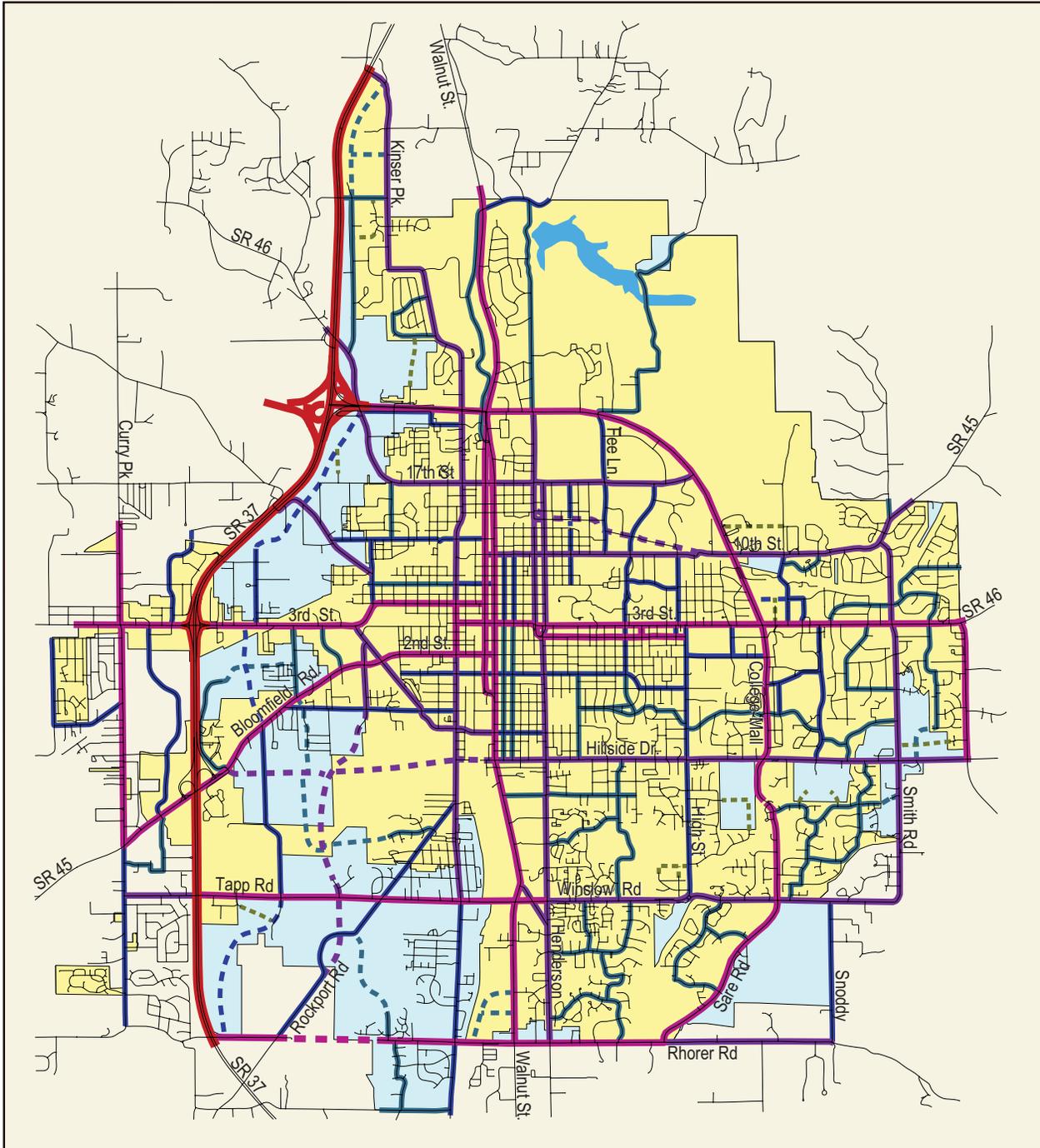
### Thoroughfare Designation Guidelines

Classification Criteria	Thoroughfare Designation			
	Collector	Secondary Arterial	Primary Arterial	Freeway/Expressway
Trip Distance	Provides for short-distance (< 3 miles) traffic movement between neighborhood and arterial systems.	Provides for moderate-distance traffic movement (about 3 miles) within Bloomington and between Bloomington and adjacent communities.	Provides for long-distance traffic movement (+3 miles) between Bloomington and other communities within the metropolitan area.	Provides for long-distance traffic movement (+ 3 miles) between Bloomington and other metropolitan areas.
Access Control	Provides direct access to abutting land uses and some access control through the spacing and location of driveways and intersections.	Partial access control: moderate service to abutting land uses. Access control through raised medians, and the spacing and location of driveways and intersections.	Limited access control: very limited service to abutting land uses. Access control through frontage roads, raised medians, and the spacing and location of driveways and intersections.	Full access control: no service to abutting land uses. Access points limited to other freeways and arterials with a minimum interchange spacing of 1 mile.
Traffic Separation	Opposing traffic flows are generally unseparated.	Opposing traffic flows are physically separated by a raised median or continuous left-turn lane. Collector and arterial cross streets are signalized as well as major development entrances.	Opposing traffic flows are physically separated by a raised median. Collector and arterial cross streets are signalized.	Opposing traffic flows are physically separated and cross streets are grade-separated except that expressways may have at-grade signalized intersections at least 1 mile apart.
Signalization	Traffic signals exist for those intersections where an arterial street crosses a collector.	Traffic signals are coordinated for progressive movement	Traffic signals are coordinated for progressive movement	not applicable
Traffic Volumes	3,000 to 10,000 average daily trips	10,000 to 20,000 average daily trips	Over 20,000 average daily trips	Over 20,000 average daily trips
Speed	≤ 35 miles per hour	≥ 35 miles per hour	≥ 35 miles per hour	55 to 65 miles per hour
Number of Lanes	2-lane undivided	2-lane divided	4-lane divided	2+ lanes in each direction
Land Use Linkages	Main neighborhood interior streets	Secondary activity centers: occasionally form neighborhood boundaries	Major activity centers and the downtown core; usually form neighborhood boundaries	Major activity centers and the downtown core
Ideal spacing (same type of roadway)	.25 to .50 mile	0.75 to 1 mile	1.5 to 2 miles	Variable, not less than 3 miles
Percent of System (for each classification)	5 to 10%	5 to 10%	5 to 10%	0 to 5%

Source: Bernardin, Lochmueller & Associates, Inc.



# PART 5: Master Thoroughfare Plan



**MAP LEGEND**

Freeway/Expressway	Proposed Secondary Arterial
Primary Arterial	Proposed Primary Collector
Secondary Arterial	Proposed Secondary Collector
Primary Collector	Proposed Local Street
Secondary Collector	Municipal Boundary
Local Street	Additional Planning Jurisdiction
Proposed Primary Arterial	

**Master Thoroughfare Plan Map**  
Prepared by: Ground Rules, Inc



### Access Control Guidelines

In addition to specifying cross sections for each major type of street classification, the Thoroughfare Plan also identifies access control measures that should be utilized for the design of new streets as well as widened facilities. Incorporating such measures provides a higher level of safety for motorists, bicyclists, and pedestrians. Outlined below is a list of access management guidelines that should be incorporated into the City's development review ordinances.

#### Neighborhood Streets

The location, spacing and driveways on neighborhood streets is controlled through the issuance of neighborhood street cut permits. In the case of new subdivisions, driveway spacing and location should be reviewed during the initial development review process.

#### Primary and Secondary Collectors

Access control on collectors is achieved by the spacing and location of driveways and intersections, primarily through the street cut permit process. While there is no limitation on the frequency of driveways, commercial driveways should be no closer than 200 feet to the approach of an existing signalized intersection.

#### Secondary Arterial

For extended or new secondary arterials on new right-of-way, access control is achieved through the raised median. Median crossovers and crossroad intersections along new or extended secondary arterials should be no closer than 600 feet, and those median crossovers or intersections anticipated to be signalized should be no closer than 1200 feet. However, driveway spacing may be closer than 600 feet, provided no driveway exit is within 200 feet of the approach to an existing signalized intersection. Frontage/service roads, rear lot access or joint driveways are encouraged to reduce the frequency of commercial driveways, and frontage roads are essential when single-family development faces the extended or new secondary arterial.

In the case of secondary arterials that are widened or reconstructed along existing right-of-way, access rights have already been established and new or reconstructed driveways are controlled through "access by permit."

Nevertheless, efforts should be made to reduce the number of median crossovers and the number of driveways in the driveway permit process through:

- *Construction of a raised median so that left-turns out of abutting properties are prohibited and that access to abutting properties is limited to right-in/right-out movements. Left-turns from the arterial into the abutting properties may be desirable for high traffic generators. The retrofitting of a raised median is most appropriate in congested areas near signalized intersections where frequent high volume commercial driveways create safety and traffic operational concerns.*
- *Consolidation of driveways through joint use driveways.*

#### Primary Arterials

For extended or new primary arterials on new right-of-way, limited access is highly desirable. Access control on the primary arterial is achieved through the raised median. Median crossovers, crossroad intersections or driveways along new or extended primary arterials should be no closer than 600 feet. Those driveways or intersections anticipated to be signalized should be no closer than 1200 feet. Frontage/service roads, rear lot access or joint driveways should be used so that proper spacing of crossroad intersections is achieved. In particular, driveways from single-family development onto new or extended primary arterials should be prohibited.

In the case of primary arterials that are widened along existing right-of-way, access rights are already established and the location and design of driveways is controlled by the driveway permit. Nevertheless, efforts should be made to reduce the number of median crossovers and the number of driveways through the following measures:

- *Closure of median cuts so that left-turns out of abutting properties are prohibited and access to abutting properties is limited to right-in/right-out movements. Left-turns from the arterial into abutting properties may be desirable for high traffic generators.*
- *Consolidation of driveways through frontage/service roads and joint use driveways.*
- *Provision of rear access to properties from parallel neighborhood streets in office, retail, commercial, and/or industrial areas.*
- *Provision of appropriate rear access, in addition to street access from the arterial roadway. This will allow neighborhood access to retail and service uses without the necessity of having to use the arterial street.*



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## APPENDIX B: Glossary



## APPENDIX B: Glossary (continued)

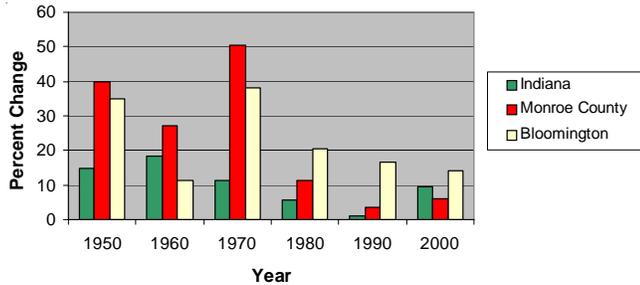


# APPENDIX C: Community Demographic Profile

## Population Change

The population of Bloomington and Monroe County both continue to grow steadily. Figure 1 illustrates that both the city and the county have experienced long term growth. Monroe County's population is a representation of the county's population in addition to the City of Bloomington's population. With the exception of the 1950-1960 decade, Bloomington and Monroe County have outpaced the rate of population growth in the State of Indiana as a whole. For the period between 1980 to 2000, Bloomington has increased in population by approximately 17,300 people, while Monroe County's population increased by an additional 4,500 people. In the last decade, Bloomington comprised 75% of the total county growth by adding approximately 8,700 new residents in contrast to the county's 2,800 people. Figure 2 displays the population trends over the last 60 years for the State of Indiana, Monroe County, and the City of Bloomington.

**Figure 1: Percent Change in Population**



**Figure 2: Historical Population Trends**

HISTORICAL POPULATION TRENDS						
YEAR	INDIANA		MONROE COUNTY		BLOOMINGTON	
	POPULATION	% CHANGE	POPULATION	% CHANGE	POPULATION	% CHANGE
1940	3,427,796		36,534		20,870	
1950	3,934,224	14.77	50,080	37.08	28,163	34.95
1960	4,662,498	18.51	59,225	18.26	31,357	11.34
1970	5,195,000	11.42	85,221	43.9	43,262	38
1980	5,490,000	5.7	98,785	15.9	52,044	20.3
1990	5,544,139	0.99	108,978	10.32	60,633	16.5
2000	6,080,485	9.67	120,563	10.63	69,291	14.28

Figure 3 below displays the City of Bloomington as a proportion of Monroe County. Bloomington accounts for more than half of Monroe County in the categories of Population, Dwelling Units, and Households. Figure 4 illustrates the changes in households and dwelling units, which accompanied population growth. Both households and dwelling units grew much more rapidly than population. The formation of new households, as well as the growth of single family households, heavily weighted this change. Bloomington's share of population, dwelling units, and households have all

grown from the period of 1970 to 2000. This can be attributed to the growth of Indiana University's enrollment, as well as through annexation that has occurred during that time.

**Figure 3: Bloomington as a Percent of Monroe County**

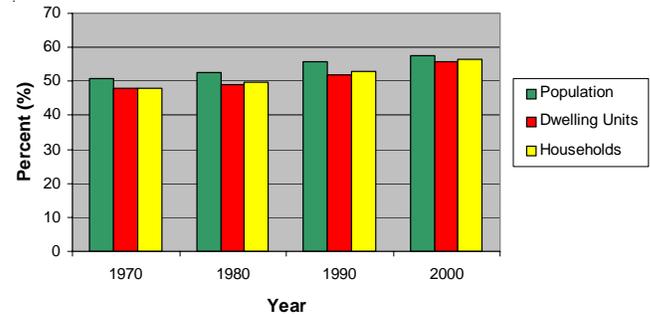


Figure 4 below also illustrates annual growth rates occurring in population, dwelling units and households. During this period, persons per household have continually decreased in both Monroe County and Bloomington. Decrease in household size is a national trend not unique to Bloomington. In the period between 1990 and 2000, Bloomington has outpaced Monroe County in the decrease of persons per household. Decreasing household sizes are more common in urban areas as opposed to rural communities.

**Figure 4: Historical Change in Population, Dwelling Units and Households**

HISORICAL CHANGE: POPULATION, DWELLING UNITS AND HOUSEHOLDS				
	MONROE COUNTY			
	1970	1980	1990	2000
POPULATION	85221	98785	108978	120563
DWELLING UNITS	26738	36213	41948	50846
HOUSEHOLDS <sup>1</sup>	25045	33952	39351	46898
PERSONS PER HOUSEHOLD <sup>2</sup>	3.4	2.91	2.77	2.57
BLOOMINGTON				
	1970	1980	1990	2000
POPULATION	43262	52044	60633	69291
DWELLING UNITS	12799	17708	22025	28400
HOUSEHOLDS <sup>1</sup>	12040	16940	20983	26468
PERSONS PER HOUSEHOLD <sup>2</sup>	3.59	3.07	2.89	2.62
BLOOMINGTON AS A % OF MONROE				
	1970	1980	1990	2000
POPULATION	50.76	52.68	55.64	57.47
DWELLING UNITS	47.87	48.9	52	55.85
HOUSEHOLDS <sup>1</sup>	48.07	49.89	53	56.44
PERSONS PER HOUSEHOLD <sup>2</sup>	N/A	N/A	N/A	N/A

<sup>1</sup> Households equal occupied dwelling units  
<sup>2</sup> Includes group quarters population



**Population Forecasts**

From a land use planning prospective, absolute increase in population is less meaningful than the impact of population change upon housing development and upon demand for retail goods and public services. However, traditional forecasts of population are used to establish a growth rate, which in turn is used to allocate housing units.

The Bloomington planning jurisdiction encompasses an area larger than the corporate boundary. Because census geography follows corporate boundaries, population forecasts for the planning jurisdiction have two questions that need to be answered – How much is the population expected to change and how much of this change can be expected in the area beyond the corporate boundary?

**Figure 5: Bloomington Planning Jurisdiction Population and Dwelling Unit Growth 1980-1990 and Proportion Share Increase 1990-2010**

BLOOMINGTON PLANNING JURISDICTION POPULATION AND DWELLING UNIT GROWTH 1980-1990 PROPORTION SHARE INCREASE 1990-2010				
	MONROE COUNTY	BLOOMINGTON	BLOOMINGTON PLANNING JURISDICTION	
<b>POPULATION</b>				
1980	98,785	52,044	72,756 <sup>1</sup>	
1990 <sup>2</sup>	108,978	60,633	80,262	
<b>FORECAST</b>				
2000 <sup>3</sup>	113,755	63,291	69,291	83,781
2010	115,732	64,391		85,237
<b>DWELLING UNITS</b>				
1980	36,213	17,708	26,358 <sup>4</sup>	
1990	41,948	22,025	30,532 <sup>5</sup>	
<b>FORECAST</b>				
2000 <sup>6</sup>	48,591	27,394	28,400	35,367 <sup>5</sup>

{xxxxxx} Denotes Actual Value

<sup>1</sup> Estimated based upon 1978 Land Use Survey of housing count and 1980 census. See Bloomington Area Transportation Study Survey; Summary Report; Long Range Transportation and Land Use Study.

<sup>2</sup> Adjusted for 1990 census counts.

<sup>3</sup> Population Projections 1988 Indiana Business Research Center, adjusted to account for 1990 census assumes same rate of growth as 1988 projection. Bloomington proportionate share of county's 1990 rate of growth 4.3837% and 1.7374% for Monroe County.

<sup>4</sup> Bloomington planning jurisdiction maintains 1980 proportionate share at 73.65% of Monroe County.

<sup>5</sup> Maintains constant share at estimated 1980 level of 72.79% of Monroe County.

<sup>6</sup> Assumes same rate of increase from 1990 to 2010 as from 1980 to 1990.

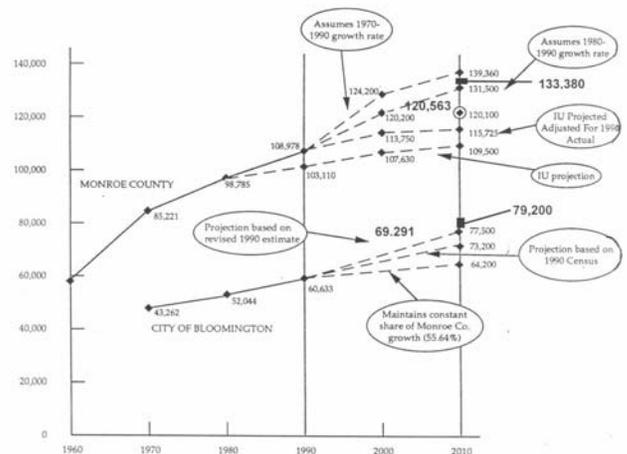
Figure 5 illustrates the basic data used to forecast population between 1990-2010. This population forecast is based upon population forecasts prepared by the *Indiana University Business Research Center (IBRC); School of Business; Indiana University*. IBRC's 1988 series of projections are used as the basis, then adjusted to reflect the 1990 population totals from the census. Using a count of housing units estimated for the Bloomington planning jurisdiction, a proportion of housing units are distributed to Monroe County, Bloomington City, and finally to the Bloomington planning jurisdiction for 1980 and 1990. This table also shows the year 2000 and actual population values for

Bloomington and Monroe County in brackets {xxxxxx}. Figure 5 shows that the previous projections have underestimated the actual growth in population. Several factors can be attributed to this higher growth rate. Indiana University's student enrollment has reached an all-time high. Also, annexation has occurred over the last ten years to increase the land area of the City.

Data also shows that the spatial distribution of population and dwelling unit growth continued at a slightly higher rate. Development, and especially housing development, is being drawn to lower costs of undeveloped land on the urban periphery beyond the corporate boundaries. Thus the principle of Compact Urban Form is ever more important. By better managing community growth, offering density incentives, and focusing on redevelopment, trends toward wider spatial distribution of development can be changed.

Figure 6 establishes some of the critical parameters for future population growth in Monroe County. The alternative population projections reflect differing assumptions based on different growth rate projections. Current figures based on the 2000 census points out that the County population (120,563) is slightly under the trend of the highest growth rate. The City's population (69,291) is above the lowest projection for the growth of population. Projections after the Census 2000 update would put the 2010 population for Monroe County at 133,380. The City's population projects to 79,200. This would exceed the projections previously done. Again, this stresses the importance of progressive land use planning and optimization of remaining available tracts of land.

**Figure 6: Monroe County Population Growth Assumptions**





## APPENDIX C: Community Demographic Profile (continued)

Figure 7 provides refinement of these projections by slightly altering the assumptions upon which the projections are based. Initial projections from 1990 indicated that Monroe County would exceed 120,000 people in 2010. Current statistics already show Monroe County at 120,563 people, with 133,380 people projected for 2010 based on current growth rates. Unless current planning policies are changed, development will be forced out of the planning jurisdiction as developable land area continues to decrease in the City planning jurisdiction.

**Figure 7: Monroe County Population Forecast 1990-2010**

### MONROE COUNTY POPULATION FORECAST 1990-2010

1980	1990		2000	ABSOLUTE	2010	ABSOLUTE
98,785	108,978	A	117,255	{+8277}	120,642	{+3387}
		B	117,492	{+8514}	119,533	{+2041}
		C	117,255	{+8277}	120,894	{+3639}
		D	<b>120,563</b>	<b>{+11,585}</b>	<b>133,380</b>	<b>{+12,817}</b>

- A Assumes IU student enrollment increases are reduced by 40% from the prior decade in the 1990 to 2000 period and stabilized thereafter. Assumes 1980 to 1990 growth rate applies to 1990 to 2000 period decreases thereafter to 50% of the prior growth rate.
- B Assumes IBRC projected 1990-2000 growth rate but decrease the level of net migration to zero from 1980 as indicated in the based 1988 projection series of the period 1995-2000. Growth rate projection by IBRC for 2000 to 2010 period. Both adjusted for 1990 actual count.
- C Assume series for 1990 to 2000 absolute increase, IBRC annual projected rate of increase for the 1990 to 2010 period.
- D Actual Census 2000 Figures with projection.

