City of Bloomington
Comprehensive Plan

Draft June 2017
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introduction & executive summary

Purpose of the Bloomington Comprehensive Plan
The Bloomington Comprehensive Plan is the city’s long-range plan for land use and development. It is a set of goals, policies, maps, illustrations, and implementation strategies that state how the City of Bloomington should address development: physically, socially, and economically. This is the third edition of the City’s comprehensive plan; it renames and replaces the Growth Policies Plan of 2002, which in turn replaced the Growth Policies Plan of 1991.

While the Bloomington Comprehensive Plan has a horizon of 2040, it should be reviewed periodically and updated regularly in response to land use trends, changes in population, or any significant events that may affect Bloomington’s future. These updates will ensure that the Plan and its individual elements remain relevant.

The Plan establishes the framework and provides direction for City elected and appointed officials and staff to make decisions regarding the desired location and intensity of growth, development and redevelopment opportunities, transportation facilities, parks, and other public services. Methods to help create a healthy local economy, actions to protect the natural environment, and providing equitable access to housing and delivery of public services are also integral parts of the Plan.

The plan also provides a similar framework for coordination and collaboration with other agencies and organizations over a wide range of topics. The City of Bloomington recognizes the services Monroe County provides to residents and the mutual benefits gained through regular coordination and collaboration.

Comprehensive Plan Mandate
Indiana State Statute (IC 36-7-4-501) provides for a comprehensive plan prepared by each Plan Commission to promote the public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development.
Per IC 36-7-4-502, a comprehensive plan must contain:
• a statement of objectives for the future development of the jurisdiction;
• a statement of policy for the land use development of the jurisdiction; and
• a statement of policy for the development of public ways, public places, public lands, public structures, and public utilities.

Indiana State Statute (IC 36-7-4-503) allows incorporation of additional sections to address issues and goals distinctive to the jurisdiction, including, but not limited to, natural features, parks and recreation, economic development, multimodal transportation, and redevelopment opportunities.
Public Input
In October 2011 the City announced ImagineBloomington, a rigorous public outreach process, as the initial step in developing and adopting a new planning guide. ImagineBloomington’s purpose was to review the City’s existing 2002 Growth Policies Plan to determine what modifications may be necessary as Bloomington continues to grow and change.

The first aspect was a visioning process. A 25-member steering committee advised staff on community engagement efforts, helped to identify key groups and emergent topics for discussion, and helped process public input to develop a Vision Statement. The Steering Committee was comprised of elected officials, board and commission members, local agency members, and area residents. A time horizon of 2040 was set to help facilitate the development of “big picture” ideas to consider. A little over two years later, the City Council adopted a new Vision Statement through Resolution 13-01. This significant milestone was made possible through collaboration and community engagement.

Various community outreach tools informed, engaged, and allowed residents to participate in developing this plan. Typically, before each public meeting or event, a city press release announced the purpose, date, and location(s). Social media replicated these announcements. Online forums and surveys mimicked these events or meetings so residents could participate if they were not able to attend in person. All steering committee meetings were open to the public, and staff provided updates to other City Boards and Commissions as another means to inform and engage residents. Feedback received was meaningful and pertinent throughout the process. Staff incorporated changes and included new ideas as the process moved forward in developing both the Vision Statement and the Comprehensive Plan. Community involvement has been central.

The adoption processes of the Vision Statement and Comprehensive Plan offered further opportunities for community involvement. First, the components needed to receive approval by the Plan Commission. The Plan Commission meetings offered occasions for residents to make comments and suggestions for the Commission to consider. Once the Plan Commission approved these documents, which often included amendments, the City Council did a similar review and approval. This phase offered residents a chance to comment and make suggestions.

How to Use this Plan
The Bloomington Comprehensive Plan is a long-range initiative to guide the future of the City in a way that reflects our particular challenges and unique characteristics. It represents the first step in a journey. The Plan should be used to assist the mayor, City Council, Plan Commission, and City staff to ensure that development decisions are balanced with the protection and conservation of natural, cultural, and historic resources according to public preferences and input. The Plan Commission should use the Plan as the basis for decisions when approving development or subdivision plans and when recommending zoning changes.

The Plan may also be used by members of the development community when making decisions about future investments. Other agencies, organizations, and residents may use the Plan to coordinate efforts and foster collaborations. The individual chapters state goals and policies that reflect the priorities of Bloomington residents and stakeholders.

Executive Summary
The Bloomington Comprehensive Plan is a tool used by the mayor, City staff, Plan Commission, City Council, developers, and other community leaders to guide decisions about investments and resources. Though primarily a tool of the City’s Plan Commission, the Plan is also used by others considering land use, transportation, and education decisions and business investment in the community. It can foster consensus, highlight important issues to address, and offer a platform as strategy for the greater Bloomington area. The Land Use Chapter is the policy chapter of the Plan. It describes the pattern, character, and intensity of development across the City and its planning jurisdiction. While planning decisions for specific zones or parcels may evolve over the long term, these land use policies are the overall consistent framework guiding Bloomington’s development to 2040. The success of the Bloomington 2040 Comprehensive Plan will be measured in part by the application and practice of the objectives and recommendations contained within. The Bloomington Comprehensive Plan includes seven chapters that work together to provide an implementable guidance document, summarized on the following pages.
Vision Statement
Provisions the “big picture,” the overall outcome for Bloomington by the year 2040. Resolution 13-01, adopted in 2013, lists 16 statements that form the vision behind the plan. These sixteen statements were organized into six main objectives to further organize and guide the plan.

Goals
Provide a means to further state priorities that directly support the collective efforts and ideals of the community reflected in the objectives.

Policies
Provide a course of principle or action that can outline avenues or opportunities to achieve the intent of a goal.

Programs
Provide examples of more specific implementation strategies taken by city officials, business leaders, community organizations, and residents to help accomplish the goals.

Objectives
Provide the general policy essence and intent of the Plan and support the 16 concepts from the Vision Statement. They also serve as statements for the future development of Bloomington.

Land Use Chapter
Indiana State Statute requires that, in addition to objectives, the plan shall contain policies regarding land use and public ways, places, lands, structures, and utilities. Following the six objectives is a Land Use Section which provides that information in addition to other considerations regarding future land use.

Plan Evaluation
Each chapter concludes with a list of outcomes and indicators. Outcomes are broad, desired effects from the implementation of goals, policies, and programs. Indicators are bulleted points underneath outcomes that are quantitative measures to consider for evaluating the overall policies and programs within each chapter. Outcomes and Indicators are primarily aimed at measuring the long-term progress of the Vision Statement objectives identified with goals and policies within the chapters. They should not be considered as a direct measure of any one particular goal or program. These are intended as examples for tools to use in future evaluations of the Plan. Together they are intended to provide a big-picture evaluation tool to measure progress.
The vision statement provides the "big picture," the overall outcome for Bloomington by the year 2040. Resolution 13-01, adopted in 2013, lists 16 statements that form the vision behind the plan.

RESOLUTION 13-01
TO ADOPT A NEW VISION STATEMENT FOR UPDATING THE GROWTH POLICIES PLAN

WHEREAS, the Plan Commission, in deference to L.C. 36-7-4, has responsibility for preparing comprehensive plans and amendments thereto and forwarding them to the Common Council; and

WHEREAS, with the passage of Resolution 02-19 on November 6, 2002, the Common Council updated the comprehensive plan, also known as the Growth Policies Plan; and

WHEREAS, it has now been ten years since the Growth Policies Plan was last updated; standard practice for local governments is to update their comprehensive plans every decade; the City Planning Department and the Plan Commission initiated a process to begin updating the Growth Policies Plan beginning in 2011; and

WHEREAS, a citizen Steering Committee was formed to assist and guide the Growth Policies Plan update process; their recommendation was to begin the update process by first developing a Vision Statement; and

WHEREAS, a public participatory process has been completed for developing the Vision Statement; and the Plan Commission has made a positive recommendation on the Vision Statement and forwarded it to the Common Council for adoption; and

WHEREAS, the Vision Statement will be utilized as a foundation to define the specific policies and topics of the Growth Policies Plan update.

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

SECTION 1. A new Vision Statement shall be adopted for the purpose of updating the Growth Policies Plan, which is attached to, and made a part of, this resolution.

PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 16th day of February, 2013.

ATTEST:
REGINA MOORE, Clerk
City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this 16th day of January, 2013.

SIGNED and APPROVED by me upon this 17th day of January, 2013.

MARK KRUZAN, Mayor
City of Bloomington
SYNOPSIS

This resolution adopts a new Vision Statement for the City’s Growth Policies Plan (GPP). The Vision Statement was developed based on the priorities that were identified by the public during numerous outreach meetings as well as input from a representative Steering Committee. This Vision Statement will be utilized as a foundation to define the specific policies and topic areas of the GPP update.

Note: On January 16, 2013, the Council adopted Am 01 amending the Vision Statement, which is attached to this resolution.
Vision Statement
Adopted in the interest of updating the Growth Policies Plan

This vision statement reflects the concerns, wishes and aspirations of the residents of Bloomington, Indiana. ImagineBloomington engaged hundreds of residents, along with elected officials and members of City boards and commissions, to develop this vision for the future of Bloomington. This vision statement will provide both City government and the broader community with policy guidance and a common understanding of the values and themes that will shape Bloomington in the future.

We begin by recognizing Bloomington’s strong foundation. We are culturally rich, cherish our progressive college town atmosphere and embrace diversity. We respect our past, while using innovation and collaboration to keep moving forward. Our wealth of natural and community resources allows us to maintain a highly desirable quality of life. Together, these are the defining features of a community with many strengths and a bright future.

This is our vision. Bloomington achieves excellence through collaboration, creativity, cultural vitality, inclusion and sustainability. We establish the following as core principles that will guide Bloomington’s future.

• Fortify our strong commitment to equality, acceptance, openness and public engagement.
• Nurture our vibrant and historic downtown as the flourishing center of the community.
• Ensure all land development activity makes a positive and lasting community contribution.
• Recognize the many virtues of historic preservation, rehabilitation and reuse of our historic structures.
• Embrace all of our neighborhoods as active and vital community assets that need essential services, infrastructure, assistance, historic protection and access to small-scaled mixed-use centers.
• Celebrate our rich, eclectic blend of arts, culture and local businesses.
• Invest in diverse, high quality economic development that provides equitable job opportunities to our residents, supports an entrepreneurial small business climate, enhances the community’s role as a regional hub, and is responsive towards larger concerns of sustainability.
• Enhance the community’s role as a regional economic hub.
• Offer a wide variety of excellent educational opportunities for our residents at every stage of life.
• Deliver efficient, responsive and forward-thinking local government services.
• Nurture a resilient, environmentally responsible community by judiciously using our scarce resources, enhancing our natural assets, protecting our historic resources, and supporting a vital local food system.
• Offer a wide variety of quality housing options for all incomes, ages and abilities.
• Provide a safe, efficient, accessible and connected system of transportation that emphasizes public transit, walking, and biking to enhance options to reduce our overall dependence on the automobile.
• Meet basic needs and ensure self-sufficiency for all residents.
• Encourage healthy lifestyles by providing high quality public places, greenspaces, and parks and an array of recreational activities and events.
• Fortify our progress toward improving public safety and civility.
The 16 statements adopted by Resolution 13-01 are categorized below into six major objectives of the Plan. These objectives correspond with the first six of the chapters that follow, which serve as the strategic component of this plan.

**Objective 1: Community Services - Fortify Community and Economic Vibrancy**
1. Fortify our strong commitment to equality, acceptance, openness, and public engagement
2. Deliver efficient, responsive, and forward-thinking local government services
3. Meet basic needs and ensure self-sufficiency for all residents
4. Fortify our progress toward improving public safety and civility
5. Invest in diverse, high quality economic development that provides equitable job opportunities to our residents, supports an entrepreneurial small business climate, enhances the community’s role as a regional hub, and is responsive towards larger concerns of sustainability
6. Enhance the community’s role as regional economic hub

**Objective 2: Culture & Identity - Sustain and and Celebrate the Arts and Education**
7. Celebrate our rich, eclectic blend of arts, culture, and local businesses
8. Offer a wide variety of excellent educational opportunities for our residents at every stage of life

**Objective 3: Environment - Work Toward a Resilient, Environmentally Responsible Community**
9. Nurture a resilient, environmentally responsible community by judiciously using our scarce resources, enhancing our natural assets, protecting our historic resources, and supporting a vital local food system

**Objective 4: Downtown - Nurture our Vibrant Town Center**
10. Nurture our vibrant and historic downtown as the flourishing center of the community

**Objective 5: Housing & Neighborhoods - Enhance Quality of Place**
11. Ensure all land development activity makes a positive and lasting community contribution
12. Recognize the many virtues of historic preservation, rehabilitation, and reuse of our historic structures
13. Embrace all of our neighborhoods as active and vital community assets that need essential services, infrastructure assistance, historic protection, and access to small-scaled mixed-use centers
14. Offer a wide variety of quality housing options for all incomes, ages, and abilities
15. Encourage healthy lifestyles by providing high quality public places, green space and parks, and an array of recreational activities and events

**Objective 6: Transportation - Reduce Dependence on the Automobile**
16. Provide a safe, efficient, accessible, and connected system of transportation that emphasizes public transit, walking, and biking to enhance options to reduce our overall dependence on the automobile
The plan includes goals, policies, and programs that are intended to create quantifiable outcomes and indicators to help track the effectiveness of the goals, policies, and programs. Each chapter’s major objectives are evaluated with these performance measures over time. At times, the performance measures may also help re-prioritize initiatives when necessary. The intent of these chapters is strategic. They identify aspirations and preliminary steps on the journey towards achieving Bloomington’s 2040 Vision. Strategies will vary and modify over time, but the outcomes should remain consistent. Below is a general outline of each chapter.

01 | Community Services & Economics
The Community Services chapter offers a platform to provide and develop critical infrastructure, services, and access as the City of Bloomington grows and changes. This chapter highlights the government services and partnerships that contribute to the governmental structure. The chapter also provides a brief synopsis of the economic functions and goals of the City. Overall this chapter supports Objective 1: Support Comprehensive Community Services and Economic Vibrancy.

02 | Culture & Identity
The City of Bloomington has a high quality of life, supported by its rich culture and identity. Bloomington is often cited as one of the most livable communities, both regionally and nationally. This chapter introduces priorities that define the culture and identity that help make Bloomington such a desirable and attractive community, including history, Indiana University, tourism, and educational opportunities. Overall this chapter supports Objective 2: Nurture Education and Cultural Vibrancy.

03 | Environment
The City of Bloomington has a long-held commitment to protecting the environment, and this chapter underscores new goals, policies, and programs that reflect this commitment. This chapter introduces ways to ensure that the current natural environment is not only protected, but nurtured and enhanced for the future. We have ways of thinking about what environmental protection is, and how it is accomplished now, that are different than years ago, and the philosophy of this chapter reflects that change. Overall, this chapter supports Objective 3: Protect Environmental Quality.
04 | Downtown
Downtown is a highly walkable district that is enhanced by a mix of commercial, entertainment, residential, and cultural amenities with strong multimodal access. This chapter contains priorities that support mixed-use cultural opportunities that bring life and vibrancy to Bloomington’s downtown. Overall this chapter supports Objective 4: Create a Vibrant Downtown for Residents and Visitors.

05 | Housing & Neighborhoods
Issues regarding housing and neighborhoods are central to providing a strong quality of life for residents. This chapter introduces goals, policies, and programs that illustrate Bloomington’s long-term commitment to revitalizing its housing stock and neighborhoods to work well for people from all walks of life, as well as providing smart-growth supply strategies for future development and redevelopment. Overall this chapter supports Objective 5: Enhance Quality of Place for Neighborhoods and Development.

06 | Transportation
This chapter highlights Bloomington’s mobility needs and the plans, programs, and investments necessary to address them. Continuing to enhance Bloomington’s multimodal transportation system is a priority. Overall this chapter supports Objective 6: Provide Multimodal Transportation Options.

07 | Land Use
This chapter is directed only towards policy; it does not take a strategic approach with goals and programs. The policies within the chapter place a strong focus on land use that is aimed not at separating uses, but instead on mixing uses. As the city experiences change over time, policies are aimed at maintaining, transforming, or enhancing various areas of the community. This section contains the Future Land Use Map and corresponding land use designations that will help guide future development and zoning in Bloomington.
community profile

While no one exactly knows what will happen in Bloomington from now through 2040, we can be confident that certain demographic patterns and economic sectors will have significant future impacts on our community. These impacts will create certain types of development pressures within the region.

We can anticipate many of these pressures through this planning process and respond to them through local planning policies that will greatly benefit the entire community. This overview highlights anticipated socioeconomic and demographic trends and projections that will inform and influence the future development of Bloomington, as described in the following chapters.

Existing Conditions

The corporate boundary of the City is just over 23 square miles and has a 2015 population density of approximately 3,600 people per square mile, where Monroe County’s population density is approximately 370. Bloomington’s population has historically outpaced the growth of the rest of Monroe County (Exhibit 1).

The City’s demographics reflect fairly closely those of Indiana and the U.S., with notable exceptions of the community’s higher percentage of Asian persons and its lower percentage of African-Americans and Hispanics, Exhibit 2. Bloomington’s foreign-born population percentage resembles the nation’s, and is more than twice as high as the state of Indiana’s.

This variation in race and ethnicity gives Bloomington its rich heritage and cultural diversity. It also likely speaks to the international attraction of Indiana University as one of the world’s great research universities.

Like most cities across the country, Bloomington suffered some economic decline during the recession from 2008 to 2010. New housing construction permits fell dramatically for Single Family Residential (SFR) units. The number of Multifamily Residential (MFR) units fell during the worst years in 2009–2011, but have since rebounded. This is likely due to continued demand for off-campus student housing for IU students. Much of this growth has been in and around Downtown.
While construction permits for housing mirrored the national economy, Bloomington’s economic performance has lagged behind the national recovery. Overall, the unemployment rate continues to be lower than the state of Indiana’s over the last 10 years. According to the Indiana Business Research Center (IBRC), in the years between 2005 and 2015, the Bloomington Metropolitan Statistical Area (MSA) fell farther behind the average metro area. Real Gross Domestic Product (GDP) has shrunk since its peak in 2010, showing only a minimal upturn in 2014 and 2015, an upturn that can be largely attributed to the City’s population increase. Similarly, real per capita personal income has yet to fully recover since 2008, despite demonstrating a recent growth trend; it remains well below the state and national averages (reflecting the impact of the student population). The poverty rate remains above that of comparable college towns of similar size.

Bloomington continues to deliver sluggish aggregate jobs growth, despite strength in some sectors. According to the IBRC, total payroll employment for 2016 was only 4% higher than in 2000, with much of the growth attributable to accommodation, food services, and public administration. The healthcare and social services sector has delivered significant growth in the same period, retracting somewhat in 2015. Manufacturing, construction, and retail have shed jobs since 2000.

Despite its recent performance, Bloomington’s economy appears to be poised for growth. This is due in part to the diverse employment and resilient economy that Bloomington has with Indiana University, Ivy Tech, and Naval Surface Warfare Center as major attractors of talent. IU tends to operate year to year with similar levels of activities, and it has a number of research programs that work with existing local businesses. Even with a substantial amount of employment in the public sector related to IU, local government, and schools, the private-sector economy still supports 74% of the local employment base, with more than 45,000 jobs in 2013 compared to the public sector’s 16,000. This has allowed Bloomington to weather the recent Great Recession better than most Midwest metropolitan areas that were much more dependent on manufacturing or one specific industrial sector.

When reviewing the resiliency of local economies, it is important to understand the concentration and importance of critical industries that bring in trade and dollars from outside the local economy. Exhibit 4 indicates the location quotient, which is a measure of the amount of industrial concentration relative to the national economy. Generally, any industry that has a Location Quotient (LQ) of greater than one is considered to have an employment concentration important to the local economy.

The highlighted industrial sectors in the Location Quotient chart illustrate Bloomington’s diverse local economy. The industrial sectors with significant employment concentrations are:

- Arts, Entertainment, Recreation, and Visitors
- Biomedical/Biotechnical (Life Sciences)
- Chemical & Chemical Related Products
- Forest & Wood Products
- Information Technology & Telecommunications
- Computer & Electronic Products
- Mining (Non-metal)
- Defense and Security
- Education and Knowledge Creation
- Advanced Materials
- Electric Equipment Manufacturing
- Printing and Publishing

Using knowledge based occupation clusters and skill-based occupation clusters these industrial sectors can be further organized into two groups: a creative knowledge-production group and a processing and logistics group. Bloomington’s economy has concentrations in both groups:

Creative Knowledge-Production Group:
- Arts, Entertainment, Recreation, and Visitors
- Biomedical/Biotechnical (Life Sciences)
- Information Technology & Telecommunications

Processing & Logistics Group:
- Chemical & Chemical Related Products
- Computer & Electronic Products
- Mining (Non-metal)
This exhibit indicates the Location Quotients or concentration of major industrial categories within the local Bloomington economy. A location quotient greater than 1 indicates an important Bloomington industrial cluster for employment and investment. The Bloomington MSA includes Owen and Monroe Counties. Source: Ratio Architects, Inc.

This diversity in private sector industry, combined with a significant level of public employment, gives Bloomington a resilient economy that reflects a broad range of salaries and wages with a broad range of skills. Bloomington's high percentage of adult population with college degrees (around 57%) is more than double that of the rest of Indiana. This bodes well for Bloomington to be positioned to attract firms and most importantly to allow existing local companies to expand.

The future projections on the demographics and economics of Bloomington are optimistic. The City must be well positioned to grow with the expanding creative, knowledge-driven economy of the 21st century.
Future Projections

Bloomington’s demographic changes suggest that its population will exceed 100,000 by 2035. As it has historically, Bloomington is projected to grow faster than other portions of Monroe County. This steady population growth will put pressure on City services and the housing and commercial markets.

The anticipated population growth will occur across all age groups (Exhibit 5). In order to meet this population growth, opportunities for housing, retail, employment, and entertainment should expand.

According to research completed by the City of Bloomington Commission on Aging, within the years 2020 to 2040 the population of the Bloomington metro area age 55 and above will grow by 20%. The adult population (25-54) will grow by 13%, and the youth population (0-20) by only 7%. (The college age population, 20-25, was not included in this study.) The fastest growing group will need a community that prioritizes health care, supportive housing, and increased mobility services.

One of the major pressure points of this population growth is the increased demand for housing. Currently, there is a greater demand for housing than the market has supplied. Much of this demand appears to be driven by IU students. This has priced housing rents and home sale prices out of the affordable range for many Bloomington households. It will be important for Bloomington to provide opportunities and locations for a growing student housing demand while ensuring there is a full mix of housing choices and price points for the balance of Bloomington households.

Between 2010 and 2030, Ratio Architects Inc. project that the Bloomington area will need about 7,500 new housing units. In addition, some current housing will need to be replaced, a figure projected at 6,100 units. Add replacement to new housing, and there will be demand for 13,600 new housing units between 2010 and 2030.

It will be critical that this growth is managed as much as possible within the City’s existing developed sewer service utility area or “footprint” (Exhibit 6). This will limit the negative environmental impact of further suburban sprawl over Bloomington’s unique and environmentally sensitive karst geology.

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Bloomington Projected Population 2040

- **Census Population**
- **Estimated Population**
- **Linear (Census Population)**

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City of Bloomington Sewer Service Area

Legend
- Sewer Service Jurisdiction
- Municipal Boundary
- AIFA

Scale
Approx. 4600'
While Bloomington has seen a reduction in manufacturing employment in past decades, and some project a continuing trend, it is not a foregone conclusion. Most communities realize that real sustained economic growth comes from within the local economy. Most of the best and highest-paid jobs require an advanced college or associate level degree. Developing educational programs and job training opportunities is critical in establishing a strong future workforce. People who have this level of education are in high demand not only in Indiana and the nation but around the world. Young, highly sought-after professionals demand a high quality of life where they can live, work, and play. Bloomington has the right environment to attract this workforce.

To sustain future economic growth, current major economic employers must be supported and new businesses must be created and grow locally. If a community like Bloomington can provide the right business and entrepreneurial atmosphere and space, then it will have a high number of new small businesses form every year. Many of those will need a collaborative environment to exchange ideas and advance their businesses. Bloomington has several centers associated with IU and the pending Trades District incubator that could serve this purpose.

With additional housing comes the challenge of preserving vital green space and protecting the environment. These are real challenges facing Bloomington in the near future as it adjusts to its population and economic growth.

It is projected that about two-thirds of the new housing demand will be for Multifamily Residential (MFR) apartments. While Bloomington has opportunities for “infill” housing that could be located on land that is vacant and/or under-used, this will not likely provide enough land to satisfy demand. There are some existing large vacant land parcels within the utility service area that may provide areas for future housing growth.

A consistent challenge to managing growth in a college town is the ability to provide higher density residential development for both renters and owners while still maintaining access to retail, restaurants, and parks.

Denser developments, if well planned, can be much more protective of the environment while providing much more value per acre for both property owners and in terms of revenue to the City for its services and utilities. The City of Bloomington has often been a leader in environmental protection, and the City may need to guide future denser development patterns to the best locations to support walkable and livable environments, in more neighborhoods than only Downtown. Other highly traveled corridors would support such dense redevelopment and an increase in resident population.

The manufacturing industry will likely continue to evolve and change as technology advances. Jobs that remain in manufacturing will require ongoing training and advanced degrees. Future projections indicate that professional office and institutional employment will lead to new job growth over the next few decades. Retail and accommodation employment will continue to grow as well.
Overview
This chapter offers a progressive vision to continue to provide and develop critical infrastructure, services, and access as the City of Bloomington grows and changes. It also provides the foundation to build a sustainable economy that will retain, cultivate, and attract quality jobs for residents. Community Services is a broad topic that can cover an array of public and non-profit community services. The chapter’s narrative introduces subtopics and their respective goals, policies, and programs for which the City of Bloomington can provide leadership and work with other agencies and organizations.

Municipal Services and Critical Infrastructure
Municipal government services and critical infrastructure directly affect daily life for residents and businesses – whether it is simply going to the kitchen for a glass of water, turning on a light, having your street plowed during a late night snowstorm, finding a new dog or cat for your family, having a place for the kids to go swimming on a hot summer night or a fitness center for adults to stay fit, knowing that rental properties in your neighborhood are safe, having waste landfilled or recyclables processed, or hearing a dispatcher answer your 911 call during an emergency. These services not only allow a community to function, but also impact its overall quality of life.

In order to deliver these services efficiently without interruption, municipal governments, in partnership with other critical service providers like utilities and waste management companies, must actively plan and budget for necessary infrastructure, facilities, employee training, and program delivery to the community.

Local Government Partnerships
Across the nation, many local governments are looking to maximize efficiencies and reduce costs by exploring joint services or contract agreements with other local governmental units. The City of Bloomington currently works in close cooperation with nearby units of local government and anchor institutions. These include Monroe County, Indiana University and Ivy Tech, IU Health/Hospital, Monroe County Community School Corporation, Town of Ellettsville, township governments, and many others. Bloomington should continue to identify ways to develop new or expanded local government partnership opportunities in the future.

Open Government and Transparency
The City continues to explore initiatives that provide efficient and forward-thinking government services that are open and accessible to the public. This is an important issue both here in Bloomington and nationwide. Through innovation and openness, restoring and sustaining public trust in local government is not only possible but essential for effective local governance.
Annexation
Over the past generation, Bloomington has increasingly extended city services to support economic development within the City and in surrounding unincorporated areas. There has been a delay in the past decade in annexing areas where city utilities have been extended. Over time, this has created a “patchwork” of properties inside and outside the city limits that now presents confusion over jurisdiction, as well as service inefficiencies. The City is currently considering the feasibility, advantages, and disadvantages of annexing these patchwork properties. In February 2017, the City proposed the annexation of seven urbanized areas just outside the municipal boundaries that would take effect in 2020. The annexation process must follow Indiana Code 36-4-3, but can result in enhanced services for annexed areas. Once annexed, City services are generally provided or made available in the same manner as for current residents and businesses.

Economic Development
Retaining, developing, and attracting quality jobs for all is essential for the health of Bloomington’s economy. The City of Bloomington will continue to promote a diverse economy to ensure Bloomington’s long-term economic vitality. The City will aim to increase opportunities for its residents by focusing on innovation and entrepreneurship, retaining and supporting existing businesses, attracting and retaining human capital, supporting the growth of future-oriented jobs, encouraging arts, entertainment and culture, and creating a positive business climate through local policy. Innovation and entrepreneurship are essential qualities to promote. A robust digital infrastructure; smart city technology that integrates information and communication; the strong performance and interactivity of community services; and a vigorous sharing or access economy, will all play important roles in the City’s future success.

The City of Bloomington will aim to capitalize on the talent and intelligence attracted by the City’s educational institutions and its proximity to NSWC Crane by cultivating Bloomington’s emerging tech and startup scene, by pursuing programs to leverage these institutions’ intellectual property, and by pursuing strategies to increase wage growth, including initiatives proposed by the Mayor’s 2017 Wage Growth Task Force. Bloomington needs jobs that will not only encourage its graduates to stay in Bloomington and recruit outside talent, but also enable all workers to earn a livable wage. In the next 20 years, we aim to strengthen and spread Bloomington’s reputation as an excellent place to live, work, and play.

The City will continue to address issues affecting business growth, job creation, and Bloomington’s long-term economic competitiveness, such as concerns related to regulation, and will pursue opportunities to more effectively use incentives to promote economic vitality. The City of Bloomington will continue working with businesses to facilitate retention and expansion of primary employers and key industries such as healthcare, manufacturing, and technology services, while exploring opportunities to further diversify its economy by strengthening other sectors. This will ensure Bloomington’s prosperity and its role as a regional economic leader.
Goals & Policies
The policies in this chapter respond to the adopted 2013 Vision Statement objectives to:
“offer a wide variety of excellent educational opportunities for our residents at every stage of life”;
“invest in diverse high quality economic development that provides equitable job opportunities to our residents, supports an entrepreneurial small business climate, enhances the community’s role as a regional hub, and is responsive towards larger concerns of sustainability”;
“enhance the community’s role as a regional economic hub”;
“meet basic needs and self-sufficiency for all residents”;
“deliver efficient, responsive, and forward-thinking local government services”;
“encourage healthy lifestyles by providing high quality public places, green space, and parks, and an array of recreational activities and events”;
“ensure all land development activity makes a positive and lasting community contribution”; and to
“fortify our strong commitment to equality, acceptance, openness, and public engagement.”

Goal 1.1 Prioritize programs and strategies that sustain the health, well-being, recreation, and safety of residents and visitors.

Policy 1.1.1: Promote City stewardship of its parks, facilities, programs, and services as well as partnerships with local groups for present and future generations.

Policy 1.1.2: Continue and enhance programs that embrace Bloomington’s diversity of cultures, languages, gender orientations, and abilities, and support populations that have traditionally been excluded.

Policy 1.1.3: Continue and expand the city’s commitment to public land use for the production and distribution of local food.

Policy 1.1.4: Prioritize appropriate staffing, resources, and training for the City Police and Fire Departments.

Goal 1.2 Engage the community by working with regional partners, schools, businesses, and non-profits to create partnerships that provide community services and programs for all age groups.

Policy 1.2.1: Encourage partnerships with non-profits in Monroe County and adjacent communities to develop solutions to shared problems, serve community service needs, and leverage State and Federal Resources.

Policy 1.2.2: Foster partnerships among the City of Bloomington, Monroe County, Indiana University, and Ivy Tech Community College to provide shared use of facilities, programs, and services.

Policy 1.2.3: Collaborate with the Monroe County Community School Corporation (MCCSC) and private schools to integrate the use of school services, playing fields and facilities for public benefit, particularly for young people, families, and seniors.

Policy 1.2.4: Publicly support the continued high standards of local schools and help schools as feasible to obtain and maintain educational excellence.

Policy 1.2.5: Work with property developers during the development/redevelopment process to identify means to create spaces and/or programming that enhance community services.
Goal 1.3 Enhance the everyday importance and plan for the future of City parks, trails, and community centers/spaces, libraries, and civic buildings by investing in their expansion, maintenance and improvement.

Policy 1.3.1: Increase accessibility of parks, trails, recreation facilities, libraries, and arts/cultural centers for all users, both in terms of getting to the facilities and getting around in the facilities.

Policy 1.3.2: Maintain existing facilities with investments that improve their usefulness, efficiency, and appearance. Avoid deferred maintenance of City infrastructure.

Policy 1.3.3: Continue and expand the city’s commitment to public land use for the production and distribution of local food.

Policy 1.3.4: Include parks, trails, and open space in planning for preservation of the natural environment and reduction of carbon emissions.

Policy 1.3.5: Seek opportunities to develop new parks and recreation facilities to meet the emerging needs of residents and visitors to the City of Bloomington.

Policy 1.3.6: Consider the location of existing parks, trails, plazas, and other public gathering spaces when reviewing development plans.

Policy 1.3.7: Encourage private development proposals to include parks, trails, plazas, or other recreational and art facilities within the development to meet the needs of the community.

Goal 1.4 Plan for a future in which the services we provide to our community continue to thrive and adapt to Bloomington’s growth and change.

Policy 1.4.1: Ensure that growth does not eclipse our ability to provide equitable community services.

Policy 1.4.2: Partner locally to make available quality wired and wireless connectivity throughout the City of Bloomington

Policy 1.4.3: Implement infrastructure plans and projects that anticipate growth and reduce community vulnerability.

Policy 1.4.4: Partner with the utility and other companies and local organizations to create plans for the safe, efficient, and future-facing maintenance and development of energy and waste management infrastructure.

Goal 1.5 Commit to, and plan for, transparency, open government, and effective, accessible and inclusive public engagement so that exemplary services are provided to our residents, businesses, non-profit organizations, and visitors to promote more participatory citizenship.

Policy 1.5.1: Foster inclusive and representative engagement to steer and direct development processes toward community benefit.

Policy 1.5.2: Develop and operate government services that maximize transparency and public engagement.

Policy 1.5.3: Maintain highly motivated, professional, engaged staff and volunteers who are valued for their integrity, commitment, and contributions to the City and the community.

Goal 1.6 Retain, develop, and attract quality jobs by fostering a healthy economic climate for area employers.

Policy 1.6.1: Make full use of the human capital that Indiana University, Ivy Tech, and NSWC Crane attract and generate through programs that foster retention and expansion of key industries.

Policy 1.6.2: Prioritize the growth of local “traded/basic” employers through strategies that sustain a positive business climate for long term employment opportunities.
Programs

Municipal Services

- Survey community health and satisfaction levels regularly, identifying changing needs and quality of local services.
- Explore opportunities to partner and secure affordable wireless service packages for low-income community members.
- Use the City of Bloomington Parks and Recreation Master Plan to prepare coordinated area plans for open spaces, parks, and trails.
- Support higher residential densities near parks and trails to be within 1/4 of a mile of residents.
- Consider opportunities to acquire land that may be needed to fill gaps in service to growing areas of the city.
- Work with City departments to provide safe and enjoyable sidewalks, trails, or multi-use paths as routes to parks, workplaces, schools, and other destinations.
- Support MCCSC in an effort to develop a Safe Routes to School program, including the “Walking School Bus.”
- Provide parks and trails near elder care facilities and evaluate park and recreation opportunities for elderly residents.
- Implement the Bloomington ADA Transition Plan to comply with the Americans with Disabilities Act (ADA).
- Prioritize maintenance and repair projects based upon safety, usage, and accessibility standards to parks, community centers/spaces, schools, libraries, and civic buildings.
- Support multigenerational community centers and work to provide intergenerational activities and programs that increase senior activity within the community.
- Implement an infrastructure management system to analyze the costs of City infrastructure maintenance, operation, depreciation, and replacement.
- Leverage City capital funds with statewide and regional grants and other outside funding sources.
- Develop improvement plans to maintain, restore, and enhance key community assets by attracting investments and other resources.
- Expand the city’s public garden programs to create more plots for individuals to garden, with a focus on food production.
- Assess the feasibility of adding fruit and nut trees to city parks and other public places to grow more local food.

Local Government Partnerships

- Coordinate with Monroe County and the Town of Ellettsville on respective plans for future growth and services provided.
- Support opportunities to partner with Indiana University and utilize parks and trails near the campus.
- Assess the potential for complementary use of City, MCCSC, and non-profit facilities including libraries, playing fields, pools, gymnasiums, recreational facilities, community meeting spaces, education, health care, culture, local food production, and computer resources.
• Increase the number of older adult volunteers working and playing on a daily basis with MCCSC students.
• Work with MCCSC to identify ways that weekend, after-school, and evening use of school facilities such as gyms, pools, and fields can contribute to community programs.
• Collaborate with public and private schools to provide programs, services, and facilities that enhance the social and economic vitality of the city (e.g. Ivy Tech Community College’s Center for Lifelong Learning).

Open Government and Transparency
• Provide all public areas and meeting rooms with accessible Wi-Fi and computer devices to retrieve and transmit information available for use.
• Enhance public involvement through information technologies for public notices, road/trail projects, road closures, street cleaning, and other community announcements.
• Create opportunities for additional public access such as online document search, permit application, inspection scheduling, and a development or project online dashboard.
• Involve Housing & Neighborhood Development and the Council of Neighborhood Associations in determining how the city can be more responsive to neighborhood participation and public forums.
• Assure a knowledgeable, professional, and responsive staff by providing education, training, and skill building for employees.
• Use incentives tied to consistent assessments and feedback on overall performance and accountability.
• Experiment with and learn quickly new innovative city responses and programs.

Economic Development
• Develop an affordable workforce-housing program as a means to retain and attract employees to live and work in Bloomington.
• Monitor the business and regulatory climate for traded/basic employers and identify strategies that can enable desired growth within this local employment sector.
• Support innovative and creative industries, including arts and entertainment sectors, public-private partnerships, and initiatives aimed at local entrepreneurship.
• Assess the affordability and availability of childcare and employer programs that include family leave and other incentives supporting long-term employment.
• Leverage marketing strategies that highlight local assets, programs, and other attributes to attract and retain human capital.
• Utilize incentive programs consistent with the mission of the City of Bloomington’s Department of Economic and Sustainable Development to enhance the quality of life for residents.
• Promote partnerships with higher education institutions that aim to enhance entrepreneurship and competitiveness.

Annexation
• Develop an annexation strategy that provides efficient community services and maintains an equitable service to all residents of Bloomington.
Outcomes & Indicators

Outcome: Public safety is enhanced.
- Annual composite index score of crimes against persons and property
- Annual indices of crimes against persons or property by age, ability, gender, and ethnicity
- Community survey of perceptions on public safety
- Tobacco use (estimated smoking rate)
- Obesity prevalence (estimated obesity rate)
- Healthcare professional shortage areas (severity of clinician shortage)
- Preventable hospitalization rate (number of hospital admissions for conditions that could be effectively treated through outpatient care per 1,000 patients)

Outcome: Engagement processes are inclusive and representative.
- Percentage of population engaged in public consultation processes (e.g. attendance rates, social media, subscribers)
- Demographic makeup of engagement participants

Outcome: Community engagement is strong.
- Number of hours per capita volunteered annually by residents and business employees
- Percentage of eligible residents voting in local elections
- Opportunity for community involvement (number of civic, social, religious, political, and business organizations per 10,000 people)
- Social involvement index (extent to which residents eat dinner with household members, see or hear from friends or family, talk with neighbors, and do favors for neighbors)

Outcome: Quality wired and wireless connectivity is available throughout the City.
- Percentage of residential and nonresidential users with access to Internet download speeds of at least 100 megabyte and one gigabyte per second
- Number of free Wi-Fi hot spots per square mile
- Percentage of public spaces with Wi-Fi capabilities
- Number of individuals participating in computer literacy training and support programs
Outcome: Income inequality is reduced across and between all ages, races, and genders.
- Income inequality (Gini coefficient: statistical measurement of wealth distribution among a population)
- Household income and education levels
- Percentage of population living below the poverty line of non-student/adult-led households
- Percentage of 65+ population living below the poverty line, as compared to similar Midwestern college towns

Outcome: Career pathways and training are engaging residents and businesses.
- High school graduation rate (adjusted four-year high school cohort graduation rate)
- Number of training programs matched to community job opportunities
- Percentage of eligible residents, by age, enrolled in training programs
- Employment/unemployment rates by sector
- Workforce retention, recruitment, and growth by sector

Outcome: Respond to the results from Community Survey.
- Identify needed services
- Prioritize service needs

Outcome: Entrepreneurial activity has increased and a culture of entrepreneurialism is being sustained.
- Annual self-employment rates by age group
- Number of “local sourcing” agreements and programs in operation
- Number of locally owned business formations annually
- Total square footage and enrollment numbers of local incubators, accelerators, maker spaces, and co-working spaces
- Number of programs and enrollment levels to cultivate business innovation

Outcome: Wages, jobs, and GDP are outpacing population growth.
- Real per capita personal income
- Jobs per worker (number of jobs per person in the workforce)
- Payroll employment
- Per capita GDP
- Trends in sector employment
Overview
The City of Bloomington is fortunate to have a high quality of life that is supported by its rich culture and identity. Multiple sources have characterized Bloomington as one of the most livable communities both regionally and nationally. This chapter introduces subsections that define the culture and identity that help make Bloomington such a desirable and attractive community.

History and Culture
Bloomington is the county seat of Monroe County, Indiana. It was settled in 1816, the same year Indiana became a State. President James Monroe chose it as the site of the Indiana Seminary. Located on a trading route with available spring water, the new settlement attracted settlers. Following the creation of Monroe County in 1818, the settlement was given the designation of a town.

No precise evidence or record suggests the basis on which the name Bloomington was adopted. One theory suggests the name reflected the blooming flowers and foliage, while another theory suggests that the name was given in honor of William Bloom, one of the first settlers. By 1821, Covenanters had started to settle the area. Associated with the Scotch-Irish Presbyterians, Covenanters had outlawed slavery in 1800 amongst all its members. Later on, Bloomington provided a route for escaped slaves traveling north on the Underground Railroad.

Limestone quarrying was one of the early major industries in Bloomington, and a long history of manufacturing brought many people and institutions to town over many decades. Since 1820, a major reason for the town’s growth was and remains Indiana University. Indiana University attracts students and faculty from across the nation and around the world. The university’s growth has greatly contributed to the growth and development of the town and IU shares with Bloomington its distinctively progressive, tolerant, diverse, and innovative character, as seen in its residents, businesses, and its cultural arts community. Bloomington will celebrate its bicentennial in 2018, an occasion for reflecting on our past while looking to the future. Likewise, Indiana University will celebrate its bicentennial in 2020. The Bicentennial Strategic Plan for IU is organized around a master plan and lays the groundwork to assure that the University as a whole continues to thrive.

Higher Education
There is more to education in Bloomington than Indiana University. Bloomington’s current and future employees must have access to advanced technical training that results in employable skills in the 21st century. Ivy Tech Community College works closely with area employers to design curriculum and training programs that are advanced enough to provide the skills necessary for employment. Robust opportunities must be created for people to access cutting-edge workforce education and formal training programs.
Allowing people to be better prepared for emergent career fields will encourage existing employers to stay and expand, while attracting new employers to Bloomington.

Indiana University and Ivy Tech both offer a multitude of learning and cultural attractions for residents. Bloomington is fortunate to have higher education institutions that influence and shape the diversity of residents, the innovation of local businesses and industries, and the breadth and depth of the cultural arts. Bloomington’s identity is interwoven with its higher education institutions: Approximately half of Bloomington’s population is students.

Higher education brings people of all races, ethnicities, and backgrounds that enrich the entire Bloomington community. In 2015, 7,875 incoming freshmen arrived at Indiana University. Almost all of Indiana’s 92 counties were represented. More than 1,000 incoming freshmen were underrepresented minority students, and over 1,000 came from outside of the U.S. Estimates indicate that the 7,000+ foreign students and staff at Indiana University generate 3,500 local jobs and an economic impact of $250 million annually.

Elementary and Secondary Education
The Monroe County Community School Corporation (MCCSC) is the primary public K-12 educational provider for the Bloomington area. It serves nearly 11,000 students. According to federal data, the overall high school graduation rate in the U.S. has reached 80% for the first time. Bloomington high schools exceed a 90% graduation rate. The community must be strong partners with the public school system that is the bedrock of Bloomington’s educational success. Seven MCCSC schools received the prestigious 4-star designation from the Indiana Department of Education in 2014–2015. Bloomington also has a number of quality private and charter schools such as the Harmony School and the Project School.

Teaching students that have language barriers and integrating them into the educational system is another important issue facing public schools. Annually, MCCSC typically classifies over 300 students as having limited English proficiency. Early childhood education is another critical area. Support for non-profit organizations that contribute to the backbone of services for early education is an important consideration. This is especially true for children from low- to moderate-income families. These early education support programs are crucial to preparing young children for regular school programs.

Diversity
Bloomington welcomes all. The fusion of nationalities, races, cultures, ethnicities, religions, and sexual orientations brings strength through diversity.

One area where Bloomington’s diversity is well established is its history of embracing the Lesbian, Gay, Bisexual, Transgender, and Queer or Questioning (LGBTQ) communities. Over 20 years ago, the City Council passed a Human Rights Ordinance that took a stand against denying people basic rights because of their sexual orientation. Additionally, the City of Bloomington was one of the first municipal governments in the Midwest and the nation to extend same-sex partner insurance benefits to its employees.
Ongoing efforts in program areas from volunteerism and healthy living to community outreach foster diversity. Bloomington’s friendly and inviting atmosphere for all people is essential to building upon its historical tradition of inclusion. The open and collaborative culture and environment attract all types of creative individuals who provide Bloomington with an economic advantage in developing those industries that need innovative and creative employees.

A 2007 U.S. Census report found that women-owned businesses generated more than $189 million in receipts, and minority-owned businesses generated $90 million, of a total of $6.1 billion within the City. Women and minorities continue to be underrepresented in our country’s economy, but expectations here continue to push diversity. Progress is being made. The comparable 2012 U.S. Census report found that women owned businesses generated more than $1.2 billion in receipts, and minority owned businesses generated $157 million, of a total of $6.4 billion within the City. In order to unleash innovation, creativity, and productivity, Bloomington needs a much greater representation by women and minorities.

Diversity also encompasses key socioeconomic factors. While Bloomington is often portrayed by illustrating its collegiate youth, older adults contribute significantly to the vibrancy of the community. The 55-80 age group is active and a growing population in Bloomington, estimated at around one-third of the population.

Safety concerns, a lack of awareness of available services, and the incidence of boredom or depression can limit and hamper the contributions these populations offer. Similar concerns affect the youngest one-third of the population. Building a community for a lifetime, from the very young to the very old, is a concept that furthers Bloomington’s diversity.

The natural beauty of the area, the high quality of healthcare and supportive services, the high level of education, the outstanding sports and cultural activities, and the wealth of opportunities for lifelong learning help to build and sustain this concept. One example of sustaining momentum is Bloomington’s Creative Aging Festival, sponsored by the Commission on Aging. It is the first of its kind in the nation and has become well known among national arts leaders as a model for other communities.

**Arts and Tourism**

Arts are an important part of the culture of Bloomington. The renowned IU Jacobs School of Music and the Lotus World Music and Arts Festival attract world-class musical talent and performances from around the world. Stage performances, concerts, and many other live entertainment options can be enjoyed locally at the Musical Arts Center, the IU Auditorium, the Buskirk-Chumley Theater, and the Bloomington Playwrights Project – just to name a few. Fine arts opportunities also abound, from world-class art exhibits at the IU Eskenazi Museum of Art to distinguished shows at more than ten local galleries.

Fostering an environment conducive to arts participation is an essential part of Bloomington’s social, educational, and economic growth and its residents’ quality of life. The Bloomington Arts Commission plays an important role in cultivating a thriving arts community and has developed a Public Art Master Plan. It puts forth a blueprint for the ideal public art environment, such that the arts exist within a physical, artistic, sociological, governmental, and economic paradigm. Another aspect to fostering arts and tourism is to consider the “string of pearls” along the B-Line Trail. The Trades District, in the Certified Technology Park, the Monroe County Convention Center, the IU Health Hospital site on West 2nd, and the Switchyard Park all offer opportunities for creative development, including opportunities within arts and tourism.
Indiana University arts and sports represent a major tourism draw, though there are many non-university amenities that attract tourists as well. The Bloomington Entertainment and Arts District (BEAD), located in downtown Bloomington, is a focused arts area designed to promote tourism and economic development. BEAD was formally recognized as an official Indiana Cultural District by the Indiana Arts Commission. It promotes a robust grouping of festivals and events that draw thousands to downtown Bloomington each year. These regional events include the Fourth Street Festival of the Arts, the Taste of Bloomington, and the Arts Fair on the Square.

According to Visit Bloomington, over 1.8 million visitors travel to Bloomington every year. These visits include vacations, business trips, convention travel, visiting family and friends, and attending various sporting events. The economic impact generated by these visitors during 2015 included $362 million in total gross sales, which directly supported more than 7,611 jobs in Monroe County and contributed about $174 million in wages. It also contributed $78 million in total tax revenue. VisitBloomington awarded ten 2016 Tourism Awards for positive contributions to the area’s tourism industry, ranging from the Limestone Comedy Festival to the Lilly Library.

Visitors spent $69 million on lodging, $123 million on food and beverages, $75 million on shopping, $18 million on entertainment and recreation, and $75 million on transportation. Tourism is a major industry for Bloomington. If tourism continues to grow, it can provide a number of excellent benefits for local residents and businesses. Creative ways to further showcase Bloomington as a prominent Midwestern travel destination should be developed and aggressively pursued.

**Equity**

Establishing a level playing field or equal access for all residents is essential in a democratic society. This can take on many aspects, from equal access to services and the ability to participate, to equal opportunities for employment. This chapter previously discussed the role of education and the importance it plays to the success of the community. Equity in housing, environment, and transportation are covered in subsequent chapters. Bloomington is a regional health care center for much of South Central Indiana.

Providing equal access to health care is one area where the City of Bloomington has worked closely with other non-profit social service organizations to provide all persons access to affordable health care services.
These services may include, but are not limited to, substance abuse counseling, mental health evaluations, and general health care services.

However, it is important to not confuse equality with equity. Equity moves beyond equal access to examine how some residents may need additional help to level the playing field. This too is part of Bloomington’s identity and culture. For example, while there may be equal access to health care, Volunteers in Medicine of Monroe County provides free and preventive care to the medically under-served for both chronic and acute illnesses. It is operated by volunteers and receives support from the community and from IU Health Bloomington Hospital. The Bloomington community must continue to work together to make sure all have equal and equitable access to the services, events, markets, and many other aspects that define Bloomington’s culture and identity.

Goals & Policies
The policies in this chapter respond to the adopted 2013 Vision Statement objectives to:
“Ensure all land development activity makes a positive and lasting community contribution”;
“Encourage Healthy Lifestyles by providing high quality public places, greenspaces, and parks and an array of recreational activities and events”;
“Celebrate our rich, eclectic blend of arts, culture, and business”;
“Provide a safe, efficient, accessible, and connected system of transportation that emphasizes public transit, walking, and biking to enhance options to reduce our overall dependence on the automobile”;
“Recognize the many virtues of historic preservation, rehabilitation, and reuse of our historic structures”;
“Nurture our vibrant and historic downtown as the flourishing center of the community”;
“Enhance the community’s role as a regional economic hub”; and to
“Nurture a resilient, environmentally responsible community by judiciously using our scarce resources, enhancing our natural assets, protecting our historic resources, and supporting a vital local food system.”

Goal 2.1 Support cultural spaces in all areas of Bloomington, especially Urban Centers, Neighborhood Villages, and around the Indiana University campus, where they are publicly accessible to a broad and diverse range of people (ages, incomes, backgrounds, and races) and can help activate the public realm. These cultural spaces should be collaborative, whenever possible, and incorporate or represent a broad range of art types, art forms, and artists.

Policy 2.1.1: Place an emphasis on public space design within the private development realm – including, but not limited to, the pedestrian and active transportation environments surrounding the sites, any opportunities for public art or engagement within the development, and how the development aesthetically blends in with its surroundings – through Unified Development Ordinance amendments and incentives.

Policy 2.1.2: Ensure culturally significant places and spaces are preserved and celebrated.

Policy 2.1.3: Encourage partnerships with Indiana University and Ivy Tech, and the public, private, and non-profit sectors, to engage in creative placemaking projects.

Policy 2.1.4: Encourage the use of public art to create a neighborhood identity.

Policy 2.1.5: Support the temporary re-use of vacant and/or underutilized spaces or building facades for art production, exhibitions, and murals.

Policy 2.1.6: Create infrastructure and signage for better transportation connections to and among cultural venues.

Policy 2.1.7: Explore opportunities to enhance and expand the Monroe County Convention Center to create additional venue and activity space.
Goal 2.2 Preserve assets of historical, architectural, archaeological, or social significance.

Policy 2.2.1: Work with the department of Housing and Neighborhood Development (HAND) and the Historic Preservation Commission (HPC) to aid in the advocacy and monitoring of historic structures and places, placemaking, and opportunities for art installations that explore our history.

Goal 2.3 Ensure public spaces are of high quality, engaging, and active.

Policy 2.3.1: Incorporate an arts component that engages sight, sound, and/or texture into the planning, construction, or renovation of all city facilities as deemed feasible.

Policy 2.3.2: Consider the use of natural art and beauty through the preservation of trees, waterways, and other environmental features.

Policy 2.3.3: Ensure public spaces are accessible to all ages and abilities and serve to connect all generations.

Programs
- Explore the possibility of a joint partnership/endeavor with Visit Bloomington and Monroe County Convention Center by analyzing the market and conducting a feasibility study for convention center expansion.
- Hold festivals, celebrations, or other events that help to highlight the community’s heritage and important cultural assets.
- Create and maintain a cultural and archaeological asset map as an inventory resource for decision making.
- Study the benefits/costs of designating existing clusters of cultural spaces as additional cultural districts.
- Incorporate works of public art and performances in high-traffic transportation corridors and pedestrian areas.
- Include Percentage for the Arts requirements or incentives for private-sector developments.
- Partner with the Glenn A. Black Laboratory of Archaeology and other stakeholders to coordinate efforts in value-added assessments of historic and archaeological assets.
- Encourage the integration of green building practices into historic district guidelines and assist districts in adopting sustainability guidelines.
- Encourage new neighborhood preservation plans.
- Public places and events held in public places should be as affordable as is feasible, particularly for full access to people of all walks of life.
Outcomes & Indicators

Outcome: Historic and culturally significant places are preserved and celebrated.
• Number of historic/archaeological/cultural preservation projects completed and/or programs operated annually
• Number of public spaces available for cultural events
• Reference the numbers of requests for historic designation of properties, and number of neighborhoods seeking Conservation or Historic District status
• Number of demolition requests

Outcome: Attendance at cultural events is high.
• Number of residents to number of attendees and cultural events within the City
• Number of public art and/or activities annually
• Number of cultural, arts, and entertainment institutions

Outcome: Public spaces are high quality, engaging, and active.
• Number of activities programmed annually for public spaces, including streets downtown and in neighborhoods and parks
• Number of people using public places daily, at peak and off-peak periods

Outcome: Enhance the arts and culture industry in Bloomington.
• Investments in local creative industries
• Number of creative jobs in the arts and culture sector
• Community social engagement opportunities through the arts and culture lens
• Economic assessment of tourism
• Assess the competitive edge for arts and business retention and recruitment
• Survey community attitudes toward art and cultural opportunities

Outcome: Celebrate all forms of difference in Bloomington.
• Number of cases investigated and resolved through municipal anti-discrimination laws
• Number of local festivities and events that celebrate diverse cultures (racial, ethnic, sexual, artistic, etc.)
• Rates of retiree attraction and retention