
BLOOMINGTON GROWTH POLICIES PLAN :

PUBLIC HEARING DRAFT.

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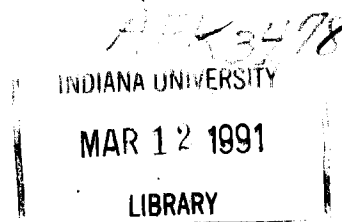


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1.

INTRODUCTION TO THE BLOOMINGTON GROWTH POLICIES PLAN

Bloomington is a special place. It is special because of the beauty and diversity of its natural surroundings. It is special because it is home to Indiana University, and therefore many Hoosiers have adopted Bloomington as home during their years of educational expansion. It is special because the residents and citizens feel it is special. Moreover, residents recognize that their sense of place and the "specialness" of Bloomington can change.

With a fervent and earnest desire, Bloomington residents have sought through a growth policies plan to assert control over those forces which could irrevocably alter the specialness of Bloomington. Citizens want most all of Bloomington to remain a special place - unique in its stature, diverse in its urban context, vibrant in its economy and culture and at peace with its surrounding.

Planning is a process. It is ongoing. It does not stop or start with a document labeled a plan. It does not automatically fix those things that need fixing. It does not necessarily compel a better future or improve a personal and collective well-being. It does establish a dynamic context through which forces acting upon the future can be received, understood and used to fully capture human and civic potential.

The Bloomington Growth Policies Plan is a result of a comprehensive planning process. The plan document is a by-product of the process, but not an end-product. The plan document serves as a reference point in the planning process. The purpose of the plan document is to guide future public policy decisions in Bloomington with respect to physical growth and development of its man-made landscape.

The plan document addresses fundamental public policies which are comprehensive in their scale but not in their scope. The plan is prepared to reference the "public interest". It is not the exclusive domain of residents, voters, current standing elected or appointed officials, neighborhood groups, economic interests or special interests. It does speak to all of the foregoing interests. The plan is comprehensive in that it reflects collective wisdom.

The plan document does not address all possible issues nor does it address every area of future concern to the human and civic condition of Bloomington. Human services, health education, art and culture, and even architecture, for example, receive scant attention in the plan document. These topics and hundreds of others are of vital consequence to the future of Bloomington and its residents. Certainly, this plan document is not to be taken as "THE" plan for Bloomington. It is a modest effort to establish a long-term and collective view about how land can be used for urban activities.

The time horizon which the plan document spans is twenty (20) years - 1990 to 2010. The plan document illustrates through the proposed Land Use Plan Map what Bloomington will look like in twenty years if one could adopt an overhead view of the entire City. There are a couple of important assumptions, of course. This view of Bloomington in the year 2010 assumes that the public policies detailed in the plan are, in large measure, implemented. The future Land Use Map also assumes that there are no unaccounted for technologic, economic, governmental or demographic forces which would drastically alter the social or environmental context under which the plan was prepared. In human history, twenty years is a short horizon, in U.S. urban affairs, twenty years is a relatively long period. It is clear that significantly unforeseen changes will occur. When these changes do occur then the underlying public policies need to be reaffirmed, clarified or altered accordingly. The root of the plan, however, remains public policy.

Bloomington's growth policies, which are articulated in the plan document, emerged over the course of one year through a deliberate and careful process of citizen involvement. The planning process was conceived to be a "citizen-directed" process. That is, the outcome of the planning effort was designed to evolve from active citizen participation in the process.

Phase I of the work to produce the plan - The Discovery Phase - was designed to isolate underlying concerns and issues relative to physical growth development in Bloomington. As a part of this "discovery" activity, a community-wide opinion survey was conducted, open town meetings were held, special interest groups were contacted and urged for input, and a series of interviews, discussions and workshops were held with Plan Commission members, Plan Department staff, public agency directors, and with key informants representing a wide spectrum of views and opinions about growth and development issues and alternatives for Bloomington. From this array of input, core issues and problems were isolated and clarified.

Phase II - Growth and Development Scenarios - created a series of conceptual models depicting alternative spatial arrangements for urban activities in Bloomington. Trial balloon concepts drew from underlying themes and characteristics of a desired or desirable urban place as identified by Bloomington participants in the planning process. Conceptual representation tested the themes of small town dispersed living, an auto oriented corridor city, a city which maximizes growth, a compact pedestrian-oriented city and an urban form resulting from maximizing the amount of land occupied by single household dwellings.

A structured professional television presentation of these concepts and themes seeded an opportunity for public discussion and debate about what kind of place Bloomington residents considered desirable and obtainable.

Phase III of the year's effort was devoted to Policy Formation. Draft policy statements were prepared. A series of Plan Commission and planning staff workshops were held to redraft and fine tune policy statements. Finally, a series of "community congresses" were held to review, question, rewrite and discuss draft policy statements. Community congresses were roundtable work sessions focused upon specific topics such as traffic and transportation or environment and natural resources with delegates representing the point of view of specific interest groups -- realtors, environmentalists, city departments and commissions, the Chamber of Commerce, builders/developers, and neighborhood associations. Additionally, the Plan Commission and planning staff took the draft policy statements to various civic organizations and professional associations for their comments. Newspaper editorials have been issued; letters in response received and printed; and radio talk shows hosted to provoke talk, comments and discussions about the draft policies.

The participation process has encouraged open discussion about the development issues which Bloomington faces. It is throughout this discussion - and sometimes pointed debate - that the principles which ground the policy foundation of the plan were formed.

The following document does not present a consensus view. There are clear points of departure where the plan document deviates from the closely held views of various segments of the public.

The plan, its principles and recommendations, provide a consistent and coherent framework which will effectively guide future physical development decisions. The guidance offered through the plan does complement the broadest public interest, and encourages the ongoing process of planning for the future of the community of interests known as Bloomington.

BLOOMINGTON: ONE VISION?

Is there one single vision for Bloomington? Is it possible to express one single vision for Bloomington? Can any specific vision energize and unify the citizens of Bloomington toward a singularly desired state? Can Bloomington be the ideal city?

Bloomington has already aspired to and achieved what many communities can not. Bloomington has consistently low unemployment; it has consistently low crime rates; it has an excellent public educational system; it is situated in a beautiful and diverse natural setting; it has an extensive network of human services and individual support mechanisms; its libraries are exemplarily, and above all, it has literally thousands of dedicated citizens who are willing to participate in civic forums for the betterment of their community.

Bloomington is not perfect - not everyone in Bloomington is employed; not everyone is engaged in meaningful or fulfilling work; there are potholes; high school dropouts; and not enough affordable housing. Does then, Bloomington lack vision?

Entryway signs welcome visitors with the remark "Bloomington - a beautiful place to live". This perhaps states the operating vision of Bloomington residents. Residents do indeed express, with passion, an affinity for Bloomington. If "beautiful" is amplified to all possible connotations - aesthetic quality, choice, superb, pleasing - then, Bloomington ranks high with those who live there and who are most prone to view the daily wrinkles in the face of the City.

It is the fact that residents feel good about Bloomington as a place to live which provides some outline or parameter of one possible compelling vision for Bloomington. Over and over in discussions, interviews and public meetings, residents would point out that Bloomington has a high quality of life. Quality of life has become an overworked phrase, and like beauty, resides in the mind of the observer. But, it expresses a community pride which could be defined as a shared attribute which compels allegiance.

If in twenty years residents no longer hold an affinity for Bloomington, then certainly Bloomington's vision would be diminished. Therefore, one component of the Bloomington vision is sustaining its shared esteem or appreciation.

Of course, the difficulty is that everyone has a different view of what changes should be made to make Bloomington better, or a different perspective about those Bloomington characteristics which make it a beautiful place to live.

- Natural setting, aesthetic quality of the landscape context and trees for many are important attributes.
- The safety and security of a small town with the cultural and intellectual resources of a large urban place epitomize quality of life for some.
- Excellent schools, good environment to raise a family, solid value for ones wages, and friendly caring people express sentiments of others.

Noone offered that Bloomington was a great place to become wealthy, or to leisurely vacation, or to view the latest fashions, or to avoid traffic congestion. Many offered that Bloomington is a good place to live.

The challenge which Bloomington faces is one of generating continued reaffirmation of Bloomington as a good and beautiful place to live - for all its residents.

Bloomington is a community of interests, often disparate and conflicting, some vocal, some silent, some powerful, some without power. Bloomington will change because the world will change over the next two decades. Each interest will perceive and receive change in a different way.

Reaffirmation of Bloomington's livability will require deliberate attentiveness to citizens and their considered level of affection for Bloomington as a place to live. Bloomington must continue as a place of choice and not become a place of chance. Because of Bloomington's size and its tradition of civic participation, individuals and groups of individuals can and do exercise the capacity to make a difference in their community. Preservation of the opportunity to participate in a meaningful and contributing way is one indisputable way to maintain Bloomington as a beautiful place to live.

The one "vision" which Bloomington must orchestrate is to transfer a widely held communal sense of quality of life and livability to a personal one. The quality of life as defined and envisioned by each individual must be offered expression and respect.

This is one vision, there are thousands of others. Extracting from each vision those elements which hold hope and promise for community-wide benefit will be no small or mundane task. It challenges community leadership to seek continual expression and participation. And it lays the burden of community responsibility on individual dreams. The image of a community unified by individual dreams and commitments to community-wide well being is a powerful vision - one which provides a balance of interests and a resiliency to meet and respond to all the conditions imposed by change.

Bloomington's Growth Policies Plan was created in a spirit of representational balance. The policies it recommends reflect, in large measure, the public interest as evidenced through the participation of many communities of interest.

The plan document is organized into four parts: an introductory statement appearing above; a segment devoted to fundamental public policies and their associated objectives and implementation measures; a section which describes and depicts plan maps of future land use relationships; and a final concluding commentary.

2. THE FOUNDATION

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

- Development conditions have changed rather significantly since the early 70's and both the master plan and the development regulations, which implement the plan, have not kept abreast of changing development styles and demographic imperatives. Few master plans adequately anticipate all possible changes. Though the existing master plan provided meaningful guidance, it is now obsolete.
- The financial capacity of local units of government in Indiana to support future public capital improvements has dramatically declined over the last decade. Future prospects for enhancing the fiscal capacity of local units of government in Indiana are limited, at best.
- Bloomington residents have the perception that growth has over run the effective capacity of urban infrastructure - especially roadways. Moreover, it is commonly perceived that much of the growth which has occurred during recent years has resulted in more, but not necessarily better, development. That is, no beneficial improvement in the quality of life has been associated with increases in the size of Bloomington and its surroundings.
- During the past two decades much of the growth of Bloomington and its surroundings was driven by growth associated with Indiana University. Over the next two decades, 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 which can be translated into mechanisms for positive and progressive change.

Based upon this need, what does the policy plan offer?

The policy 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 and somewhat idealized structure through which various urban activities can be spatially related.

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

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

The policy plan adopts a very 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 policy plan is not a regulatory tool. Clearly, the policies establish a firm public resolve through which regulatory tools and implementation standards can evolve. It is not, however, a zoning ordinance nor does it imply any specific development regulations per se.

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

The policy plan is directed primarily to undeveloped lands, important policy directions reinforce the vitality and quality of Bloomington's existing character.

The policy plan establishes a cohesive and integrated structure from which future development decisions - public and private - can be orchestrated.

Finally, the policy plan sets in motion a series of planning and evaluation actions which will cause the policies to change over time.

The following chapter identifies and defines fundamental public policies to structure the ongoing process of growth and development in Bloomington's planning jurisdiction. For each group of policies specific performance objectives are recommended. Following the objectives, a series of implementation measures and actions are outlined and discussed. The public policies offered here are fundamental, that is, they compel supportive objectives and implementation actions. The objectives which follow each policy area are desired benchmarks against which progress toward the public policies can be judged. The suggested implementation measures are intended to initiate actions toward gaining compliance with the public policies and toward realization of specific objectives. Suggested implementation measures are not meant to be exhaustive or exclusive but rather are offered to stimulate creative and inventive approaches.

POLICY ESSENCE

Seven principles give rise to the plan and its policies. These are:

- Compact Urban Form
- Nurture Environmental Integrity
- Leverage Public Capital
- Mitigate Traffic
- Serve Diversity
- Conserve Community Character
- Sustain Economic and Cultural Vibrancy

The plan and its policies reflect these seven principles in total. Said differently, the plan reflects a package of desired outcomes rather than seven separate distinct themes. The policies work together to unite these separate ideals. Further, it is not our intent that one principle take precedence over another. Each is critical and contributes to the strength of the composite. Associated with each grounding principle of the plan are six (6) fundamental public policies which direct, guide and establish overall goals for the plan.

The following material defines each principle, articulates public policies relative to each principle and sets objectives relative to desired growth and development results. Finally, for each set of public policies, a series of implementation measures are recommended which will lead to successful completion of objectives. Again, it should be noted that implementation measures are beginning points designed to stimulate action in support of the policies. Other approaches may prove equally as useful, it is clear that additional implementation measures will be required over time in order to keep the plan relevant and dynamic.

COMPACT URBAN FORM

Compactness is a difficult value to observe and perceive if one's perspective is a site. It is the broader, bird's eye (or more appropriately, the satellite image) view which 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 development; discontinuous and disorganized growth; and ribbon or strip development. Pragmatically, contained development is less costly to develop and to serve. Spatial expansion costs more because sewer lines, roadways and school bus routes are longer. As well, discontinuous urban development at the urban periphery interrupts open space, perhaps unnecessarily.

Why a compact urban form for Bloomington?

First, Bloomington has a series of natural barriers beyond which dense urban development becomes either difficult or inappropriate. On the southeast, Monroe watershed restricts development. On the east, topography and scenic integrity limits the magnitude of development possibilities. Beyond Indiana 37 on the west, the peculiarities of karsts and caves create less than desirable development circumstances. On the north, the Lake Griffy watershed and its steep slopes constrict development opportunities.

Second, Bloomington's planning jurisdiction is a hardline and will not necessarily be redrawn even with future annexation. Annexation itself is difficult in Indiana.

Finally, discontinuous urban development which occurs now limits future choices by establishing a development pattern that may be inconsistent with future needs. Said differently, development which is contained, preserves future planning and service options.

What are the implications of a compact urban form with respect to urban policy?

In order to compact urban form, random outward expansion of development must, in some way, be curtailed. Higher residential development densities which reduce land consumption can limit outward sprawl. Likewise, reducing the spatial separation between different types of activities may offer compactness. Certainly, developing in a compact manner necessitates phasing outward urban expansion to correspond with planned and funded capacity extensions of public infrastructure systems.

To compact also means to integrate - to be drawn in. In Bloomington, there are strong environmental constraints pushing development inward. Much of what makes Bloomington special is its shared "sense of place". While this sense could not be defined to the satisfaction of all interests, it is irrevocably connected to Bloomington's town core and the harmony of its architectures, its neighborhoods and their respective contexts. Unorganized development sprawl dilutes this sense of place.

Compactness does not, however, mean or imply growth limitations for the community as a whole. Beyond the planning horizon of the next twenty years, Bloomington can physically accommodate more people, more employment, more homes and more activities. Yet, in order to assure that quantitative expansions do not translate to contractions in the perceived quality of life, Bloomington must grow with care, with conviction and with efficiency. Compactness does imply 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.

Fundamental Public Policies
Compact Urban Form

- I** Seek a more compact urban form, restrain outward spatial expansion.
- II** Encourage contiguous urban development.
- III** Manage growth by planned extension and expansion of public utilities, facilities and capital investments.
- IV** Foster and accept moderately higher residential dwelling unit densities.
- V** Support new development and investment in those sectors of the community with reserve and underutilized public service capacity.
- VI** Stimulate and assure a balanced distribution of residential and commercial activities in all geographic sectors of the community.

Objectives

- 1. Seek gross new residential development densities of 4 to 5 units per acre over the next five years and increasing to 5 to 6 or more units in subsequent years.
- 2. Increase the presence of cluster, zero-lot line and other types of land conserving housing; create opportunities for large-scale master planned communities integrating mixed residential densities and mixed uses.
- 3. Shift the balance of new housing starts toward the west and southwest sectors of Bloomington over the next decade; restrain new development in the southeast sector.
- 4. Restrain future commercial development in the southeast sector of the community; provide opportunities for neighborhood serving commercial activities in all geographic sectors of the community commensurate with new residential growth.
- 5. Increase opportunities for new planned commercial centers. Prevent commercial sprawl along major highway corridors and arterials, contain commercial sprawl in existing commercial strips and seek commercial upgrading and coordinated site development. Contain commercial development pressure beyond planned commercial centers.
- 6. Stimulate development of downtown Bloomington as a mixed use, high intensity activity center of regional significance; encourage better utilization of Indiana 37 Bypass as a high activity corridor for employment and commercial uses.

Implementation Measures

- A. Discourage urban development beyond the east fork of Jackson Creek and south of Rhorer Road, discourage urban development north and east of 45/46 Bypass (more specifically as shown on the Land Use Plan Map, see page ____). Strictly adhere to zoning requirements and development regulations in reviewing development proposals in these areas. Limit development "by right" to rural intensity land use activities.

- B. Revise and restructure development regulations and procedures to accommodate higher residential densities, to balance residential and commercial growth, and to advance urban compactness.
- C. Review all major development petitions with respect to contiguity and with respect to the degree that they advance compactness. Recognize that non-contiguous urban development may be denied simply because it fosters sprawl.
- D. Concentrate new infrastructure investment in the western sector of the community. Proactively stimulate new residential development opportunities through provision of public amenities such as parks, greenways, pathways and new or improved roadways.
- E. Activate a consolidated public facilities coordinating council to review, consolidate and publish an annual report of recommended public capital projects. The composition of the council may be flexible and may vary from time to time. However, both city and county public capital projects should be included and encompass schools, parks, transit, highways, utilities and public works.
- F. Monitor, evaluate and publicly report residential, commercial and industrial development trends annually. Assess land and space needs and evaluate market conditions frequently.

NURTURE ENVIRONMENTAL INTEGRITY

Environmental sensitivity has increased significantly in the nation over the last twenty years. Bloomington has always fostered a keen sense of environmental awareness and has publicly been committed to environmental protection. It is, therefore, not surprising that environmental protection is a critical element in the overall policy thrust for guiding development over the long-term.

The approach taken here is to recognize that the existing natural environment in Bloomington is an important and vital quality of the community itself. The hills, the trees, the environmental context is strongly and inseparably an element of the quality of life for Bloomington residents.

The principle of environmental integrity holds that the complex environmental interrelationships should be maintained, conserved, and where possible, enriched. 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 in fact result from developmental processes. The principle of environmental integrity invokes a higher standard than *status quo* reservation of existing environmental conditions. It compels generation of substantially improved environmental conditions. Clearly, as knowledge and understanding improves about the interrelationships among environmental components - air, water, vegetation, wildlife and land forms - urban development should strive to respect and complement these interrelationships. In other words, environmental integrity should be nurtured.

From a policy perspective there are several implications of the principle of environmental integrity. Bloomington has a number of very special, and in some ways, highly sensitive environments - the lakes watersheds; the cave and karst zones; the steep hillsides. The policy plan adopts the value that these special environments should, in general, be reserved and remain undeveloped and undisturbed. Where development does intervene in these special areas it should occur with great care and only with careful public scrutiny. In part, because of the lack of knowledge regarding how specific environments may or may not be impacted by urban development, the policies support conservation through public reservation, regulation or acquisition.

Another rationale underlying the principle of environmental integrity is that anticipated growth and development in Bloomington will not be sufficient to cause environmentally sensitive areas to be developed. There is an adequate supply of land which can be developed without significant environmental consequence to accommodate foreseeable demand. Finally, with respect to the land which can and will be developed, policies in support of environmental integrity counsel minimizing impact - disturb only which is absolutely necessary - work with the natural systems rather than against them.

Fundamental Public Policies Nurture Environmental Integrity

- I** Respect and preserve the integrity and viability of existing natural environments.
- II** Restrain urban development in environmentally sensitive areas; minimize disturbance and intrusion.
- III** Insure future urban development does not diminish or degrade air or water quality and does not despoil land or groundwater resources.
- IV** Advance environmental conservation in development practice.
- V** Recognize natural landscape features (hillsides, ridge tops, streambeds, drainageways, etc.) as primary elements around which future urban development should be planned.
- VI** Reserve in the public interest lands unsuited and unsuitable for urban development and lands of high environmental or landscape quality.

Objectives

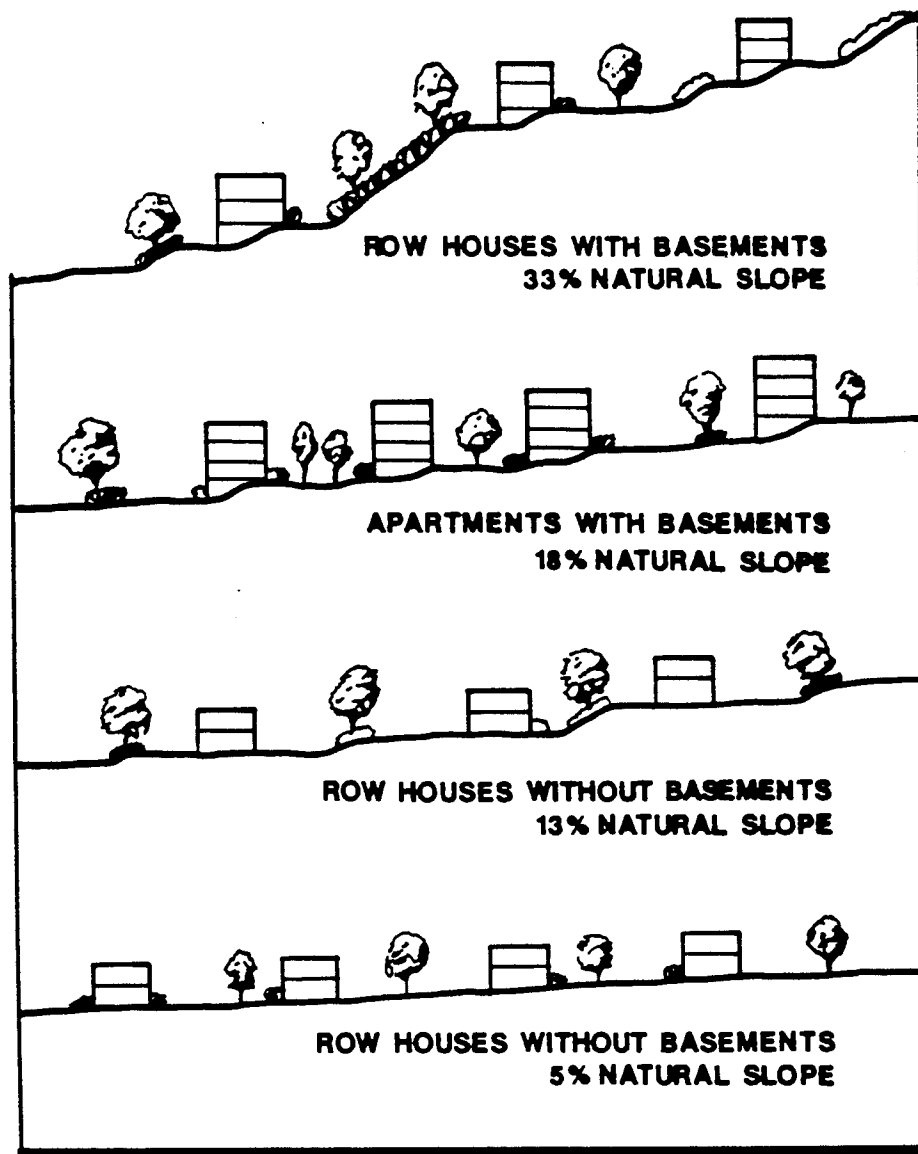
- 1. Establish special protection mechanisms for environmentally sensitive areas.
- 2. Minimize development, reduce development pressure and limit development intensity in environmentally sensitive areas.
- 3. Improve the quality of storm water runoff entering lakes watersheds, underground caverns and primary streams; reduce the levels of sediment, man-made chemicals and untreated sewage entering lakes and underground water resources.
- 4. Reduce risks to life and property from flood, seismic trauma and other natural hazards.
- 5. Advance the environmental quality of Bloomington as measured by air and water quality and the biological diversity over the next decade.

Implementation Measures

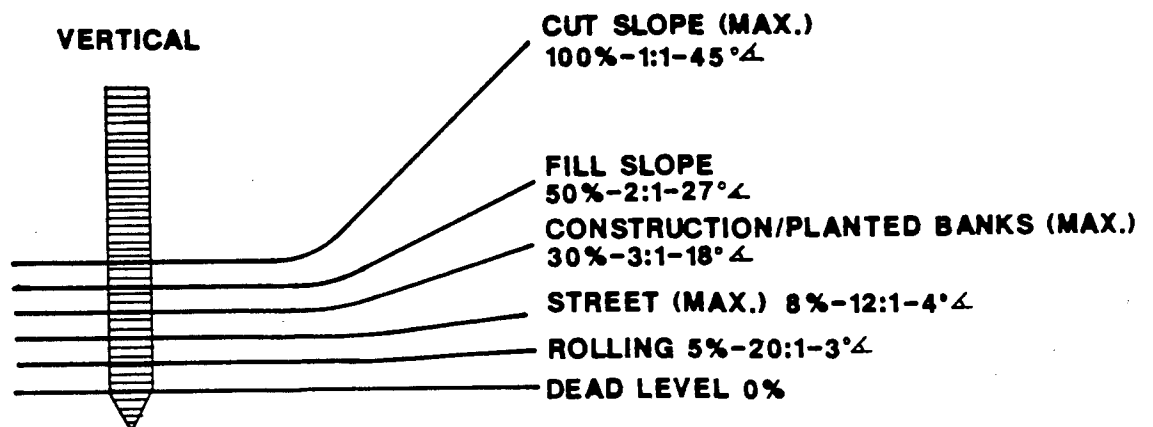
- A.** Revise zoning and development regulations to reflect environmental conditions; establish minimum performance criteria for environmentally sensitive areas, including lakes watersheds, floodways and floodway fringe areas; areas with subsurface caves and surface sinkholes or karsts, and steep hillsides. Also identify areas of presettlement forest stands, wildlife and vegetation habitat where special environmental preservation is warranted. Additionally, incorporate environmental quality performance standards into commercial and industrial development regulations to minimize air or water pollution and to avoid toxic and hazardous chemical wastes and residuals in the environment.
- B.** Identify, map and develop a detailed composite overlay to land use and zoning maps delimiting the general extent of environmentally sensitive areas. (This is an ideal topic for one or several graduate student projects or papers.)



- C. Establish a professional staff level technical environmental review process for development petitions in or adjacent to environmentally sensitive areas. The composition of the review committee should vary on a case-by-case basis but always involve one member of the Plan Commission and at least one planning staff member.
- D. Begin monitoring and evaluating the quality and quantity of stormwater runoff in primary drainageways which flow to lakes and subsurface water resources. Based upon this information, establish goals for improving stormwater quality.
- E. Discourage development in lake watersheds. Establish a 2.5 acre minimum lot size in all lake watersheds. Limit development intensity to no greater than 1 unit per 2.5 acres. Require sufficient land to accommodate two separate and distinct septic fields if developed with septic systems in support of established Monroe County Health Board findings and regulations. Where development occurs with community sewers, require "fail-safe mechanisms" sufficient to guarantee that no untreated sewage enters the watershed.
- F. In floodways and floodway fringe areas allow development only at natural elevations higher than would be inundated with the 100 year flood as delimited by the Federal Emergency Management Agency floodway maps. Prohibit cut and fill activities in floodways, floodway fringe areas and natural wetlands. Seek conservation easements, donations, or exactions of undevelopable land in floodways, floodway fringe and natural wetlands to be held in public trust.
- G. In areas prone to karsts, caves and other subterranean drainageways, require development with community sewers. Require the completion of a karst or groundwater management plan which specifies surface and subsurface drainageways, flows, and rates and establishes a mechanism to accommodate stormwater flows and prevent sedimentation or blockage of natural drainage passages. Prohibit construction over or immediately adjacent to surface sink holes. Establish surface sink holes as conservation easements with rights of public access and purposes of stormwater management. Limit development density and land coverage to those densities and coverages such that the deviation between pre-development and post-development stormwater runoff rate and flow is minimized.
- H. Establish and rigorously enforce an erosion control measure which limits the amount of off-site deposition and on-site loss of soil and over burden. Create a performance guarantee system applied to the contractor during the construction period and to the property owner after construction. Apply erosion control standards throughout the planning jurisdiction. On those land parcels which have been denuded, either in preparation for new development or for other reasons, adhere to erosion control standards and rigorously enforce community weed control ordinances. Work with the property owners to secure the planting of a soil holding, aesthetically pleasing ground cover.
- I. With respect to steep slopes, prohibit development on those slopes with a natural gradient in excess of 15%; minimize land coverage and disturbance for slopes of 10% and higher; require a structural evaluation and a grading plan for all development projects with prevailing slopes in excess of 8%. This implementation measure is not meant to preclude residential development which uses the natural gradient for aesthetic or scenic views, such as walkout basements or decks. Soil and slope disturbance should be minimized and stormwater drainage must be managed to slow runoff rate and reduce or divert runoff amounts. (See accompanying diagram.) The standard is that post development runoff rate and amount should be substantially equivalent to pre-development runoff conditions.



Source: Site Planning Standards, DeChiara and Koppelman



ACCEPTABLE GRADE SLOPES

Source: Urban Planning and Design Criteria, DeChiara and Koppelman

FIGURE 2

LEVERAGE PUBLIC CAPITAL

Unless the circumstance of local public finance changes dramatically over the next two decades, it is unlikely that local governments will be able to afford to keep pace with demands placed upon it for new infrastructure. It is likely that new public infrastructure will lag behind the needs induced by growth. Accordingly, as schools, roadways, sewers, and utility systems wear out or are technologically displaced, there will be increasing demands for repair and replacement. In view of these demands it is prudent to make the best possible use of existing, in place public infrastructure.

What are the policy implications of this principle of capital prudence?

First, as a major priority, in-place systems need to be used to capacity thresholds. In other words, where underutilized systems exist, growth should be directed to take advantage of reserve system capacity. Second, new public capital investment should be strategically placed, e.g., placed in a way which maximizes public return. Third, the various components of the public capital stock should increasingly be viewed as a common portfolio.

It is instructive to note, that traditionally a portfolio approach across all public agencies has not been taken. Decisions about school projects, sewer investments, roadway investments, etc. have in the past typically been made without explicit consideration to the capital investments of other public agencies. City of Bloomington departments do prepare and follow a multi-year capital program budget. The Metropolitan Planning Organization (MPO) is charged with the responsibility of coordinating roadway projects between the city and county as well as coordinating local priorities with state and federal highway plans, priorities and funding. What is suggested is the basis for coordination of public capital investments be enlarged to explicitly consider the implications of capital programing across jurisdictional and functional lines. Moreover, capital investment should reflect and support community growth policies.

Finally, new development should occur only in locations where the public capital is in place or committed to be in place in terms of service and fiscal capacity. It is highly probable that new development will be required to bear a larger share of the capital costs necessary to accommodate such development. At the same time, it must be recognized that public capital is a public responsibility and that every possible avenue for expanding public fiscal capacity should be explored.

By good fortune, if not by design, the principle of leveraging public capital fits the principle of compactness. To the extent that outward expansion of development can be contained within the boundaries of existing infrastructure systems, public capital costs can be saved and future investment foregone. This principle also provides policy support for increased attention to the older core neighborhoods and downtown. The emphasis from an infrastructure perspective should be upon maintenance, upgrading and replacement in order to accommodate future new development in these established areas and to preclude any potential private disinvestment in these areas. For example, considerable public investment has been devoted to Bloomington's downtown. This investment should be used to call forth additional private investment for residential, retail, office, service, cultural and employment activities.

To the extent that public capital investment can be used to generate new fiscal capacity for the community in the form of increased tax base or revenues, it should be. Alternatively, public capital investments may be used in a way which decreases year-to-year operating or maintenance expenses thereby enhancing the public revenue available for other purposes. In other words, extract or leverage the greatest benefit from a scarce irreplaceable assets.

Further, the implication is one of increasing the relative share of public funds devoted to capital projects and at the same time expanding the amount of public revenue available. Increasing taxes, user fees, development fees and exactions, public and revenue debt, and grant funds pose political questions to be addressed by the local decision-making process. From a planning perspective, all potential sources of capital funds need to be integrated into a prudent but supportive strategy for financing future growth and development policies.

Fundamental Public Policies

Leverage Public Capital

- I Give priority to public capital projects that reinvest in upgrading existing infrastructure and public facilities, those which avoid or limit future public operating and capital expenditure, and, those which serve immediately contiguous undeveloped land.**
- II Encourage redevelopment, infill development (where vacant land is passed over by earlier waves of development), and adaptive reuse of vacant or under-utilized buildings.**
- III Direct new development to areas with reserve infrastructure capacity, limit development density and intensity to existing or planned and funded infrastructure capacity.**
- IV Use the widest possible range of funding options to pay for infrastructure and public facilities including but not limited to general tax increases, special assessment districts and development fees and exactions.**
- V Acquire strategically located development sites in advance of development to secure land for public facilities and amenities, to contain urban sprawl, to conserve and manage sensitive environments, and to preserve private development options for master planned communities.**
- VI Where major projects are planned which require new or improved roadways, stormwater drainage systems or sewer systems, create opportunities to expand, upgrade and improve the capacity or efficiency of existing in place systems nearby the proposed project.**

Objectives

- 1. Substantially increase the level of capital funding available over the next five to seven years; target an annual real dollar increase of 4% to 5% for capital projects.**
- 2. Expand public revenue sources through state legislation and by increasing local sources of revenue.**
- 3. Identify, on a community-wide basis, existing infrastructure capacities, constraints, problems and needs. Establish a comprehensive coordinated and consolidated capital budget. (Consolidated with respect to roadways, pedestrian and bikeways, transit, solid waste, sewer, drainage, parks and recreation, coordinated with community-wide growth policy.)**
- 4. Alter utility rates to provide for the creation of a debt service reserve fund; consider adoption of a rate structure which yields a return to invested capital equivalent to the cost of public funds; fully add the cost of service distribution to remote utility users.**
- 5. Create and employ mechanisms by which neighborhoods or property owners within an area can self-fund localized capital improvements. (Barrett Law, special assessments, etc.). Within the next three years identify neighborhood improvement needs and initiate a neighborhood capital improvement program.**
- 6. Expand the number of economic development/redevelopment districts where there are substantial opportunities to add new tax base. Employ tax increment financing to the maximum feasible extent in order to underwrite district-wide public capital projects.**
- 7. Establish a rate structure for the development review process which captures the full public expense of the review.**

8. Explicitly consider a statement of fiscal impact and capital improvements impact for development projects during the development review process.

Implementation Measures

- A. If and when development impact fees are approved by the Indiana legislature, implement fees to recover the public infrastructure costs (especially roadway, traffic operations and open space/parks) necessitated by new development. Consider additionally, options for sharing participation with the private sector for infrastructure projects which improve or upgrade existing infrastructure in the general vicinity of the project site.
- B. Create a stormwater management enterprise charged with the responsibility of planning, monitoring, constructing and managing stormwater detention facilities and drainage improvements. This enterprise should operate throughout the developing community and be self-sustaining through the sale of discharge permits and user fees.
- C. Work at the state level with other local governments to alter the 5% total levy limitation and to moderately expand the 2% of assessed value debt limitations.
- D. Plan for and develop a capital improvements program directed toward upgrading and expanding neighborhood infrastructures. Projects may include drainage, sidewalk or pedestrian routeways, bicycle paths, landscaping, neighborhood street improvements, etc.
- E. Evaluate all public fixed assets including land and buildings in terms of their potential return for sale or a sale-leaseback arrangement. Develop opportunities to manage, sell or exchange public fixed assets where the capital recovered could be employed for broad community-wide benefit and where sale or disposition of these assets would not diminish public operations or service delivery.
- F. For all public capital projects, commit to a life-cycle cost evaluation rather than a lowest cost bid basis. (A life-cycle cost evaluation explicitly considers operation costs and maintenance burden in selecting among alternatives. Buildings, equipment and specific items of infrastructure such as bridges should be "bid" on the basis of total cost over the life of the capital rather than a lowest cost bid basis.)

MITIGATE TRAFFIC

Congestion is an increasingly apparent characteristic of urban growth, not just in Bloomington but nationally. New development is commonly, though inaccurately, identified as the major culprit in traffic congestion. In fact, congestion has resulted from many factors including increasing incomes, an increasing number of households and an increasing array of origins and destinations. Interestingly, the nation's suburban areas have fared worse with respect to traffic congestion than older urban areas. It seems apparent that our demand for automobile trip making has outstripped our financial and physical ability to provide non-congested or free flowing roadway capacity.

In Bloomington, traffic congestion is not now an unmanageable problem. However, with a strong eye to the future, acceptance of the principle of traffic mitigation will be the most prudent approach to prevent future traffic congestion. Reducing auto trip-making not only reduces congestion but improves air quality and saves energy.

What exactly does traffic mitigation mean?

Fundamentally, traffic mitigation implies a public policy of actively reducing the demand for automobile trip-making and at the same time reducing the traffic impacts associated with trip-making. The policies reduce the frequency and length of auto trips by distributing convenience type retail in close proximity to residential areas, by encouraging development of mixed-use projects which are relatively self-contained and by seeking an increased spatial association between employment centers and residential areas.

Traffic mitigation also implies policies designed to substitute car oriented trip making for other modes of travel - transit, walking or biking. Policies supportive of a compact urban form decrease average trip length and provide the possibility for more locations to be serviced by transit. Finally, high intensity activities should be directed toward those highway corridors which can accommodate these more intense activities. As high activity clusters emerge, the opportunities for transit and ride sharing expand.

Traffic mitigation becomes an easy principle to accept but very difficult to carry out. In the short-term, effective realization of traffic reduction is not likely to happen. In the long-term, trip-making behavior and attitudes about transit can be altered. A broad based program of public education needs to be designed and carried out to alter the attitude and behavior of citizens with respect to non-auto transportation alternatives. Bloomington, because of its size and demographic composition, has the unique opportunity to substantially change the pattern of automobile trip-making.

Fundamental Public Policies

Mitigate Traffic

- I Adopt and promote automobile trip reduction as a community-wide priority.
- II Actively encourage the use of the widest possible range of transportation alternatives to automobile trip-making by residents.
- III Create a network of pedestrian and bicycle pathways, routeways and greenways which transverse the community, which connect activity centers and which link recreation opportunities.
- IV Optimize the flow of traffic and the relationship between land uses to reduce traffic congestion, trip lengths and trip frequencies.
- V Direct all future high intensity land uses toward those roadway corridors with the greatest reserve traffic carrying capacity and connect all high intensity activity centers to public transit.
- VI Expand east-west transit and traffic carrying capacity.

Objectives

- 1. At a minimum, decrease the number, the length and the frequency of automobile trips on a per capita basis; slow the rate of growth in automobile trip-making and strive toward absolute automobile trip reductions.
- 2. Increase transit ridership by at least 50% over the next three (3) years; seek progressive improvements in transit ridership.
- 3. Fully integrate transit, pedestrian and bicycle planning into annual and long-range transportation planning capital improvements programming and official thoroughfare plans within the next year.
- 4. Improve two (2) major east-west arterials between Indiana 37 Bypass and Walnut Street, create an opportunity to separate truck traffic from residential traffic on the west side.
- 5. Aggressively program dedicated pedestrian/cycle pathways or trails and make annual additions to the system. As a definable objective, seek completion of at least two linear miles of pathway per year.
- 6. Ease traffic congestion/decrease the number of traffic operational problems.
- 7. Reduce pedestrian - automobile conflicts; and conflicts between bicycles and auto traffic, increase the level of pedestrian and bicycle friendly areas throughout the community. Specifically, reduce the number of bicycle or pedestrian accidents with vehicular traffic to slight and insignificant levels over the next four years and seek continued reductions.

Implementation Measures

- A. Increase local funding of transit operations, and of pedestrian and bicycle linkages; earmark capital improvement funds for transit, pedestrian and bicycle route improvements; earmark a share of county auto excise taxes for transit and/or non-vehicular transportation alternatives.

- B. Develop, in concert with the Indiana University community, a commitment and a plan for traffic mitigation; explore all avenues of approach with emphasis upon reducing the number of trips generated. Expand the range and use of non-auto transportation alternatives by the Indiana University community. Explore joint operating agreements between Indiana University and the Bloomington Transit System.
- C. Revise subdivision street design standards to reflect various traffic mitigation alternatives including bicycle and pedestrian paths. Limit the ability of neighborhood residential streets to carry through traffic but encourage subdivisions to be linked to adjacent subdivisions with streets, sidewalks, pathways or trailways.
- D. Monitor traffic growth and trip frequency on at least an annual basis. Evaluate findings to plan for transit, pedestrian and traffic operation improvements, and to establish traffic mitigation targets and strategies.
- E. Expand the range of inquiry of developer sponsored traffic impact studies to include consideration of traffic mitigation alternatives and the impact of site generated traffic upon the broader traffic system. Accommodate pedestrian, bicycle and public transit in all commercial or industrial projects in excess of 30,000 gross square feet and multi-tenant housing in excess of 30 units in general and in smaller projects where opportunity exists.
- F. Explore and implement a series of point-to-point, high frequency transit shuttles between key activity centers. Seek a revision in Indiana law to permit Bloomington transit to serve all major destinations in the urbanized area specifically, including employment centers outside of the corporate jurisdiction. Finally, develop a more completely integrated transit system with the Indiana University bus service and rural transit.
- G. Implement an access control plan for South Walnut Street. Control access to new commercial centers to be located along major arterials; encourage the clustering of commercial uses including fast-food/drive-in restaurants into controlled access planned business centers.
- H. Establish a system of pedestrian street standards where streets are open to vehicles but favor pedestrians and bicycles. Apply these standards to existing established neighborhoods and affix to subdivision standards governing new residential development.
- I. Relocate through traffic from neighborhood streets. Establish, publish, promote, sign and enforce a community-wide system of truck routes.
- J. Systematically devise a series of traffic operational improvements (some combination of physical improvements and traffic control measures) which would improve the east-west/north-south flow of traffic.
- K. Add to range of private vehicle options with community-wide ride sharing; informal ride sharing (pick-up corners and destinations where auto drivers willing to share rides may pick-up passengers) and private informal jitney services.
- L. Develop and implement a public relations and publicity campaign targeted toward reducing auto trips and promoting alternatives to auto trip-making. The same publicity techniques which have been used over the last five years to promote recycling and to change behavior with respect to substance abuse, should be employed to advance the cause of traffic mitigation.

SERVE DIVERSITY

One of the vital attributes of Bloomington is its diversity. Physically, socially, economically and culturally Bloomington has a vast range of activities and opportunities. In this way Bloomington assumes some of the character of much larger urban areas yet within the context of relatively small size. The principle of serving diversity recognizes the importance of sustaining balance and variety in the natural and built environments for populations with diverse interests and needs.

In terms of the growth and development policies what does this principle imply?

First, it suggests that development should accommodate and promote different lifestyles, income levels and household characteristics. For example, differences in housing types, densities and prices should be encouraged. Second, new development should be designed to incorporate a variety of activities and uses. As well, the spatial arrangement of employment, retail and recreational activities should be distributed in a way which provides accessibility to all geographic segments of the community.

Policies supportive of this policy also call forth opportunities to enrich and enliven the public spaces and the public faces of buildings and their grounds. Trees, green space, parks, pathways and other public amenities provide access to a wide diversity of users and serve diverse human needs. Just as Bloomington's natural setting is diverse, the urban landscape should draw upon these natural landscape features to soften and contrast urban forms.

Finally, policies are offered which recognize the advantages of flexibility in terms of development style and process. Flexibility is viewed as a way of preserving diversity and of accommodating differences among communities of Bloomington residents.

Fundamental Public Policies

Serve Diversity

- I Celebrate diversity; serve diverse human needs; recognize and respect differences of opinion; amplify choices which fulfill individual and collective potentials.
- II Assure that the housing needs of each Bloomington resident are met; expand housing choices for those with special housing needs including those with limited income, those with limited mobility or physical impairments and those who require or choose group-living residential settings.
- III Urge creativity and flexibility in the development process; seek excellence in the resulting built environment. Stimulate new residential communities with distinctions in housing types, styles, densities and prices within and between each community; provide opportunities for new residential development in each geographic sector of the community.
- IV Underscore the importance of geographic balance. Make certain that each geographic sector of the community offers a range of residential choices and affords excellent access to employment, shopping, recreation and social activity centers.
- V Enliven, enrich, and enhance public spaces, and the public faces of buildings, grounds and roadways; improve the aesthetic quality of Bloomington's varied landscapes.
- VI Expand the range, the diversity and the magnitude of green spaces, passive natural areas and urban landscapes in Bloomington.

Objectives:

- 1. Create new opportunities for meaningful participation in the development review process by members of the development community, those directly impacted by development proposals and members of the public; reduce the number of development petitions viewed as controversial; increase the certainty in the development review process both in terms of decisions about development petitions and in terms of outcomes resulting from development.
- 2. Improve the community-wide awareness and understanding of the planning and development process; increase the level of confidence in and acceptability of planning and development decisions.
- 3. Establish, on an annual basis, objectives for meeting the housing needs of Bloomington's special populations including those with limited incomes, those with physical impairments and those with group living requirements; monitor compliance with these objectives as a part of the ongoing planning process.
- 4. Increase the utilization of planned unit development (residential and commercial) procedures to achieve creative site planning and use variety; advance the overall aesthetic quality of new development projects with specific attention to architecture, lighting, landscaping and signage.
- 5. Increase the accessibility to neighborhood serving small scale, retail or service activities with emphasis on those areas of Bloomington currently unserved or underserved.
- 6. Adopt a principle of No Net Loss of community-wide tree crown coverage, minimize to the fullest possible extent the number of mature, healthy trees cut in preparation for development or construction projects, increase tree crown coverage by twenty (20) percent over the next decade, regularly monitor performance.

target roadway segments for implementation. Over the course of five to seven years significant alterations in the quality of roadway landscapes can occur. It is unreasonable to assume that public financial support can be stretched to implement the entire program. Therefore, private funding from a wide variety of sources will be required if the program is to be fully completed in this timeframe. Landscaping requires ongoing maintenance. The public sector can assume some maintenance responsibility. However, additional private support will also be required for maintenance. Before any section of the plan is implemented, maintenance commitments should be obtained. Again, this is an opportunity for volunteer support of the program.

As landscape and tree preservation standards are strengthened for private sector projects, the public sector will have a special obligation to set an extraordinary example in landscaping public sector projects. Ordinary and routine public projects such as water and sewer projects, street and sidewalk improvements, and other routine public projects merit special attention to landscape details.

- K. Develop and implement a system of parkland/open space dedications for new residential development. Dedications of land for open space or parkland will be acceptable if in accordance with Park and Recreation Department Master Plans for proposed parklands or open space reserve. Land for pathways which generally conforms to the Official Thoroughfare Plan for pathways, shall be accepted by approval of the Plan Commission. Fees in lieu of dedication will be accepted in development locations where open space, pathways or parkland are unwarranted or unacceptable. Park land and recreation service standards will be established and adopted by the Board of Park Commissioners from time to time. The recommended action here is to accept these service standards for park land dedication. It would prove useful to state service standards on a per household basis rather than a population basis. It should also be recognized that land that is set aside by developers because it is in a floodplain, heavily wooded, or physically inappropriate for development provides valuable open space assets and should be credited against park land dedication requirements.

CONSERVE COMMUNITY CHARACTER

Bloomington residents have a strong attachment to their native or adopted place. No single characteristic or attribute defines this affinity toward Bloomington. Rather, it is the bundle of perceived qualities that make Bloomington special and worthy of collective pride. The natural beauty of Bloomington, its landscape features, the presence of Indiana University, the sense of security, the openness and breath of public participation are attributes which contribute to community character. These attributes must be retained. Future growth and development should not alter the attachment that Bloomington residents feel toward their community.

Over and over the words "small town character" expressed a widely shared sentiment that Bloomington provides a wealth of amenities usually associate with much larger places yet within an understandable and controllable context of a much smaller place.

The fundamental policy direction (in support of pride of place) requires conservation maintenance, and replication of those attributes which evoke positive feelings among residents. The challenge is to insure that as growth occurs community character is not lost because of growth.

Central to the "small town character" of Bloomington are its older core neighborhoods. In order to conserve community character these older core neighborhoods must be protected, encouraged and invigorated. These neighborhoods must be treated with sensitivity but allowed to change in a gradual and compatible way. New development which either drastically alters the architectural character or imposes activities which adversely effect the livability of these neighborhoods, should be avoided. These neighborhoods contain a diversity of housing stock much of which is aging, affordable, reflective of different periods of development, and relatively compact with pedestrian scale contexts. One of the major problems that these core neighborhoods face is the creation of higher density housing either through conversion of existing stock or through demolition and redevelopment of apartment dwellings. The master plan policies limit future conversion and demolitions, moreover, the intent is to promote stability and vitality of these core neighborhoods by encouraging owner and family occupancy and by directed public investments.

Indiana University is also central to the character of Bloomington. Past development of the community has been strongly tied to the growth of the University. It will continue to be a major force directing development and change in Bloomington. Decisions made by the University advance its institutional mission. However, development and policy decisions made by Indiana University always have implications for Bloomington as a community. The master plan policies encourage recognition of community impacts in setting institutional directions and priorities.

Fundamental Public Policies
Conserve Community Character

- I Recognize older core neighborhoods as central to Bloomington's character and an irreplaceable resource in terms of locational choice and relative affordability. Foster the continued vitality of these neighborhoods through targeted public investments, regulatory support and incentives.**
- II Maintain the residential fabric, historic context and architectural character of older core neighborhoods; discourage the conversion and/or redevelopment of existing single household units for high density housing and other uses inappropriate, incompatible and invasive of the residential character of these neighborhoods.**
- III Actively seek redevelopment or adaptive reuse of blighted, incompatible or functionally obsolete buildings; in residential areas assure redevelopment which is sensitive to and compatible with the existing residential context; in the downtown, promote redevelopment or adaptive reuse of vacant, or underutilized buildings or spaces.**
- IV Promote housing maintenance, reinvestment, and owner or family occupancy community-wide and especially, in the older core neighborhoods.**
- V Strengthen the community linkages with Indiana University; expand cooperative City-University development efforts.**
- VI Retain and expand affordable housing.**

Objectives

- 1. Identify predominantly single-family/single-household residential neighborhoods; establish regulatory protection for these neighborhoods to maintain their single household status.**
- 2. Reduce the number of non-owner occupied housing units converted or redeveloped for commercial or multi-tenant use; increase home ownership and owner occupancy in the older core neighborhoods.**
- 3. Recognize the value of these residential neighborhoods to families; in the short term stabilize the number of family households and work over the long term to increase the number of family households by both owners and renters.**
- 4. Increase the number of downtown housing units with a goal of adding at least 15 to 20 units per year over the next decade.**
- 5. Enhance appearance, maintenance and up-keep of rental units and non-residential areas. Improve their compatibility with adjacent single-household properties.**
- 6. Create opportunities for non-family student housing exclusively devoted to multi-tenant rentals.**
- 7. Maintain existing supply of affordable housing; over the next decade increase the supply of affordable housing to meet projected needs.**
- 8. Decrease the allowable non-related individuals in a dwelling unit to 3 adults except in student enclaves and in group home situations.**

Implementation Measures

- A. Immediately create neighborhood conservation districts as overlay districts to the existing zoning districts. Identify blocks or block fronts where the primary existing use is single-household and/or owner occupied dwelling units. In these blocks or block faces permit existing multi-tenant uses to continue but as non-conforming uses, reclassify all single-household units as R-S. Where multi-tenant properties predominate, review existing zoning on a block-by-block, case-by-case basis. Review existing business zoning within core neighborhoods, consider the appropriateness of the existing use, where inappropriate, reclassify these uses as nonconforming uses.
- B. Expand the use of local historic districts to offer protection under the existing zoning code to neighborhoods where the historic context and architectural fabric coincide to provide an area of unique local significance. Historic districts may not contain any specific structures with outstanding or unusual architectural features. These districts may be comprised entirely of vernacular structures, which by their association constitute a distinctive and identifiable example of period housing styles, types and site arrangements. The protection offered by historic district designation reasonably assures that the architectural integrity of the district will not be compromised by incompatible structures or uses. The existing zoning code requires a Certificate of Appropriateness before structural alteration can be made within any historic district. The existing code does permit office use and restricted retail use and may ease parking requirements in some cases. These commercial provisions need to be reexamined on a case by case basis within a potential historic district. Areas like Prospect Hill, North Washington Street (300-600), the Vinegar Hill area, the near west side area (Kirkwood to Eighth Street, Maple to Madison), and units in private ownership in the University Courts area (bounded by Indiana Avenue, Woodlawn, Seventh and Tenth streets), should be considered for local historic district designation to further core area policies. Other districts should be considered as the need arises.
- C. Develop a neighborhood reinvestment strategy consisting of four basic elements: 1) targeted public improvements; 2) rigorous housing and zoning code enforcement; 3) a low interest housing rehabilitation loan fund; and 4) targeted tax abatements on property improvements. Priorities for neighborhood improvements should be identified by neighborhood groups to include street repair, repaving, street lights, sidewalks, drainage, and curb and gutter improvements. Neighborhood organizations should be responsible for preparing, with the assistance of City staff, a capital improvements program. Predictably, more capital improvement needs will be identified than can be publicly funded. Therefore, the creation of special assessment districts may be warranted to provide a mechanism for self-assessment by property owners who will directly benefit. Special assessment projects may include sidewalks, pathways, sewers, street lights, street trees or drainage improvements. Capital improvements need to be programmed over a long time-frame in order to effectively impact capital improvement needs.

An opportunity to create a housing rehabilitation fund may be exercised with a local linked deposit program. Linked deposits involve placing public funds in non-interest bearing accounts in return for lower interest loans for specific purposes, in this case, for residential improvements. This linked deposit program should be available to owner occupants and to owners of small unit (5 or fewer units) apartment buildings or conversions for the purpose of rehabilitation.

Home improvements coupled with rigorous housing code enforcement can be useful in stabilizing property values if applied over a long time period in a concentrated area.

Where possible, the incentive of property tax abatement may be strategically employed to allow a five year forgiveness of property tax on improvements. This would require economic development districts to be defined in which abatement could be used.

- D. Create or use an existing non-profit housing development corporation, such as Housing Solutions, Inc. to purchase housing stock, rehabilitate the stock and resell for the purpose of increasing the viability of existing stock, preserving affordable housing and increasing home ownership. Housing development corporations can also facilitate rehabilitation by offering a variety of housing maintenance services to those incapable of performing routine upkeep. Simple energy conservation improvements can often cut utility costs by 30%. The national impact of local housing development or community development corporations has been enormous.
- E. Energize a housing affordability task force to analyze the nature of the affordability problem in Bloomington. Define the supply of "affordable housing", potential demand and parameters of affordability. Recommend annual affordable housing production targets and strategies to achieve those targets.
- F. Identify undeveloped land parcels within the older core neighborhoods. Through the Redevelopment Department acquire, where appropriate, sites for residential development. Sponsor a development competition for small lot infill projects and reward title to the parcel with the development agreement. Alternatively offer these sites to developers of affordable housing projects.
- G. Work with Indiana University administrators to identify and target rehabilitation needs for university owned off-campus properties; seek the creation of a fund earmarked for off-campus exterior property and landscape repair and refinement.
- H. Establish a formal City-University joint development partnership to facilitate communication and problem solving relative to physical development issues and to pursue development projects of mutual benefit to the City and the University. Many universities have created public/private partnerships or joint development corporations. The current proposal to develop a new City Hall in the Showers Complex is one example of mutually advantageous linkages. The recommendation here is to foster a proactive development entity. Northwestern University and the University of Illinois have formed public/private partnerships to undertake development of research parks.

Other opportunities for joint development partnerships may include properties owned by the Indiana University Foundation, residential units acquired by the university to protect the residential fabric in its vicinity and properties in the Indiana Avenue/Kirkwood area.

The consideration of a master land use plan developed by the City and the University under the auspices of a joint development partnership is urged for neighborhoods in proximity to the university. This plan could be formally adopted by the City as an amendment to the comprehensive plan and serve as a formal guide to university decision-making. As precedent, Indiana University, Indianapolis in 1980 endorsed a Letter of Commitment to work with the Midtown Development Corporation for the revitalization of Indiana Avenue and the larger Midtown neighborhood.

Separately, even if a joint development partnership does not happen, University cooperation with and commitment to Bloomington development objectives is vital. To the extent that advance knowledge of university plans for physical development and property acquisition become relevant and important to maintenance of neighborhood stability in adjacent residential areas, these plans, project proposals or potential acquisitions should be openly shared with City staff at the earliest possible stage. Voluntary disclosure of significant

development plans with an opportunity for review and comment by City staff prior to finalization of plans is suggested and prove extremely helpful in directing development decisions.

- I. Charge the Commission for Downtown and the Redevelopment Commission with the responsibility for identifying opportunities for new downtown housing. Provide public incentives in the form of tax abatements, landscaping and low interest rehabilitation loans to decrease development costs. On a case by case basis, consider regulatory relief for these projects. Review and accordingly revise off-street parking requirements for downtown housing. On a case by case basis link actual parking required to project needs. Investigate all possible options to provide residential parking downtown including residential permits in City lots, dedicated on-street spaces and construction of new lots.
- J. Create a system of resident parking permits in the vicinity of Indiana University. Several options exist for implementation, posted parking except for resident permits, two-hour parking limits except for resident permits, parking meters with resident passes. In each case rigorous enforcement will be required to make the system work. In many university neighborhoods some type of resident parking permit system is employed to discourage on-street parking by students and university employees. In this case curtailment of on-street parking by non-residents supports opportunities to increase shuttle service ridership.

SUSTAIN ECONOMIC AND CULTURAL VIBRANCY

Bloomington has an especially vibrant local economy. Current unemployment rates are very low and Bloomington has the distinction of having the lowest unemployment rates in the state. This vibrancy is due, in part, to the presence of a large recession proof export industry - Indiana University. The local economic impact of Indiana University operations is substantial and a stabilizing influence for the local economy. Manufacturing accounts for approximately 23% of total wage and salary earnings - government including Indiana University employment accounts for slightly less than 30% of earnings. Current manufacturing employment is about 8,500 roughly half of the 16,000+ government employees working in Monroe County. The impact of Bloomington's manufacturing sector is not to be overlooked in considering the underlying strengths of the local economy. Retaining existing manufacturing firms and assisting their growth and expansion will be crucial to sustaining a vibrant local economy.

Over the next two decades, Bloomington will need to create and pursue new opportunities for economic growth. Indiana University has contributed significantly to Bloomington's economic growth over the prior twenty years. Every indication suggests that the University has neared or reached peak planned enrollment. While this does not indicate that future economic growth from the University sector will be flat, it clearly reveals that the contribution to local economic growth from the University will be substantially reduced. Diversification of the types of employment offered as well as diversification of the kinds of economic activities in Bloomington will provide a substantial safe guard against loss of economic potency. Tourism or rather visitor services offer significant employment and local income potential. Diversification efforts in this industry should be explored and exploited. Bloomington lags somewhat in the growth of its service sector relative to other urban centers in the state. Efforts to encourage broader based and a more potent service sector will be important in diversification efforts. Bloomington is and will continue to be a regional employment center. As regional highway access improves, the ability of Bloomington firms to draw from a larger pool of potential employees will improve. For this reason, employment growth is expected to outpace population growth.

Finally, although Bloomington has a high rate of employment, personal income from earnings is only moderate. One of the long-term challenges facing the Indiana economy as a whole is to raise personal income levels. This is a very difficult objective at the state level and more difficult locally. Long-term improvements in local income can be fostered through maintaining a highly skilled quality work force and by sustaining high employment levels. Bloomington has strong comparative advantages in educational excellence.

Economic growth in Bloomington will increasingly be driven by quality of life considerations. Here, too, Bloomington will benefit from strong comparative advantages. From a development perspective, efforts to strengthen through public policy the economic well-being of individuals and enterprises, is crucial to maintaining Bloomington's livability.

Bloomington is a cultural hearth with an outstanding tradition of performing and visual art. Economic vibrancy is not disassociated from cultural excellence. Arts, music and cultural offerings contribute to the richness and quality of Bloomington's character. University communities usually offer a wider fare of cultural experiences than non-university towns. Yet, in Bloomington it is not just the wide menu of cultural and artistic selections which generates appeal for residents and visitors alike, it is the excellence which continues year after year. And because Bloomington has established this reputation, communities of artisans, artists and performers have grown beyond the walls of the University.

Even more directly connected to the economic vitality of Bloomington is the fact that art, music and cultural affairs attract hundreds of visitors to Bloomington continually. Added to these visitors, athletic events attract thousands. These activities add economic value. Actively creating opportunities to leverage the value of Bloomington arts and cultural affairs will enhance livability and complement pursuit of excellence.

Also central to Bloomington's character is the downtown core. The mix of uses, its architectural diversity, its pedestrian scale, its continued vitality and its level of public and private commitment strongly urge policies of support and conservation.

Fundamental Public Policies
Sustain Economic and Cultural Vibrancy

- I Reserve and maintain an exclusive supply of land to accommodate future employment growth and enterprise development.**
- II Strive toward increasing the per capita income of Bloomington residents, diversify the employment and occupational choices for Bloomington residents, assure each Bloomington resident of the opportunity to acquire the skills and talents necessary to succeed in the work place.**
- III Stimulate economic diversification through broadening of the employment, activity and enterprise base.**
- IV Commit to the retention and expansion of existing enterprise, assure existing firms that expansion space will be found.**
- V Actively leverage Bloomington's artistic and cultural excellence for the benefit of residents and its institutions.**
- VI Link explicitly artistic and cultural endeavors to the livability of Bloomington.**

Objectives

- 1. Identify long-term industrial and employment space needs and set aside land inventory sufficient to maintain a twenty year supply, pre-identify large undeveloped sites which could accommodate a large corporate expansion or relocation.**
- 2. Identify and reserve, in the master plan, a site suitable for a corporate headquarters/regional management center, or corporate business park. Over the next three to five years work to recruit a user for this site.**
- 3. Over the next two years, focus efforts to successfully move forward with the development of the Showers Complex as a research and development business incubator.**
- 4. Assist Indiana Vocational and Technical College explore alternative development options for a new training facility. Seek a commitment to develop a facility within the next four years.**
- 5. Expand the range of tourist and visitor attractions and facilities. At the minimum, seek and prepare for a major new hotel/motel facility preferably downtown with the next five years. Increase the dollar amount of tourist and visitor expenditures.**
- 6. Assess the expansion needs of existing Bloomington manufacturing firms and develop a targeted assistance program to meet these needs. At the same time, assess the training and skill needs of existing firms and establish a mechanism to relate training needs with education missions.**
- 7. Increase the number and variety of public art displays/artistic performances and cultural events; expand the level of participation in arts and cultural activities.**
- 8. Seek regular airline commuter service to three major airline hubs from Monroe County Airport over the next five years.**
- 9. Improve the assessed value of downtown and adjacent core neighborhoods; increase property reinvestment; decrease vacancy rates in the downtown core buildings especially on upper floors.**

Implementation Measures

- A. Monitor and evaluate market supply and demand conditions with respect to housing units, commercial and industrial space absorption and community wide environmental conditions on an annual basis. Undertake regular reviews of zoned but undeveloped land. Where warranted by supply and demand conditions, proactively rezone property in advance of development petitions.
- B. Through the Bloomington Economic Development Corporation and the Department of Planning and Redevelopment investigate the feasibility of creating an inventory of fully prepaid industrial sites within the context of a business park; implement action to aggressively move forward with the preparation of this inventory.
- C. Within the zoning and development regulations isolate and specify a wider range of retail commercial activities in creating land use zones. Provide opportunities for small scale neighborhood serving retail activity centers throughout the community. Also establish special purpose or specialized retail districts to serve community-wide and regional markets. Recharacterize downtown zoning as a mixed use, high density employment, governmental and residential center serving neighborhood, community wide and regional markets.
- D. With the visitors and convention bureau establish a strategic development plan to increase the number of annual visitors, and to substantially increase the dollar value of tourist expenditures; set goals, target opportunities and monitor performance.
- E. Establish a series of overlay districts to zoning and development regulations governing scenic roadway corridors and community entryways. Devise land use regulations and landscape standards designed to maintain the scenic quality of the corridors and to maintain free flowing traffic. Provide for development which is compatible in building character, siting and characteristic with the landscape context.
- F. Encourage the development and use of outdoor art; include space for artistic expression or display in all public buildings and land; encourage space to be developed for public art in private development projects; as a special effort, develop with the Commission For Downtown and the limestone industry a program to create and install a series of limestone carving and sculpture throughout downtown adding one piece per year.
- G. Develop a promotional program for business development highlighting the tradition and quality of life in Bloomington from the perspective of arts and cultural affairs; foster business - arts linkages which can be used to expand business opportunities for artists and performers.
- H. As an adjunct to the master plan work toward the creation of a master development plan for the arts; develop a map of the archaeological, cultural, artistic and craft traditions which have made Bloomington special; create a performance film piece devoted to these traditions to be used to inform visitors and to provide a sense of place for Bloomington residents.
- I. Monitor and evaluate supply and demand conditions with respect to housing units, commercial and industrial space absorption, and environmental conditions annually. Develop an annual report on the status of master plan policies and objectives. Review each development petition with respect to its conformity with master plan policies and objectives. Undertake regular reviews of zoned but undeveloped land. Where warranted by supply or demand conditions, proactively rezone property in advance of development petitions.

- J. Within the zoning and development regulations, isolate and specify a wider range of retail commercial activity centers; provide for small-scale, neighborhood serving retail convenience centers distributed throughout the community. Establish special purpose or specialized retail districts which serve community-wide markets. Recharacterize downtown zoning as a mixed use, high-intensity employment, retail, public service and residential core serving neighborhood, community-wide and regional markets.
- K. Establish a series of overlay districts to zoning and development regulations governing scenic roadway corridors and entryway corridors. Devise land use regulations and landscape standards designed to maintain the scenic quality of the corridor and to encourage free flowing traffic. Provide for development which is compatible in building character siting and use characteristics with the environmental context. Recommended scenic corridors are depicted on the accompanying Land Use Plan Map (See page 41).
- L. Downtown Bloomington represents an extraordinary collection of commercial and institutional buildings with a great variety of building styles, ages and masses. Downtown should be afforded extra protection of a development review that goes beyond the protection offered by historic district designation.

In addition to review of structural appropriateness and compatibility in the historic downtown core, three other considerations should influence development approvals - use compatibility with the district as a whole and with respect to adjacent buildings and block fronts - relationship to pedestrian traffic, vehicular access and parking, and provisions to establish and maintain public spaces and amenities. A development review process similar in procedures to existing planned development procedures is recommended for all downtown projects with the addition of design and compatibility review.

3. THE GEOGRAPHY OF THE POLICIES

INTRODUCTION

This chapter is designed to apply the fundamental policies for guiding development to specific locations and subareas of the planning jurisdiction. Application and interpretation of public policy for development always rests upon the location of an area relative to a variety of factors. These includes:

- Existing land uses and established zoning
- Topography
- Environmentally sensitive areas
- Population concentrations
- Infrastructure capacities
- Undeveloped land available for development
- Opportunities for development
- Constraints to development

In short, where an area is, determines not only how public policies affecting development will be applied but as well, how those public policies are to be interpreted and implemented.

The most important and legally binding interpretation of public policy is the Land Use Plan Map. The map guides future decision-making about zoning and development regulations. The map also stands as a reference for public officials in making future decisions about the placement of utilities and roadways. And, the Land Use Plan Map offers a view of future land use and activity centers to citizens, development interests and others unfamiliar with the community.

The Land Use Plan Map is a powerful instrument to convey information about the future urban form of the community. It should not, however, be viewed as immutable. In fact, the Land Use Plan Map is a snap shot of (anticipated and planned) future urban form taken from the vantage point of a single point in time. It is a tool against which future urban development can be judged and rationalized.

The following chapter is divided into 5 sections:

- Overview of Land Use Plan Map
- Land Use Categories
- Established Neighborhood Core
- Critical Subareas and Corridors
- Thoroughfare Plan

OVERVIEW OF LAND USE PLAN

The spatial arrangement of future activities and land uses emerge from existing patterns of development. Prior development establishes the overall frame of reference on which future development options are grounded. The pattern of development areas and vacant undeveloped areas reflects past development economic, market and environmental conditions. The pattern of the past is likely to prevail even over the planning horizon of the next twenty years.

However, the Land Use Plan Map superimposes a bold new structure on top of existing land use patterns. The Land Use Plan Map achieves the following results:

- Contains outward spread of intense urban growth.
- Fosters contiguous urban development.
- Supports modest increases in residential development density.
- Directs development away from sensitive environments.
- Reserves important natural areas in the public interest.
- Limits risks to life and property from natural events.
- Links development capacity to existing and planned public utility and roadway improvements.
- Encourages better more effective use of existing public capital.
- Conserves established communities and neighborhoods.
- Opens new development opportunities.
- Promotes the livability of the community.
- Increases transportation options.
- Establishes a series of scenic entryway corridors.

LAND USE CATEGORIES

This section describes each land use category as applied to the Land Use Plan Map. In each case, policy direction relative to a land use class is offered.

Landbank Areas

Special overlay area depicting land not to be committed to major new development in the foreseeable future. Any development considerations should await contiguous development and urban services. This area should be periodically reexamined over the next decade to determine whether development in the area is warranted based upon the nature of evolving development patterns.

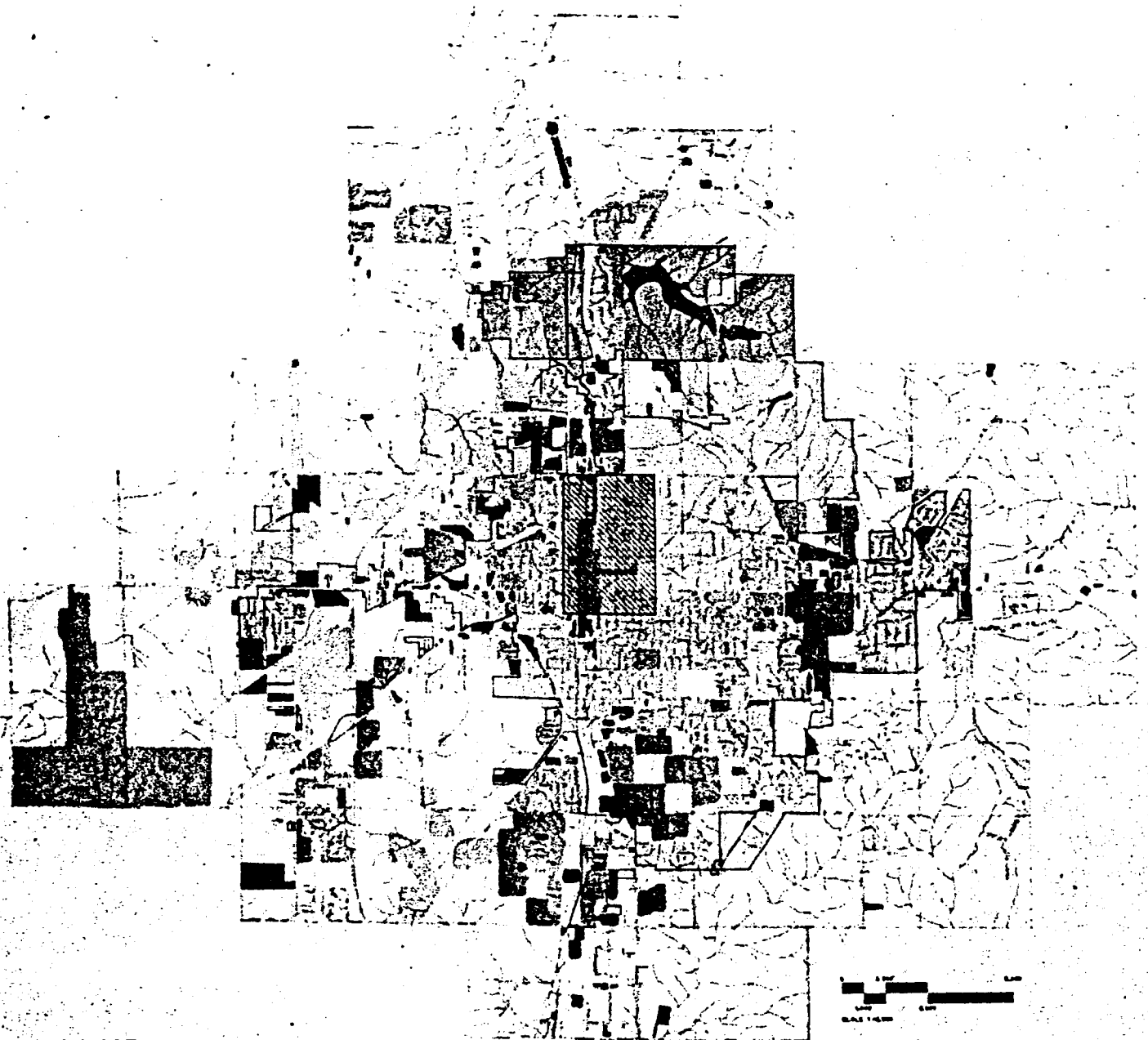
Conservation Residential Areas

These are areas near to or within environmentally sensitive areas such as the Monroe Reservoir watershed, Griffy Lake watershed and in known areas of significant karst or cave subsurface drainage. In general, these areas are not recommended for development. Where development is permitted, these areas should be developed exclusively for large lot residential use at densities not to exceed one (1) housing unit per 2.5 acres. Very low residential development densities are designed to protect and conserve lake and groundwater quality. It is notable also that some Conservation Residential areas coincide with areas which are heavily forested, and have rugged topography making development at urban densities difficult and potentially expensive. These areas generally do not have urban water and sewer services. Roadway access is limited with narrow, winding roadways. Development at urban densities would necessitate significant public investment in roadways, water and sewer services, and eventually other public facilities. Public services or improvements are not recommended for these areas. Development which occurs in lakes watersheds will require land sufficient to serve two distinct septic fields. Areas with cave or karst subsurface drainage can only be developed with sewers and under conditions which permit management of stormwater runoff.

Rural Residential Areas

These are remote areas with inadequate or nonexistent public facilities and services. These areas are intended primarily as large lot residential areas with average densities of one (1) acre per dwelling unit. Environmental conditions may, in some cases, further limit prevailing development densities. Where development is to occur on septic systems, septic suitability must be judged on a site specific basis. In order to maximize consistency with Monroe County development policies, adequate land coverage should be required to support two (2) independent septic fields. Current septic systems built in Monroe County have a useful life of twenty to twenty-five years (20-25). A single septic system will probably fail prior to the life expectancy of the residential structure. In most cases, the provision of two septic fields will not unduly restrict development. Areas designated Rural Residential also signify areas which are not planned for major new public investments in roadways or public utilities.

Over time, some of these areas may come under increasing development pressure. Several special conditions may warrant increasing development densities: planned and committed public improvements; adjacent and contiguous development at urban densities; a proposal for a master planned large scale, mixed density neighborhood involving a minimum of 200 acres; completion of a major new state highway such as the completion of an Evansville/Bloomington link; shifts in the ease and merit of annexation which may provide strong public incentives to progressively annex. Any of these special circumstances could alter the development context of particular Rural Residential areas.



LEGEND:

	ESTATE RESIDENTIAL		INDUSTRIAL
	SINGLE-FAMILY RESIDENTIAL		INSTITUTIONAL
	MULTI-FAMILY RESIDENTIAL		INDIANA PROPERTY
	MANUFACTURED HOUSING		QUARRY
	ESTABLISHED URBAN CORE		PARKS/OPEN SPACE
	DOWNTOWN MIXED USE		PUBLIC/ SEMI-PUBLIC
	COMMERCIAL		VACANT

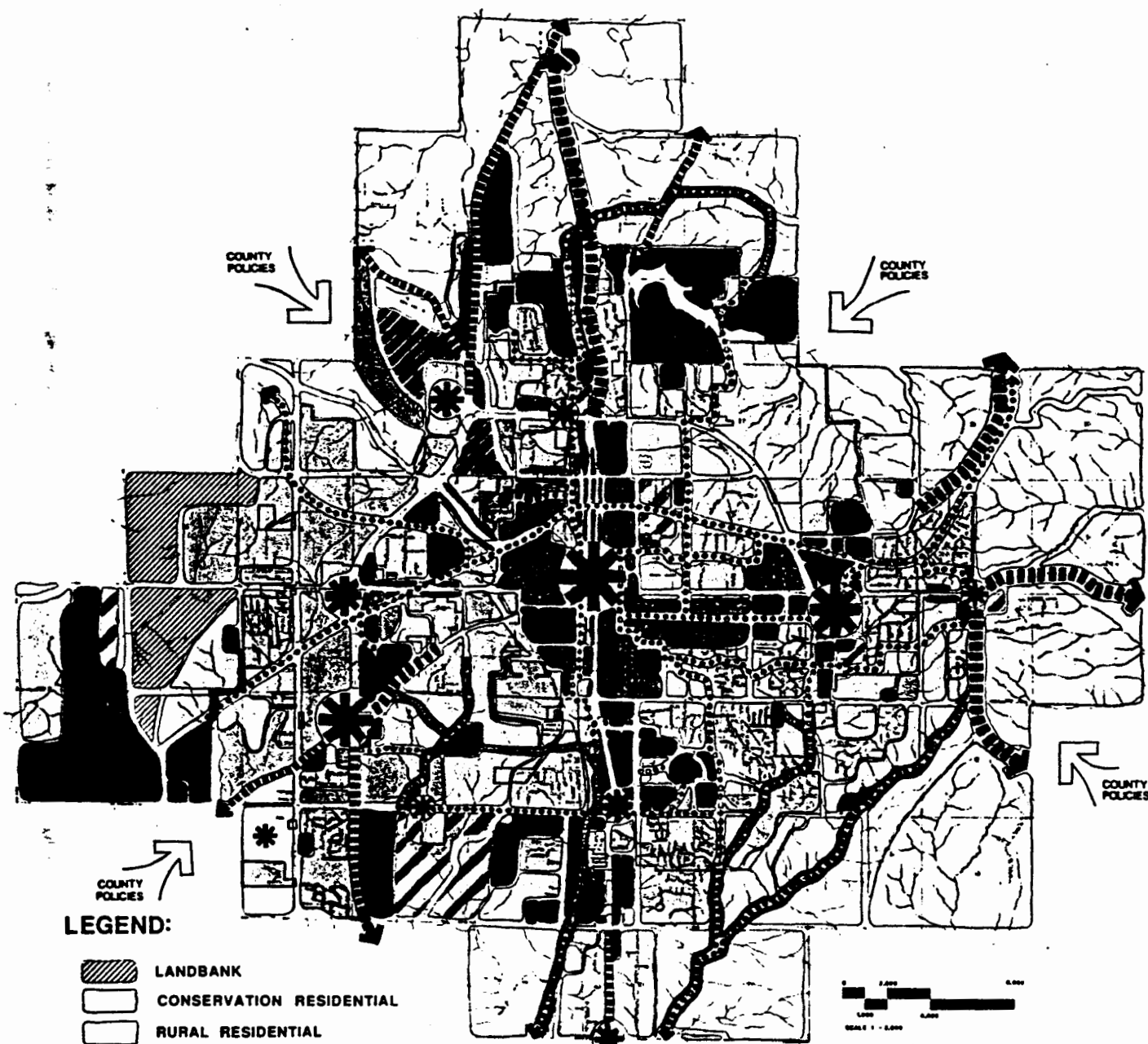
EXISTING LAND USE
Bloomington, Indiana

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City & Regional Planning, Zoning,
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20 yrs
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POLICIES PLAN

Bloomington, Indiana

camiros Ltd.

1410 Westway
Bloomington, IN 47403
City & Regional Planning, Zoning
& Urban Design

City & Regional Planning, Zoning
& Urban Design
1-2000



1-2000

This area has special conditions for development. Development may be permitted at densities approaching urban densities - perhaps something over three (3) dwelling units per acre. However, development density will be dependant upon the plan established to manage stormwater runoff. This is an area of karst geology and will require community sanitary sewer systems. Stormwater is evacuated through surface sinkholes. Because this area drains a large surface area and because storm drainage also drains to sinks in surrounding areas, a complicated stormwater and karst management plan will be required. Off-site stormwater management maybe required. At a minimum, development should be phased over a period of several years with the drainage impacts of successive development phases closely monitored to establish precise drainage patterns and to determine completed or build-out development limitations.

Low Density Residential Areas

These are largely undeveloped areas lying within the boundaries of existing and planned urban services. Average gross developed residential density of four (4) households per acre is recommended. Consistent with public policy of fostering a compact city, average residential densities are encouraged to increase slightly from the current practise of building three to three and one-half (3 to 3.5) household units per acre. Over time, densities should be encouraged to increase moderately to allow average densities of five to six (5-6) units per acre. In the case of all residential dwelling densities, densities are stated as an average for the entire area in a given land use classification.

Promotion of small lot suburban tract housing is not the intent of higher residential densities. This may, however, be an undesirable consequence. To avoid this outcome, careful consideration of alternative site development schemes should be undertaken by planning, engineering, development and real estate professionals for each new residential tract.

Higher residential development densities offer four (4) distinct advantages over typical low density development.

- Optimization of the relationship between public infrastructure capacity and average development densities.
- Reduction in the need for infrastructure extension and expansion, saving public capital costs.
- Provides pedestrian scale residential neighborhoods which reflect the more traditional Bloomington neighborhoods that were developed at five to seven (5-7) units per acre and at the same time provide enhanced opportunities for non-auto travel.
- Minimizes land consumption and limits land disturbance.

Not every new subdivision will provide developed densities approaching four (4) units per acre. Yet, as cluster housing, patio homes, variations of zero-lot line housing and integrated neighborhoods of townhomes, garden apartments, single household dwellings become more common and more fashionable, average residential densities will increase. Traditionally, allowable densities controlled the mix and pattern of urban residential development. Density, per se, is increasingly viewed by urban development professionals as only one of many variables which must be weighted in making site development decisions. For Bloomington, the infrastructure capacity relative to undeveloped areas and the special environmental conditions of a specific development site, as well as, the site plan itself and its impact on surrounding property should primarily control the developed density. This should especially be the case as development moves beyond minimum residential densities.

Medium Density Residential Areas

Areas delimited for Medium Density Residential are intended to be developed at housing unit densities in excess of seven (7) units but less than twelve (12) units per acre as an overall average. These densities allow for a wide variety of housing types including garden apartments. A mix of housing is encouraged in these areas. Locations appropriate for Medium Density Residential housing should be highly accessible - i.e., located along transportation routes with high traffic carrying capacity and served by transit linkages. Also, Medium Density Residential areas should have good accessibility to parks, recreational facilities, pathways and be convenient to employment centers and shopping areas. Regardless of the allowable density, strong attention should be given to site constraints and to maximizing the compatibility with adjacent activities and land uses.

High Density Residential Areas

These are areas most suitable for the development of higher intensity housing. These areas should be reserved for the highest density residential developments and not developed for average densities less than ten (10) units per acre. Generally, densities of 12 to 15 units per acre will be acceptable average densities. What constitutes high density housing varies by community context. What would constitute high density housing in Chicago, Indianapolis or Fort Wayne is obviously unacceptable for the Bloomington context. For example, housing of more than five or six (5 or 6) stories is viewed by many Bloomington residents as excessively intense and clearly prohibited within established neighborhoods. However, over time multi-storied housing may gain marginally greater acceptability.

In all cases, High Density Residential housing should only be developed where roadway capacity exists to accommodate anticipated traffic volumes and where direct transit connections exist. High density housing necessitates excellent access to shopping, recreational amenities and employment centers. Development plans for high density housing should incorporate mechanisms to soften the transition to adjacent properties regardless of their use. Open space, pathways, and internal pedestrian and vehicular circulation require special attention in site planning for higher intensity housing. It should be noted that just as low and medium density housing areas do not preclude mixed housing densities, High Density Residential development may well include a mixture of housing types and densities.

In addition to the locations depicted on the accompanying Land Use Plan Map, several other locations may be appropriate for high density housing - specifically the downtown core and proximate to Indiana 37 Bypass. Also, areas delimited as medium density residential may include high density housing as a part of the overall project concept.

Assuming that Indiana University does not embark on a new high density student housing project over the next decade or so, there will exist a need to provide additional off-campus student housing, especially for non-family student households. One recommended approach is to create a limited number of exclusive student enclaves. Enclaves may be developed at High Residential Densities for rental, cooperative, and/or condominium housing targeted toward non-family student households. These high density student housing areas are intended to redirect and limit high density student housing intrusions into lower density family-oriented residential areas and to provide opportunities for new student housing close to campus. Further, these enclaves should be built as planned unit developments with clear separation from adjoining residential neighborhoods. On-site recreational amenities, common open space and limited retail activities are appropriate planning considerations for these student residential projects.

Residential Enhancement Areas

Areas depicted as Residential Enhancement represent neighborhoods with aging housing stock, frequently with frame cottages and bungalows on small lots. Housing quality in these areas is variable ranging from very good to substandard. These neighborhoods have a considerable stock of "affordable" housing. These neighborhoods are targeted for residential rehabilitation and priority efforts with respect to public improvements such as drainage, sidewalks, street, curb and gutter repair and replacement, and landscaping in the public rights-of-ways. Where appropriate, new residential infill projects should be considered a high priority for undeveloped parcels. Over time incompatible and inconsistent uses with the residential context of these neighborhoods should be eliminated.

Neighborhood Conservation Areas

These 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). Fundamental directives urged for these areas encourage the maintenance of the residential desirability and stability. Where new infill development is proposed, it should be entirely consistent and compatible with preexisting developments. Little, if any, public intervention will be necessary to maintain the viability of these neighborhoods. However, special public attention may, in some cases, be required to assure that drainage, sidewalk improvements and linkages to pedestrian and bicycle trails are made. Many of these neighborhoods may be excellent candidates for special assessment districts for neighborhood improvements and amenities.

Core Neighborhood Areas

Core Neighborhood areas contain a wide diversity of housing stock some architecturally or historically distinctive, but, with most dwellings built as classic bungalows and cottages. Housing in these areas is generally solid and affordable but aging. As addressed in the public policies designed to conserve community character, these older Core Neighborhoods deserve special attention because they represent an irreplaceable residential fabric. While these areas have always been neighborhoods with mixed densities, the period of the late 1950s through the late 1970s evidenced an era of higher density housing intrusions into these neighborhoods through property conversion, replacement and new development. While some of these projects respected the existing single-household character of these areas, many did not. Often, other non-residential activities such as parking lots, offices, retail and institutional uses filled voids left by departing residential households. Four policy positions are recommended for these neighborhoods.

- Eliminate future conversions of single household units to inconsistent and incompatible land uses with particular emphasis on higher density apartment or multi-tenant dwellings.
- Maintain, and where possible, enhance Core Neighborhoods to continue the viability of single household dwelling units.
- Emphasize housing maintenance for both multi-tenant rental and single-household dwellings.
- Accentuate public improvements in terms of streetscape amenities such as sidewalks, street lights, street trees and landscaping, and other neighborhood amenities such as play areas.

It is unlikely that these Core Neighborhoods will return to their historic status as predominantly single-household residential districts. Promotion of residential rehabilitation, owner occupancy and conservation of existing single-household dwelling units is sound public policy for these Core Neighborhoods.

Indiana University Areas

The area delimited as Indiana University defines properties currently owned or identified by the University's long range master plan as the intended campus boundary. Indiana University and the Indiana University Foundation does own other properties throughout Bloomington. These properties are either held in trust, as income generating assets or as special purpose facilities and enterprises not directly linked with campus development. The Indiana University district indicates the University's direct sphere of control over which the City of Bloomington does not exercise planning or development control. Within the University District there are properties not currently owned by the University or associated entities. Properties in private non-university related ownership are subject to City planning policy and development regulations.

Public/Semi-Public Areas

These areas distinguish properties owned by public sector entities, federal, state, county or local government. City Hall, schools, utility department properties are shown. The large public facility shown on the far west of the map is the Monroe County Airport.

Parks/Open Space Areas

The Parks/Open Space classification includes areas which are existing developed parks, natural areas, open space, greenways or lands reserved and dedicated for these passive or active recreational uses in the future. The land use plan explicitly recognizes the park development plans of the Bloomington Parks and Recreation Department. As parks and recreation master plans change the Master Land Use Plan should be amended according to revised requirements.

The Master Land Use Plan also encompasses areas to be reserved as greenways, pathways and passive open space areas. These areas are intended to be held for common public use and access though not necessarily held in direct public ownership. Where park land donations are exacted for residential subdivision development, donated lands should be consistent with the Parks and Recreation Department's plans and service standards.

Not depicted on the Land Use Plan Map are areas which may be set aside by residential developers as common open space primarily intended for use and enjoyment by project residents. However, in some cases, provision for public access may be warranted. Also not illustrated are small parcels which may be appropriate for play areas, neighborhood gardens or passive natural areas. Small lot recreational development has been viewed as an expensive and inefficient way to provide public recreation amenities. However, neighborhood associations, block clubs or community civic organizations are encouraged to develop small parcel recreational or open space amenities. The critical issue is who pays for and who provides long-term maintenance. A maintenance agreement should be in place which would guarantee maintenance obligations prior to the creation of small lot parks.

Planned Unit Development Areas

A limited number of relatively large undeveloped tracts are designated as Planned Unit Development. Generally, these tracts will be difficult to develop either because of their size and site characteristics or because of their location with respect to adjacent land uses, environmental conditions or transportation corridors. Planned Unit Development areas may be especially appropriate for a mixture of land use activities. How these areas will be developed will depend upon proposed development concepts and uses, their phasing and the commitment to a final master development plan for the area as a whole. Within these areas, development agreements between the developer and the public sector should be encouraged and negotiated. The following planning considerations need to be given the utmost attention in articulating development plans:

- The mixture, intensity and internal arrangement of land uses on the site.
- Controlled and limited ingress and egress to the project.
- Geographic characteristics of each building footprint and of the entire Planned Unit Development site. Several of these planned development sites present difficult topographic situations which will present site engineering and construction challenges. Great care should be taken to explore all site development options consistent with minimizing off-site environmental impacts and on-site disturbance.
- A master landscape and planting program with provisions for long-term maintenance.
- Architectural, signage and lighting review and controls governing the internal compatibility of planned buildings and activities.
- Traffic management and drainage management plans for mitigating off-site traffic and stormwater impacts.
- A careful attention to minimizing the impact of Planned Unit Development surrounding properties, land uses and neighborhoods.

These foregoing considerations will determine the nature, intensity and extent of development activities.

In addition to those areas explicitly depicted for Planned Unit Development, non-residential projects in excess of the 30,000 gross feet and multi-tenant residential projects in excess of 30 units should follow PUD procedures regardless of location.

Conservation Areas

Conservation Areas are areas which are withdrawn from consideration for any development because of sensitive and site specific environmental conditions. All areas which lie within the 100-year floodway and as determined from time-to-time by the Federal Emergency Management Agency (FEMA) shall be Conservation Areas. These areas are not depicted on the Land Use Plan Map. Development petitioners are directed to Floodway Maps prepared by FEMA for the exact location of 100 year flood elevations. Shown on the Land Use Plan Map is a large Conservation Area immediately east of Enwright Road near Karst Farm Park. This is a large stormwater impoundment or ponding area which drains a very large area of approximately four square miles to the north and northwest of this Conservation Area. Critical to proper management of this drainage basin is reservation of this Conservation Area for stormwater detention. Also, areas that are appropriate for development in this watershed should be subject to basin-wide stormwater management such that up-stream detention releases can be timed and moderated according to the evacuation rates within this Conservation Area. A public enterprise is urged to undertake the management of stormwater in this area especially, if not throughout the planning jurisdiction.

Industrial Areas

Industrial Areas shown on the Land Use Plan Map incorporate existing or planned industrial parks and industrial facilities. Allocation of additional land for future development of industrial facilities is also shown. Areas appropriate for industrial use include large, uninterrupted tracts of level land with few environmental constraints and with excellent highway and arterial access. The land use plan, in general, accommodates expansion of existing industries such as the planned 1,000,000 square foot expansion of distribution facilities for Thompson Electronics.

Over time, it is reasonable to expect some displacement of existing industrial facilities, either because of functional and competitive obsolescence of the facilities themselves or because corporate restructuring. As facilities are displaced, facility reuse plans or site redevelopment plans should be prepared. In some cases, industrial reuse or redevelopment may not be appropriate, for example in older Industrial Areas in the core of the City. New industrial development should be directed toward the Indiana 37 Bypass and Curry Pike corridors.

As a matter of development policy, Industrial Areas should be reserved for exclusive use of industrial and employment generating enterprise. Moreover, provisions for varied industrial enterprise needs to be secured. For instance, small land parcels of five (5) acres or less need to be available to serve small manufacturing enterprises, as well, larger tracts of twenty (20) acres and more need to be available for large, single corporate users for manufacturing or distribution activities.

The airport area is a good example of special purpose industrial. The area west of Kirby Road and south of Whitehall Pike is designed as an Industrial Planned Unit Development. As well, property owned by the Monroe County Airport, and especially the "land side" of the airport property (e.g. the area adjacent to Kirby Road), is to be dedicated for enterprises requiring air service logistical support. Activities such as medical equipment manufactures, high value electronic component suppliers or other high value product manufacturers or distributors may require direct and convenient access to the airport. Demand for this type of special industrial space will await future expansion of airport operations and facilities. This area should not be developed for normal industrial activities which do not require air service links.

With respect to currently undeveloped tracts allocated for future industrial purposes, development should proceed under Planned Unit Development procedures. The trend in industrial development over the last two decades has been toward planned business and industrial parks. Typically, branch facilities of national or foreign owned corporations as a matter of policy seek only sites in the controlled environments of planned industrial parks which incorporate architectural, landscaping, lighting and signage controls as well as impose performance standards on outdoor storage of parts and materials, solid waste management, traffic operations and often have standards regarding air quality, toxins, noise, vibration and magnetic fields. As a matter of development policy in Bloomington, future industrial development should meet improved architectural, landscaping and environmental quality standards.

Employment Centers

Several areas in the Indiana 37 Bypass corridor are characterized as Employment Centers. These areas are to be developed as high intensity, mixed-use, planned corporate business parks. Employment Centers may include a wide diversity of use activities including research and development, office buildings, corporate headquarters or corporate "campus" facilities, office/distribution facilities - so called "flex-space" and institutional uses. In addition to these primary uses, complementary, secondary or ancillary activities should be encouraged on a limited basis. These may include day care centers, business support services like print services or computer service bureaus, and limited retail commercial activities such as restaurants, designed for use by employees and open space recreational amenities. Employment Centers should be developed under a master development plan which provide landscape, lighting, architectural controls, internal vehicular and pedestrian circulation plans, controlled access parking and loading facilities, common area lighting and standardized signage. Additionally, these areas should offer the protection of performance standards with respect to noise, vibration and environmental quality.

Quarry Areas

Within the Bloomington planning jurisdiction there are a number of quarry pits in operation. Of special significance are the quarries containing "dimension" limestone - architectural limestone. Limestone quarries with this very high quality stone are limited and a natural resource of national significance. The economic viability of dimension stone quarries ebbs and flows with dictates of architectural fashion and builders preferences. Just because a quarry is currently inactive, does not mean that quarry activity will not resume at some future time with a resumption of demand for dimension stone or with an increase in the price of alternative building materials. From a development perspective, two primary objectives are advised. First, economically viable dimension stone deposits should be preserved for

quarry activities. In other words, the determination of whether quarry lands should be developed best rests with the limestone industry representatives or corporate owners. Second, quarry activity should be protected from encroachment by urban development. A dimension stone quarry should not be rendered functionally obsolete because of operational impacts upon adjacent land use activities which were developed with advance knowledge or understanding that active quarrying may occur.

The Land Use Plan Map shows two quarry tracts as suitable for planned development. The quarry land north and west of the Indiana Route 45/46 Bypass is presumably within the vicinity of a new Indiana Route 46 interchange with Indiana 37 Bypass. The new alignment has not been engineered. However, based upon preliminary design concepts, the existing quarry land will be directly affected by the new corridor. The presence of a new transportation corridor will create new development opportunities sufficient to displace any prudent or economically sound use of the land for quarrying. This then, is a special case site.

A second large quarry - immediately south of Tapp Road at Weimer Road - is delimited as a Planned Unit Development. This quarry has been mined and currently does not hold economically viable limestone deposits. This is also a special case. The portion of the site east of Weimer Road along Tapp Road can be developed for multi-tenant housing without interfering with eventual quarry operations. The topography and underlying geology do not limit development of this particular site. The remainder of the quarry land is delimited for planned park land development. The idea is to develop a tourist-oriented attraction around the quarrying and limestone industry. Exactly how this stone quarry park could be developed is unknown. However, the possibilities are limitless - a stone industry museum; a stone carving and sculpture gallery; hanging gardens; an architectural products trade exhibit and demonstration hall; a video gallery of stone crafters and masons guild; an area dedicated to rock climbing; a geologic exhibit and computerized simulation of the earth history of southern Indiana, etc. The point, of course, is to use the site in an intense way for limited recreational, educational and cultural purposes without displacing the opportunity to quarry the stone in some distant future period.

Hospital/Medical Areas

This land use classification denotes the area dedicated for medical activities. In addition to the hospital, various clinics and offices of medical practitioners, support activities such as hospital equipment, medical supplies, pharmacies, medical and dental laboratories are appropriate for this district. Ancillary retail activities for hospital visitors or employees may be appropriate - florists, limited restaurants, lodging facilities, insurance services, banking services, etc. It should be recognized that Bloomington Hospital is a regional health care provider servicing a large number of counties in southern Indiana. Over the last decade the hospital has experienced significant growth in terms of physical plant, staff associates and patients. Evidence suggests that the hospital will continue future growth at least in a regional context. It should also be noted that this Hospital/Medical District is a significant employment center and a sizable traffic (or trip) generator.

Three future planning principles need to be followed as future development projects emerge in this area:

1. The size of the district and the spill over effects of traffic and medical activities into adjacent residential neighborhoods should be contained and limited. This should be accomplished in a manner that does not inhibit future hospital growth or development opportunities but at the same time does not cause displacement or conversion of residential uses for medical activities.
2. The district should be planned as a whole with clear and controlled access, directional signage, controlled driveway cuts, cooperative district-wide parking, and careful planning of the spatial interrelationships between various land uses and activities.

3. Along the edges of the district special attention should be devoted to buffering, perhaps through landscaping, to clearly separate and distinguish the Hospital/Medical area from the adjacent residential areas. Within the Hospital/Medical District landscaping, streetscape details and pedestrian amenities should be enhanced and coordinated.

Commercial Areas

Areas identified as Commercial are existing retail activity nodes located throughout the community. In general, these Commercial Areas have evolved in an unplanned, largely uncoordinated manner along frontage of primary arterials. Within these commercial bands, a great variety of activities exist which target different markets. Some activities are oriented toward "drive-by" markets-fast food restaurants, convenience stores, gasoline stations, drive-in banking facilities, for example. Other activities are special-purpose, oriented to single trips rather than comparative multi-purpose shopping. These activities include appliance stores, video stores, computer stores, business services, auto parts stores, etc. These single purpose stores serve a market larger than a single neighborhood. Sales and services of automobiles, trucks, boats, recreational vehicles and related activities are special purpose region-serving activities. They require large sites with good visibility. Finally, Commercial Areas include a range of neighborhood level retail activities including grocery stores, pharmacies, personal services such as hair styling, and other frequently purchased goods and services. Each Commercial Area has a different character with a different mix of goods and services, serves different markets and has different building site characteristics.

Three general policies regarding the future commercial growth and development or redevelopment are advocated. These are:

1. Ensure and encourage the retention and provision of neighborhood serving retail activities while recognizing diversity among neighborhoods and among existing retail activities. Where neighborhoods are unserved or underserved with respect to the convenient provision of neighborhood goods and services and in locations where adverse traffic, environmental and land use impacts can be controlled, contained and limited, new neighborhood commercial activities should be encouraged.
2. In general and with some exceptions, new retail activities in an area should contribute to the diversity and variety of retail uses in a Commercial Area. Undesirable concentrations of one type of use should be avoided. Fast food restaurants, quick-stop convenience stores and financial services should be dispersed and directed to locations where they improve the balance of available goods and services in an area. Antique stores, boutique districts and other types of non-neighborhood special purpose retail activities may benefit from clustering. However, even in these cases some retail diversity is warranted. Care must be taken to avoid an undesirable geographic concentration of one category of commercial activity.
3. With respect to existing commercial "strips" - i.e. narrow bands of commercial uses occupying major roadway frontage, containment and limitation of future linear expansion of the commercial frontage is strongly advised. Additionally, driveway cuts and adverse impacts on roadway traffic flow should be minimized. Moreover, improved landscaping, improved pedestrian amenities and increased attention to lighting, signage and impacts upon near by residential areas is advised in the review of development petitions. Specific areas which this policy has immediate application include, the segment of Route 46 west from Indiana 37 Bypass southeast to Adams Street; west 17th Street between College Avenue and Arlington Road; North College and North Walnut streets between 9th Street and 17th Street; West 3rd between Indiana 37 Bypass and Adams; South Walnut between 1st Street and Rhorer Road.

Some transportation corridors should be protected from future retail commercial development. Retail-free corridors should include North Indiana 37 from Indiana 37 Bypass south to Matlock Drive; Old Route 37; Indiana Route 45 east from 45/46 Bypass; Route 46 east from the intersection of Route 446; Route 446 south to Monroe Reservation; Walnut Street south from Rhorer Road to Indiana 37 Bypass; Bloomfield and Rockport roads from Indiana 37 Bypass to Adams Street and Rodgers Street respectively. On the west side of the City beyond Indiana 37 Bypass, Curry Pike should be protected for industrial employment center traffic. Commercial development should be contained on Indiana 48 (Whitehall Pike) to existing locations. Also, Indiana 45 west is generally inappropriate for new commercial development as is commercial development in the Route 46 west corridor. Both of these transportation corridors will be influenced by new alignment locations which will alter future traffic patterns and accessibility and will generate new market potentials. Future commercial development in these important corridors should be deferred until state highway improvement plans are finalized with respect to alignment and engineering.

Regional Commercial Areas

Regional Commercial Districts are major retail centers providing the widest variety of retail goods and services to a market area larger than the community. Bloomington currently has two regional retail centers - the College Mall District which includes the 800,000 + square foot planned College Mall shopping center; and Downtown Bloomington. Both in the case of the College Mall regional shopping District and downtown Bloomington, no single type of retail activity dominates the shopping district. The College Mall District provides a wide range of consumer comparative shopping goods such as jewelry, apparel, household goods and general merchandise. Downtown conversely provides specialty goods, restaurants, entertainment and a wide variety of smaller shops devoted to specialized goods or niche markets. Additionally, downtown provides a wide range of business and professional services and serves as the regional financial center and government center. In both the College Mall District and the downtown, it is the diversity of retail activities in a relatively concentrated area which establishes their vitality. The College Mall District is linked to the consumer drawing power of a limited number of large "anchor" stores - i.e., department stores and discount stores. Other stores and shops in the vicinity depend upon the customers drawn to the area because of the anchors. Conversely, downtown Bloomington's vitality is linked to the drawing power of the collective cluster of diverse activities. Monroe County courthouse, other public sector offices, the financial institutions, as well as the collection of specialty shops and restaurants draw consumers downtown. With respect to these major regional shopping districts, future planning should consider the district as a whole. Continuing the vitality and viability of these shopping districts as a whole should be a key objective of future planning and development initiatives for these areas.

With respect to the College Mall District five land use policies should guide future development decisions: These are:

1. Spatial containment of commercial activities to existing commercially zoned sites; maintain and reinforce the drawing power of the major retail centers including anchor department and discount stores.
2. Reduce future traffic congestion and more closely tie existing retail centers with transit operations; expand the opportunities for pedestrian linkages between and among major existing activity centers.
3. Increase the identity of the district as a whole, with improved coordination in urban design elements including directional signage, common landscape elements and common streetscape elements such as lighting or street furniture; develop a common approach to business signage.

4. Encourage reinvestment in and continual upgrading of existing retail space; encourage the intensification of activities for retail comparative shopping purposes. Ancillary activities such as fast-food restaurants or quick stop establishments do not add to the regional character of activity centers. Emphasis should increasingly be upon multiple-trip purpose activities with regional significance.
5. Ensure that future retail commercial development in the area does not detract from the viability of existing activity centers and does not detract from the livability of residential neighborhoods in the vicinity.

Downtown Bloomington is dynamic. But, successive change is a part of this on-going dynamics. Over the next two decades, several directions and strategies need to be pursued simultaneously. These directions include containment, intensification, diversification and specialization. These apparently contradictory paths reflect the very special nature of downtown development. Downtowns present a variety special conditions, special development opportunities and special site situations which can not be planned for in the same way as other commercial areas.

From 1960 onward, midwestern downtowns increasingly have lost their traditional status as comparative retail activity centers of regional significance. Many downtowns who during the 60's and 70's installed downtown pedestrian malls in an attempt to maintain a significant share of the local retail economy, have now ripped up the malls to restore traffic flow. Midwestern cities such as St. Louis, Cincinnati and now Indianapolis have sought to make downtown retailing competitive with suburban malls by building major planned downtown shopping centers. They have found the development process to be extraordinarily protracted - requiring decades - and very expensive for both the private and public sectors. Creation of downtown Bloomington as a regional comparative shopping center is not realistic or advised for a variety of reasons.

Midwestern downtowns have also become increasingly "balkanized" or divided into functionally distinct subareas or districts; i.e., financial districts, public sector districts, shopping districts, entertainment districts, housing districts, etc. Each of these subareas need to be discretely identified in the planning process.

In keeping with the fundamental public policy to recognize downtown Bloomington as a mixed use, high intensity activity center serving regional, community-wide and neighborhood markets, future downtown development should be approached as a series of rather specialized precincts, each with specific planning and urban design guidelines. One implementation measure recommended previously, advised the creation of a downtown development plan with emphasis upon urban design elements. Precise site specific development objectives and urban design standards should emerge from this recommended work. However, the following six planning principles establish a general framework for guiding subsequent planning and development efforts in downtown Bloomington.

1. Ground floor block faces surrounding the Courthouse Square should remain pedestrian-oriented with a high diversity of shopping goods, specialty stores and soft consumer goods. Ground floor space should be primarily retail with limited office space or business service space. Where service activities do occur on the Square, opportunity for at least some retail frontage - perhaps only retail display windows need to be considered. In addition, the architectural character scale and detail of Courthouse Square needs to be conserved and enhanced. With new buildings or facades, building mass and scale, building materials, door and window openings and other design details should be complimentary, consistent and compatible with existing structures.
2. Again, with specific reference to the Courthouse Square, over concentration of specific uses and activities should be avoided. Restaurants/bars or entertainment uses, for example, should have limited frontage exposure. With the caveat that it is far better to have filled ground floor frontage

than vacant frontage, some uses may be inappropriate around the Square - a video arcade is one example of an inappropriate use. Every effort must be made to maintain active ground floor spaces and shop windows.

3. Throughout the downtown area vacant and underutilized buildings can be evidenced. As a planning objective, the intensity of these underused or vacant buildings should be increased. Upper story floor space is especially difficult to fill. Encourage adaptive reuse; encourage residential activities; encourage use by business services. If an activity does not have any adverse effect upon traffic or surrounding activities, through light, odors or excessive noise, it should be encouraged to fill unused or underused spaces and buildings. For example, the periphery of the downtown has a number of low intensity, space consumptive uses such as warehouses, automobile parts and tire stores. On a site-by-site basis, opportunities for redevelopment or adaptive reuse of low intensity activities should be explored. Clearly, no viable business operation should be displaced, relocation to a more appropriate location rather than displacement is absolutely advised.
4. Existing residential dwellings in the downtown core or surrounding areas, including the north College/Walnut corridors, should not be converted or demolished for commercial uses. Essentially, conversions should be disallowed if commercial space suitable for occupancy by the proposed commercial activity is available elsewhere in the district. Conversion (or demolition) may be appropriate if the dwelling unit(s) is unsuitable for residential purposes because of offensive noise, light or other conditions adversely impacting the residential use of the unit.
5. Diversify the mix of downtown retail goods and services. Diversification should seek an increased number and variety of neighborhood level retailers including groceries, drug stores, laundries and personal service activities. In addition, community level services such as hardware, housewares, general merchandise, etc. should be added. One major new junior department store, full-line discount/off-price or category "superstore" (such as hardware, consumer electronics or housewares, etc) located downtown or near downtown would improve the general retail mix and viability of downtown. Finally, with the possibility of a conference/convention center, visitor-oriented services deserve attention. Suggested activities are lodging facilities, cultural facilities such as art galleries or museums and entertainment activities. A performing arts center/auditorium facility would be a desirable and meaningful addition to downtown if economically feasible.
6. Downtown, because of its nature (not dissimilar to other downtown's), lacks green space. Future planning considerations for downtown development proposals should encourage and enhance downtown green space - whether through formal landscaping or streetscape treatments or a provision for open spaces and trees. Efforts to upgrade existing open space, green space and landscaping deserves community-wide support and strong advocacy. As a sidenote, the downtown needs larger trees and more expansive landscape treatments. However, landscaping should not be undertaken in a random, unplanned or uncoordinated way. An ancillary issue related to green space is the need for an open green plaza or staging area, whereby outdoor events and activities can occur. Performances, concerts, flea markets, farmers markets and arts and crafts shows should be an important element in downtown viability. The park immediately south of the existing City Hall may be an appropriate size and configuration to host outdoor festivities, although slightly removed from the downtown core. Other site options may be available but the concept of a dedicated celebration/festival park should be encouraged in future downtown planning efforts.

Future Regional Commercial Areas

For the present, public policy should encourage the enhancement and continuing economic viability of Bloomington's two regional shopping districts - College Mall regional shopping district and downtown Bloomington.

At some future time, perhaps after the year 2000, major new regional shopping facilities should be planned. Two locations are planned as alternates - the first, at a location in the vicinity of a planned new intersection of Indiana Route 46 and Indiana 37 Bypass; and a second location at the intersection of Indiana 37 Bypass and a proposed new interchange for the planned highway corridor linking Bloomington with Evansville. Even the general location of this interchange is unknown at this time. It probably will be south of the existing Indiana Route 45 interconnection with the 37 Bypass but exactly how far south is pure speculation. The Evansville/Bloomington corridor is currently in an early study phase to isolate two or three possible corridors. Following the corridor study, an environmental assessment will be conducted followed subsequently by roadway alignment studies and preliminary engineering. Property acquisition and final engineering await the completion of these planning and design phases. Practically, five to eight years is not an usual timeframe for these studies and assessments. Thus, it is at least a decade before a new Evansville/Bloomington highway is open to traffic in its entirety.

Of the two alternative locations, a new regional center at the Indiana 46 and Indiana 37 Bypass interchange is more probable during the next ten or twelve years..

By way of definition, a regional commercial center is a planned shopping district which is designed, coordinated and usually built by a single development company. The shopping district will contain a minimum of 150,000 square feet of gross leasable area upwards to 500,000 gross square feet. Typically these major retail centers include at least two anchor stores - in the past, department stores or major discount operations. Also, in the past, regional shopping centers have been enclosed malls. This may not necessarily be the case in the future. Over the last decade the development trend has been away from enclosed regional malls anchored by department stores toward more specialized "strip" centers, including fashion malls, off-price/outlet centers, and so called "super community centers" or "power centers" (these centers may have 250,000 square feet with three or more major national anchors and a limited number of small stores).

The required size of the site to build a regional center will be 40 to 50 acres at a minimum, upwards of 100 to 120 acres for a super community center or regional mall.

Also, the possibility of a mixed use development that would include employment, lodging, entertainment and cultural activities is not remote and should be encouraged. Over the next twenty years the development styles, activity mix and scale of regional centers will undergo substantial modification. It should not be presumed, therefore, that future regional retail centers will bear strong resemblance to current or familiar shopping center models.

Most importantly, with respect to the master plan, is to reserve areas appropriate for the future development of regional commercial centers.

The northern site (Indiana 37 Bypass and the new intersection of Route 46) is a likely candidate to be fully developed over the next decade because planned highway improvements should be in place within this timeframe.

Any recommendation to consider this site for commercial development is contingent upon highway improvements to the existing Route 46. The current highway capacity and alignment is inadequate to support new commercial development.

The development should be phased in a manner to initially accommodate community level services with eventual expansion to accommodate regional level activities if warranted by economic growth.

Consideration of future region serving commercial centers should be weighted against the economic viability of existing regional centers. Without adequately supportive public/private transportation capacity and public infrastructure and without residential expansion and growth in household

disposable income, new Regional Commercial development is not advised. Relocation of economic activity from an area of the community to another area should be avoided. "Real" growth of retail activity requires an actual increase in expenditures directly linked to expansion of aggregate disposable household income.

A location offers strong commercial development opportunities when and if regional access can be improved with the construction of a new transportation corridor to Evansville. As soon as route alignments are finalized, a subarea plan needs to be prepared as an amendment to the Comprehensive Plan. In the interim, some commercial development in the Indiana 37 Bypass corridor south of Indiana Route 45 should be permitted. A planned community level center providing neighborhood services to new households in the western portion of the community and servicing market areas in the southern half of the county should be developed. Any interim development should not foreclose future regional scale retail development opportunities, however, development of a regional scale facility should be deferred at this location.

Neighborhood Commercial Areas

Neighborhood centers are small scale, retail activity clusters or planned centers which serve limited market areas - typically 4,000 to 10,000 people. They provide shopping opportunities for those most frequently purchased goods and services. Grocery stores or super markets are usual anchors for Neighborhood Commercial Centers. Consistent with the policy of limiting trip length and traffic mitigation, Neighborhood Commercial Centers should be distributed throughout the community in relation to the distribution of households. The land use plan recognizes general locations for three (3) new neighborhood activity centers - 1) In the vicinity of Route 45/46 Bypass at Kinser Pike, 2) the vicinity of Tapp Road at Weimer Road, and 3) South Walnut south of Rhorer Road in the vicinity of Schacht Road. Each of these neighborhood commercial center locations is more fully detailed in the section of subarea plans.

With respect to each future Neighborhood Commercial Center, a master planned commercial development undertaken by a single developer is recommended. Commercial development should be contained within a defined tract or land area. Auto ingress and egress must be controlled. Most importantly, planned Neighborhood Commercial Centers should relate to surrounding residential neighborhoods but not adversely effect the livability of the those neighborhoods through traffic, lighting, noise, litter or other impacts. Planned Neighborhood Commercial Centers will require strong buffering and landscape relative to surrounding residential neighborhoods. Architecturally, these centers should harmonize and blend with their neighborhood context.

The master plan also recognizes the emergence of other Neighborhood Commercial Centers such as South Walnut at Winslow Road being a prominent example of planned commercial centers serving the southern central sector of Bloomington.

In Bloomington there are 15 planned neighborhood or community level shopping centers. Of these 15, 10 were built prior to 1965. The policy, with respect to these established centers, is to encourage upgrading, reinvestment and where warranted and appropriate, to encourage redevelopment for neighborhood level activities.

Finally, there are a number of existing free standing grocery stores and convenience stores. In some cases these stores are intertwined within existing residential neighborhoods. To the extent these facilities provide valuable neighborhood services and do not limit the livability of established residential areas they should be continued and where possible expanded. Expansions should, however, be evaluated on a case-by-case basis.

With respect to new residential areas, there may be opportunities to provide for small scale, commercial activities as an integral component of the planned residential development. These opportunities must be reviewed on a case-by-case basis.

Commercial Containment

Commercial Containment is a land use policy restriction on future commercial expansion in the vicinity. Generally, the policy is to contain commercial uses to existing commercially used sites. In the case of planned commercial centers, the directive advises strict adherence to planned commercial space and to contain commercial activity to a designated and planned development tract.

Pathway/Greenway

On the Land Use Plan Map a series of pathway locations are illustrated. These pathways provide for pedestrian and bicycle routes. Pathways are intended to become recognized components of the Official Thoroughfare Plan. The exact location of dedicated routeways may vary from the general location depicted here. However, the concept of a series of linked paths reserved for pedestrian and bicycle travel is an important component of the underlying structure of the plan. In general, dedicated pathways attempt to link schools, parks, key activity centers, and follow floodways, existing trails or established transportation corridors such as railroad right-of-ways.

The exact character of pathways will change from location to location. In some cases, a soft greenway is advocated - Jackson Creek floodway for example. In other cases, a hard surface urban path is probable. With respect to bikeways, City streets with dedicated bike lanes and roadway signage may be a practical alternative to construction of dedicated bikeways. In some cases, however, circumstances may allow capital improvements for bicycle or pedestrian travel.

The pathway concept will be elaborated in the Thoroughfare Plan which follows.

Scenic Corridor

These are entryway corridors with high landscape and visual quality. Scenic Corridors are established to conserve high landscape quality. Development which is compatible and consistent with the existing character of the landscape will be permitted. In all cases, where proposed development would occur along a scenic roadway or would penetrate or interrupt the view from the roadway, a special design review process is recommended. Specifically, a Scenic Corridor overlay zone is advised as an attachment to zoning and development regulations. This Scenic Corridor overlay zone would regulate building size and placement, architectural character, landscaping and other development characteristics which would influence landscape context or quality. In Scenic Corridors roadway advertising and signage will be strictly regulated.

ESTABLISHED NEIGHBORHOOD CORE

Future Development Policies

The following section highlights those development policies which will guide future development within the established and developed core of the City. This area is fully developed with only occasional opportunities for new development on vacant lots. The critical policies for this area encourage residential reinvestment and owner and family occupancy. Importantly, these areas of diverse housing stock which is solid and affordable should be maintained. Strong emphasis should be placed on sustaining and increasing the attractiveness of the area for single household occupancy and families.

The accompanying map features some unique land use classifications with particular policy implications. Also, the future land use plan for the core neighborhood designates special development opportunity areas. Only those land use categories which have unique and special considerations from those described in the general land use plan will be identified here.

Residential Core Area

These are predominantly single household residential areas. In some cases multi-tenant housing may be integrated within a given block front. However, the overriding context is single household dwelling units. These areas should be maintained and enhanced as single household dwelling unit districts. Zoning and development regulation relative to this area will be reviewed to afford these neighborhoods maximum protection from future incursions of multi-tenant housing or business uses. Within Residential Core Districts new business or multi-tenant housing or housing conversions to alternative uses will be strongly discouraged.

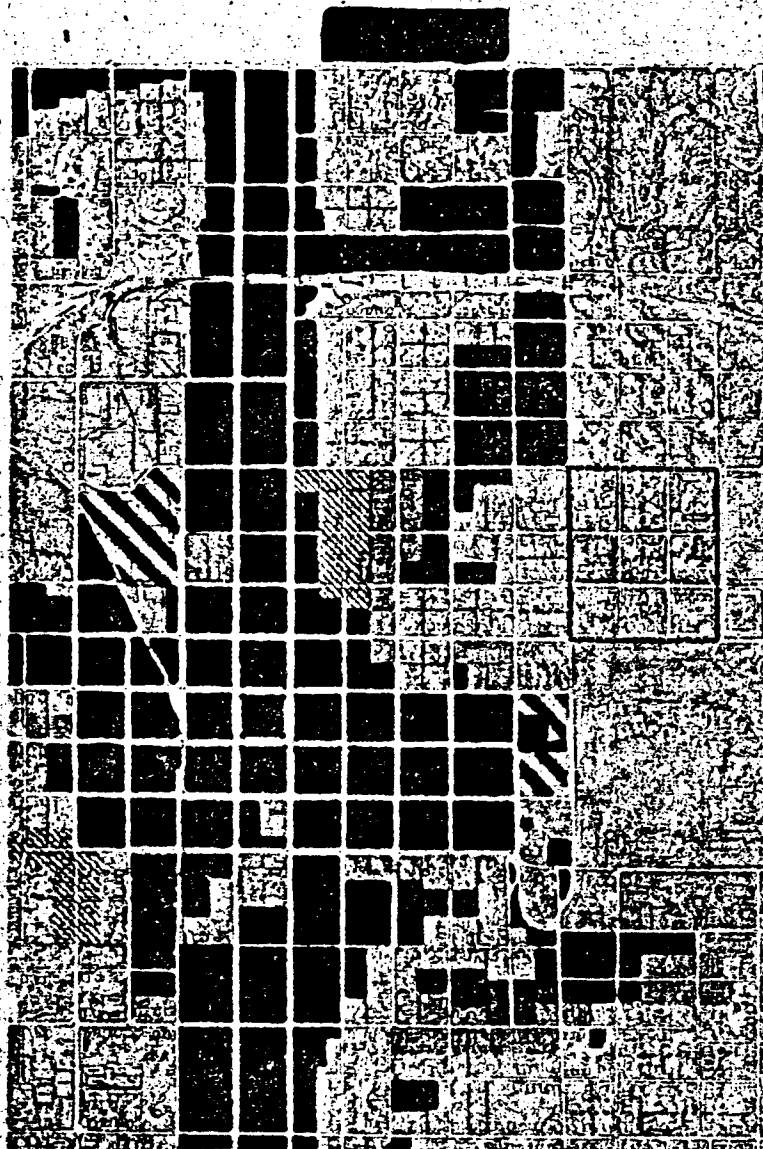
As well, occupancy standards should be three (3) unrelated adults per household except in group living situations for all housing in these areas.

In these areas, reinvestment should be encouraged. The number of owner occupants in these neighborhoods should be increased. It should also be recognized that these areas provide important rental housing opportunities for families. Special public or public/private loan funds made available for home improvement projects in both rental and owner occupied units could be useful in creating renewed interest in these areas for young families. Core areas should be earmarked for sidewalk, street tree, roadway, pathway and drainage improvements. In many cases these improvements can be financed with special assessments.

Core Area Residential (Indiana University Influence Area)

The dashed line circumscribes a core neighborhood area of special significance. This area (generally between 7th and 10th streets and between Indiana and Woodlawn avenues) is an area identified by Indiana University's long range master development plan for anticipated inclusion in the campus boundary. Persons desiring to purchase property in the area should be alerted to Indiana University's intentions for the area. Indiana University has acquired properties in the area as they become available on the market. The University rents dwelling units in the area and has converted a number of single household dwellings for faculty office use and to establish a physical presence for research institutes.

The exact nature of intended campus development is not now known for this area. Until such time as precise development plans can be made and defined, the recommended public position should be to strongly adhere to the core residential policies and to encourage reinvestment and conservation of the area as a single household, single-family residential area.



LEGEND:

- CORE
- HIGH-DENSITY RESIDENTIAL
- TRANSITION
- STUDENT ENCLAVE
- PUBLIC AND SEMI-PUBLIC
- PARKS AND OPEN SPACE
- INDIANA UNIVERSITY

- HISTORIC DISTRICT
- COMMERCIAL
- MEDICAL
- HISTORIC DOWNTOWN
- PARKING
- REUSE AREAS
- URBAN DESIGN CORE

**ESTABLISHED URBAN CORE
FUTURE DEVELOPMENT POLICIES**
Bloomington, Indiana

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City & Regional Planning, Zoning
Economic Development
and Urban Design



As mentioned previously, this specific neighborhood is an example of mutual interest and concern between the City and University. A joint city/university study effort to isolate options and alternatives which respect both City and University concerns is advised and urged for this area.

Mixed Density Residential Areas

Mixed Density Residential areas are areas where the residential character of the block is highly mixed with some multi-tenant - and some single-household dwelling units. The policy direction is unclear for these areas without more elaborate and directed study. Essentially, a status quo approach is recommended, the existing status of uses would be left untouched. However, within these Mixed Density areas, conversions or demolitions of single household units for multi-tenant use or business use would be strongly discouraged. Any owner occupant of a single-household dwelling with multi-family zoning desiring single-family zoning would be accommodated. In these areas occupancy standards would not be changed.

High Density Residential Areas

These are areas which either through conversion or through new development are predominantly multi-tenant dwelling units. There may be some single household dwelling units remaining in these areas. However, these blocks or block faces are fully committed to High Density Residential. Redevelopment of existing structures or conversion of existing housing to higher density tenancy will be permitted. However, landscaping, site design standards and architectural compatibility guidelines will be strengthened and improved. Very strict standards should be applied to high density projects adjacent to core residential.

Occupancy standards will remain as current standards. Development of non-family student housing will be encouraged over time (see student enclave below).

Student Enclave Areas

These are districts dedicated to non-family student housing. Very high dwelling unit density is allowed. Where student enclaves are to be built, planned unit development procedures should be followed. Six (6) special planning concerns must be addressed within the development concept and plan.

1. The area must be planned and developed as a whole.
2. Enclaves must be built in high density areas in an architectural style and structural context which is compatible with surrounding structures.
3. All public ways and streets of which the project faces should have significant landscape and noise abatement buffering.
4. Recreational and open space amenities should be made an integral part of the project.
5. A student focus group should be assembled to review the project plans.
6. Housing code and safety code provisions will be strictly enforced and applied.

Historic Downtown

This is the central core area of the downtown and situated around the Monroe County Court House Square. This is the area where it is most critical to maintain the architectural integrity of the Historic Downtown. Architectural design, building size, mass and building materials should be compatible with existing historic structures in the area. This also delimits an area where compatibility between

different activities should be considered as a part of the development process. This area should be the subject of an urban design plan with design standards and guidelines established. In addition to the building environment, the streetscape context should be well designed and carefully articulated in detail. One of the objectives should be to increase the amount and quality of green space and landscaping within this central core area.

This area is a designated Bloomington Historic District. Special design review procedures exist for this area to maintain the historic character and integrity of the building context.

Reuse Area

These are areas which offer potential future reuse and redevelopment potential. In some cases, these areas result because of underutilized land relative to potential development which will impact the vicinity. For example, the block between College Avenue and Walnut Street south of Third reflects a reuse/redevelopment opportunity which will occur because of the expected development of the conference center/hotel complex across the street. The exact nature of the possible reuse is unknown, except it should be complementary to the conference center - additional lodging, for example. The area should be developed as a unit with a substantial portion, if not the entire block, developed simultaneously.

The blocks immediately west of Morton between Howe Street and Third Street also presents future redevelopment opportunity impact because of the conference center project. Again, the area should be planned and developed as a unit. The Morton block face should be planned as a neighborhood level shopping strip. The Madison Street block face developed as new infill housing - perhaps a townhouse or row house project.

The third reuse area involves the northward facing block face of Third Street between the existing City Hall and Indiana. With the relocation of City Hall to the Showers Building, the existing City Hall facility will need a new use. A number of alternatives have been speculated about. Perhaps an expansion of the Bops Club, continued use as a public facility or renovation for private offices or medical clinics. The park behind City Hall is suggested as a public celebration space for downtown. The area from Lincoln east toward Indiana is underutilized relative to the future reuse potential. Large scale mixed use projects involving housing/office/commercial should be appropriate for this corridor, with 3 or 4 story buildings possible. Again, the projects should be planned and developed as a unit. Design review of this area will be essential during the redevelopment process.

Finally, the vicinity of the Showers Complex will present a special development opportunity once the City Hall has completed its relocation. The area west of the Showers Complex currently occupied by Fell Iron and Bender Lumber should be planned as a planned unit housing development with a mixture of housing options. This area provides a large and attractive site to create a new downtown neighborhood.

Urban Design Core

These are areas of special significance where coordinating urban design elements should be employed to draw the area together and to create opportunities as a special use area. These areas should be the subject of urban design plan and associated guidelines.

Specific recommendations for the Kirkwood Avenue corridor include a unified streetscape with large shade trees. Consider closing Kirkwood between Dunn and Indiana as a landscaped mall and consideration of closing Indiana Avenue between 4th and 6th streets to provide a soft edge to the central university entryway. Additionally, one lane of parking should be removed on the north side of Kirkwood to permit sidewalk and landscape expansion.

The entire area should be planned as an integrated precinct with pedestrian traffic encouraged and accomplished to the maximum extent possible. The area is and will continue to be a high intensity activity center. Ground floor retail uses should absolutely be encouraged including areas to be redeveloped by the University for office use.

CRITICAL SUBAREAS AND CORRIDORS

This section of the plan enlarges and expands upon the public policies as applied to critically important subareas and roadway corridors. In each case, site planning considerations are expressed and graphically noted.

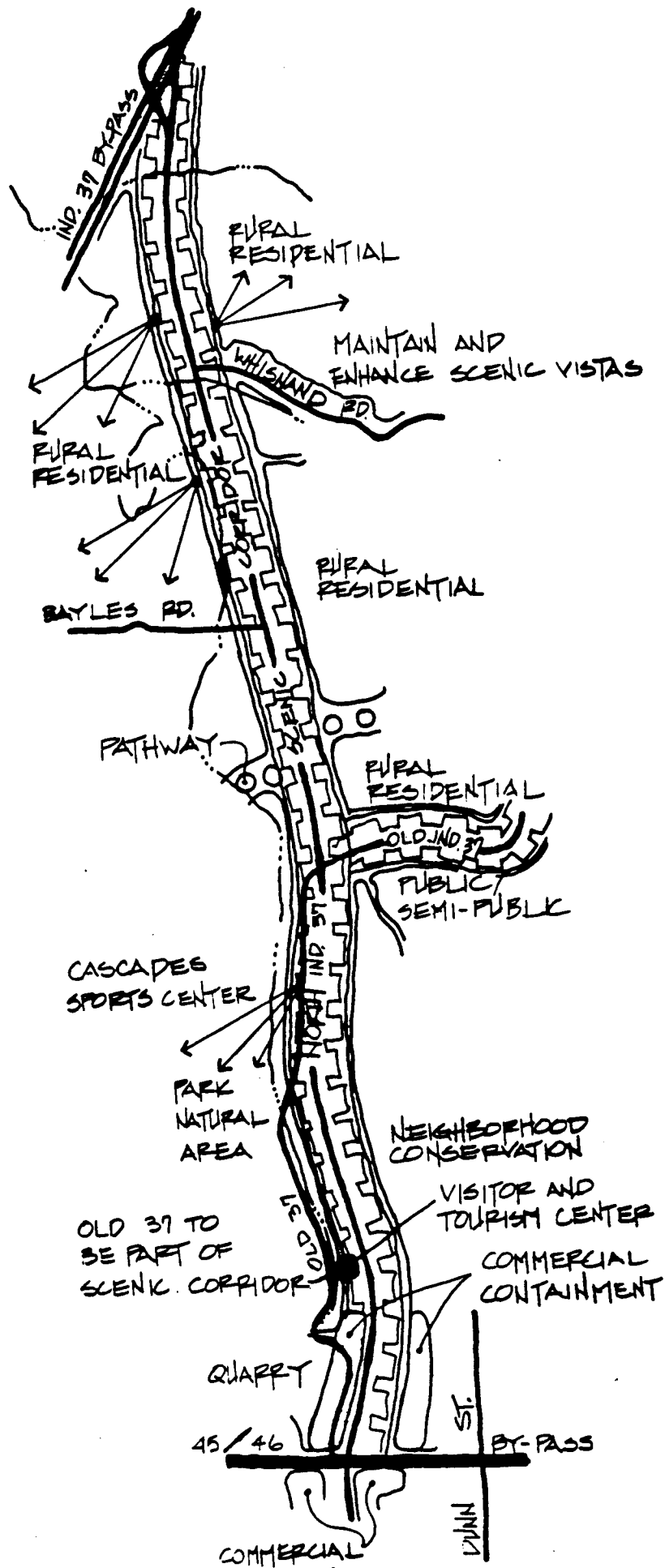


FIGURE 6

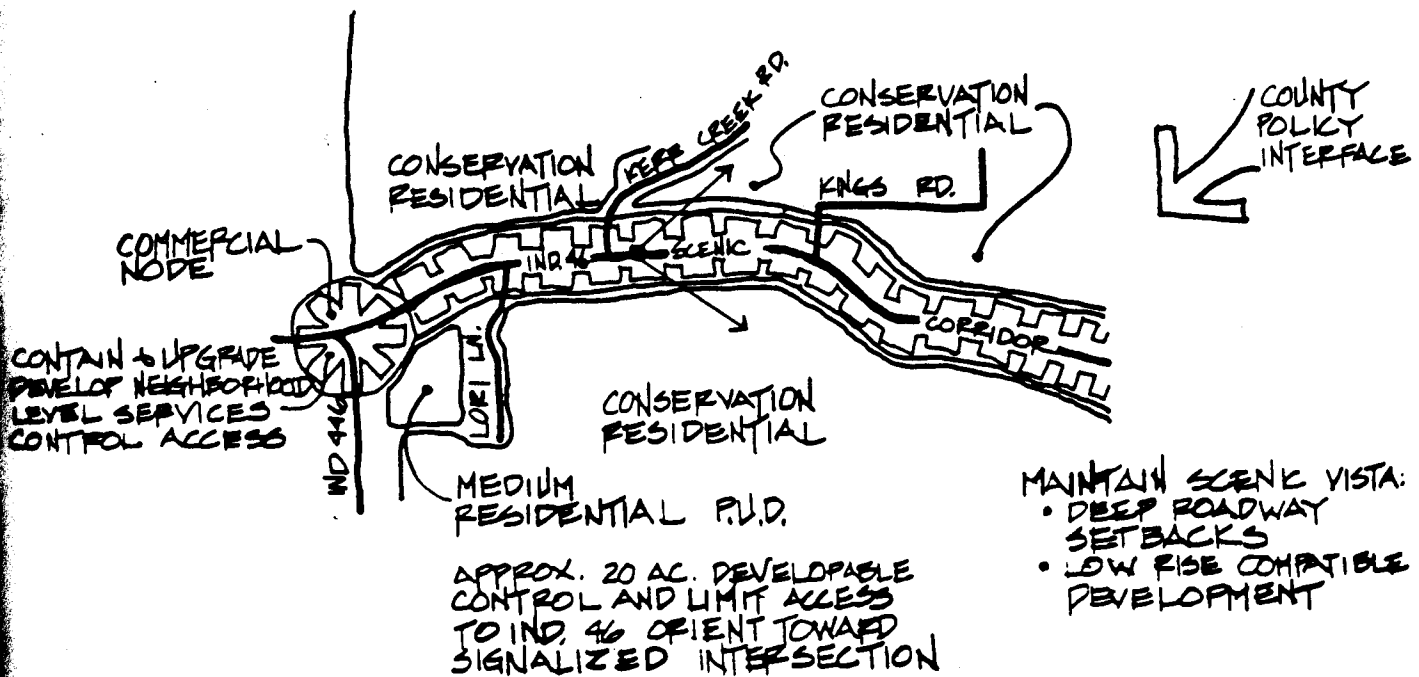


FIGURE 7

North 37 Indiana Corridor

Figure 6

Very important entryway corridor with high landscape quality. Important visitors and tourist roadway. Principal planning concerns include:

- Protect and conserve scenic and landscape quality.
- Contain commercial development to existing commercial tracts.
- Enhance and improve commercial mix/add lodging facilities/low intensity office.
- Discourage high traffic generators/including fast food restaurants.
- Improve commercial landscaping.
- Restrict signage (improve Cascades Park sign), limit new signage.
- Add marked and separated bikeways.
- Limit all "fill" in floodplains/discourage fill along roadway.
- Protect the view of ridge tops and the vegetable hillsides.
- Where development is permitted, seek low rise, low density and low intensity compatible development.
- Limit drive-way cuts/control access along corridor.
- Consider public acquisition of a buffer strip perhaps 200 feet wide along the west side of Route 37.
- All development in the corridor should be subject to design review.

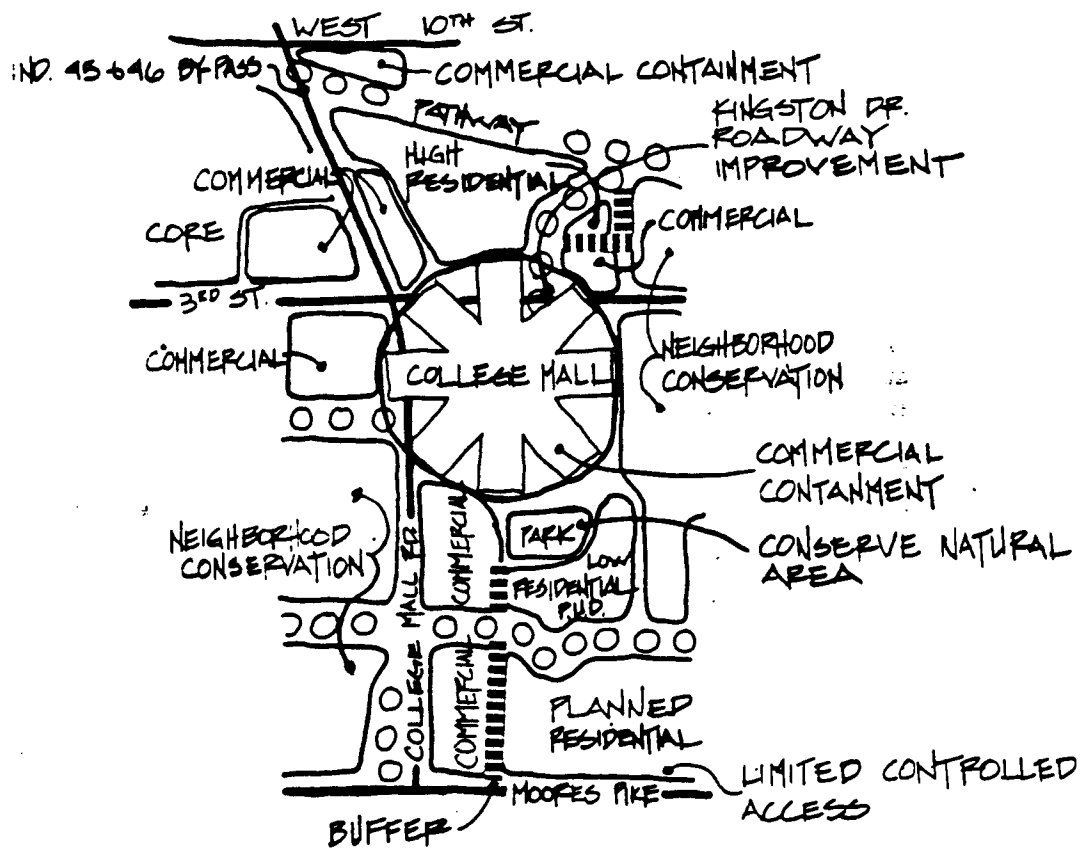


FIGURE 8

Indiana Route 46 East/Route 446

Figure 7

Route 46 East is a routeway of high landscape quality and an important linkage to the tourism attractions in Nashville, Tennessee in neighboring Brown County. Route 46 East twists and turns through open meadows and woodland tracts. Significant new traffic capacity improvements are not planned for Route 46 East.

Route 446 is a narrow scenic winding country roadway which carries significant traffic to Monroe Reservoir. Limited possibility of roadway improvements.

Recommended Development Policies:

- Maintain scenic vistas and landscape quality.
- Curtail commercial development along roadway frontages.
- Control and limit access/limit driveway cuts.
- Permit low intensity development.
- Discourage any significant traffic generators.
- Maintain as a community gateway.
- Pay attention to aesthetics/landscaping/signage.
- Recommend similar county policies.
- Design review of all development proposals.
- Investigate options for a rural bikeway along right-of-way.

Development opportunity for a planned unit residential development at the southeast corner of Route 46 East and 446. This will be a difficult development site

- Plan and develop as a integrated unit/mixed density.
- Control access/orient toward signalized intersection.
- Integrate fully with natural surroundings.
- Allow site and roadway configuration to control density.

Long term opportunity for commercial enhancement and upgrading in the vicinity including the existing commercial node on the northwest corner, limit extent of commercial development

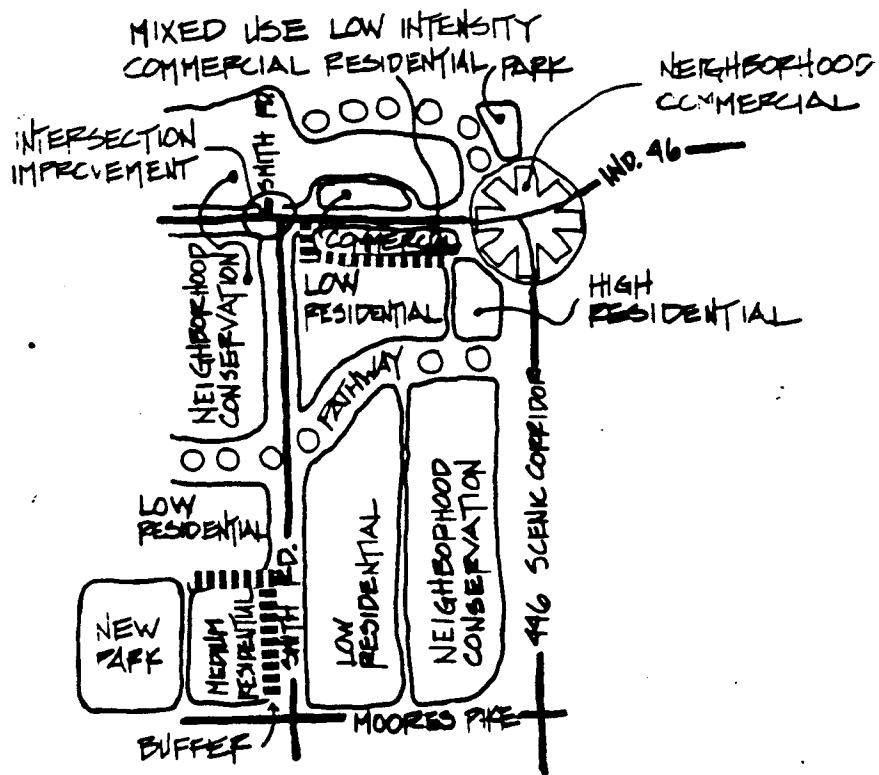


FIGURE 9

College Mall Shopping District

Figure 8

Major regional shopping district and major gateway to surrounding newer residential neighborhoods. Overriding policy in this district is commercial containment. Confine future retail commercial to existing commercial tracts. This policy applies to College Mall Shopping Center, existing commercial tracts on the east side of College Mall Road, the community shopping center west of College Mall Road along Third Street; and to the commercial nodes along Route 45/46 Bypass including the commercial development at East 10th Street. Within this vicinity the following planning considerations are advised:

- Maintain the economic vitality of the district as a whole.
- Encourage upgrading and intensification of existing commercial sites.
- Control and limit access.
- Improve streetscaping with common district signage, improve roadway landscaping.
- Improve parking area landscaping and buffering; make parking areas more pedestrian/bicycle friendly.
- Improve pedestrian/cyclist amenities both on roadway frontage and within commercial tracts.
- Improve the vehicle and pedestrian linkages among the various commercial activity centers.
- Add pedestrian-scale lighting.
- Improve landscaping on existing commercial tracts.

With respect to the undeveloped tracts south and east of College Mall Shopping Center, residential development is recommended. Master planned residential communities are strongly encouraged. Dwelling unit density and dwelling type should be mixed. Generally, higher density elements of the planned developments will be acceptable toward Moores Pike and toward the College Mall Road/commercial tract sector. Important planning considerations include:

- Plan and develop residential under a master development plan.
- Mixed dwelling densities/overall average density of 6/du units per acre.
- Control and limit access to Moores Pike. Discourage direct traffic on to College Mall Road.
- Encourage entryway features.
- Buffer western sector of area from adjacent commercial.
- Encourage the use of natural features to separate various development phases or neighborhood subareas.
- Provide pedestrian pathways/cycleways as an integral part of internal circulation system.
- Preserve Latimer Woods for public access. Acquire woods in the public interest.

Along the north side of East 3rd Street at Kingston Drive a limited amount of commercial frontage is undeveloped. This area may be appropriate as a mixed use planned development with commercial activities on the frontage with medium density multi-tenant residential towards the northern end of the site.

Special Planning Considerations:

- Upgrade and improve Kingston Drive and intersection with East Third at developer cost.
- Orient development toward Kingston Drive.
- Screen and buffer residential community from service drives/also buffer higher density residential from existing low density residential.
- Seek large tract, single destination, single use commercial rather than a multi-tenant commercial project.

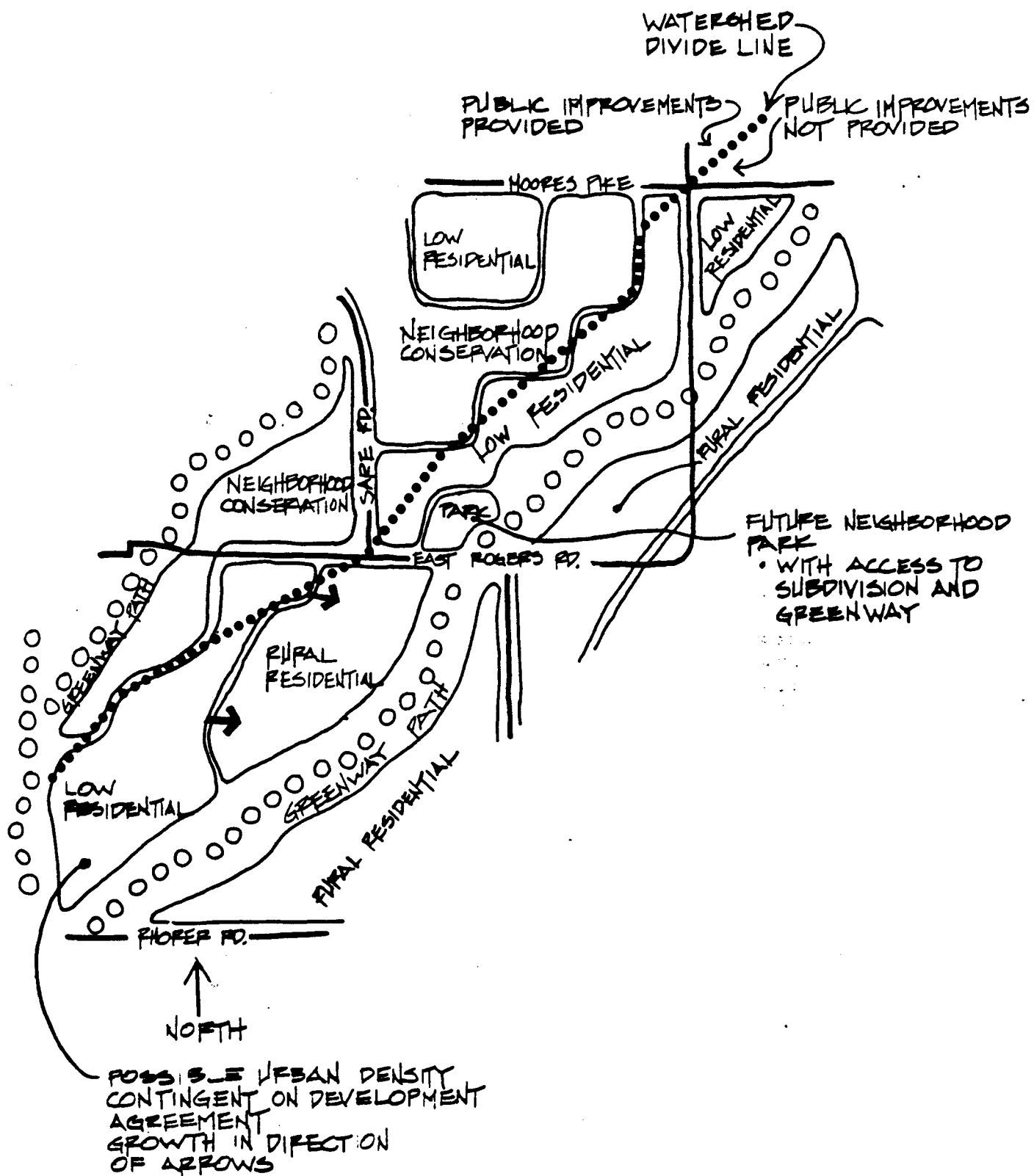


FIGURE 10

Smith Road District

Figure 9

This is an established and emerging residential development district. Undeveloped areas will develop within the next five or six years. The fundamental issue is to assure that future development is compatible, consistent and complementary with established residential areas. As elsewhere, to the extent that residential development of mixed densities and mixed dwelling types can be included in master planned residential communities, this type of development should be encouraged here.

Two special development opportunities are notable in this district, the planned commercial center on East Third Street in the vicinity of the existing family restaurant, and a medium density planned residential area on Smith Road at Moores Pike.

Planning Concerns of the Planned Commercial on East Third Street:

- Control traffic and access on to East Third Street.
- Containment of commercial frontage.
- Prevention of commercial sprawl and development pressure on both the south and the north sides of East Third Street.
- Attention to strong landscaping and urban design elements along Third Street frontage.
- Separation and buffering of residential areas from commercial frontage/attention to screening service areas and drives from residential projects.
- Could be planned and developed as a mixed-use residential/commercial project.
- Zoned for small scale retail and lodging/professional office/B-L zoning.
- Seek low intensity retail activities, and a small number of commercial tenants.
- Limit traffic generation.
- Over-all residential density of 5 to 6 units per acre is appropriate depending upon the overall nature of the development concept and site development plan.
- Limit out lot development.
- Emphasize neighborhood orientation of retail/commercial center.

Medium Density Residential Planned Unit Development Key Concerns:

- Planned and integrated development.
- Control and limit access/preferred access to Smith Road.
- Improve roadway capacity of Smith/realign Smith Road and Third Street intersection.
- Integrate with single household developments existing and future.
- Dedicate park land to the western portion of site/reserve ponds and slopes and vegetation.
- Careful attention to site planning.
- Development density contingent upon site plan/7 to 8 units per acre appropriate or marginally higher depending upon site development concept and open space provisions.
- Attempt to link development with planned pathway system in the area.

Jackson Creek Residential
Figure 10

Developing residential area for single household dwellings. This area is under the most severe development pressure although there are currently about 200 improved undeveloped lots in the southeast growth corridor. This constitutes approximately a two year supply at current rates of absorption. Typical development patterns in this area have resulted in residential densities of 2.5 to 3 dwelling units per acre. If development continues to move in a southeasterly direction, development will encroach upon the upper reaches of Monroe Reservoir watershed and its associated rugged and sensitive topography. Even though this general southeast sector has absorbed approximately 80% of all new single household dwelling units during the last decade, public infrastructure development has not kept pace with residential growth. East Rodgers, East Rhorer Road, Moore Creek Road and Smith Road are narrow rural roads. There is little expectancy that these roadways will be improved to urban standards during the planning horizon of twenty years. Significant development outboard (i.e. south and east) of these roadways will decrease their level of service capacity and pressure urban roadway segments inboard (north and west). Moreover, as a matter of environmental policy, Monroe Reservoir watershed requires special protection from urban development densities.

Additionally, the Jackson Creek interceptor sewer system is currently at or near capacity under storm runoff conditions. The evident problem is stormwater infiltration rather than indicative of absolute system limits. If the infiltration problem cannot be remedied in the short-term, then development will be limited and restricted until new sewer capacity is online. In order to preserve public utility alternatives and to reduce development pressure upon existing roadway capacity, development at urban densities should proceed slowly in a phased and contiguous manner. Development at urban densities beyond the watershed divide of the East Fork of Jackson Creek is discouraged.

Development of rural areas designated as rural residential on the north eastern side of the East Fork of Jackson Creek should be contingent upon adjacent contiguous development, assurance of adequate sewer service capacity and willingness by developers participate in the financing of future trunkline sewer improvements to service the area as a whole and to fund necessary off-site roadway improvements. Development at urban densities should not occur until residential development has filled the areas north and west of this site.

Other Planning Considerations Include:

- Provision of a greenway path system along the edge of Jackson Creek and the East Fork of Jackson Creek.
- Development of passive recreation area immediate east of the East Fork of Jackson Creek north of East Rodgers Road.
- Mixed density residential development 3 to 5 units per acre.
- Careful attention to site details, topographic features and natural vegetation in siting residential units and roadways.
- Reserve existing roadway capacity.
- Link new subdivisions to neighborhood collector streets.

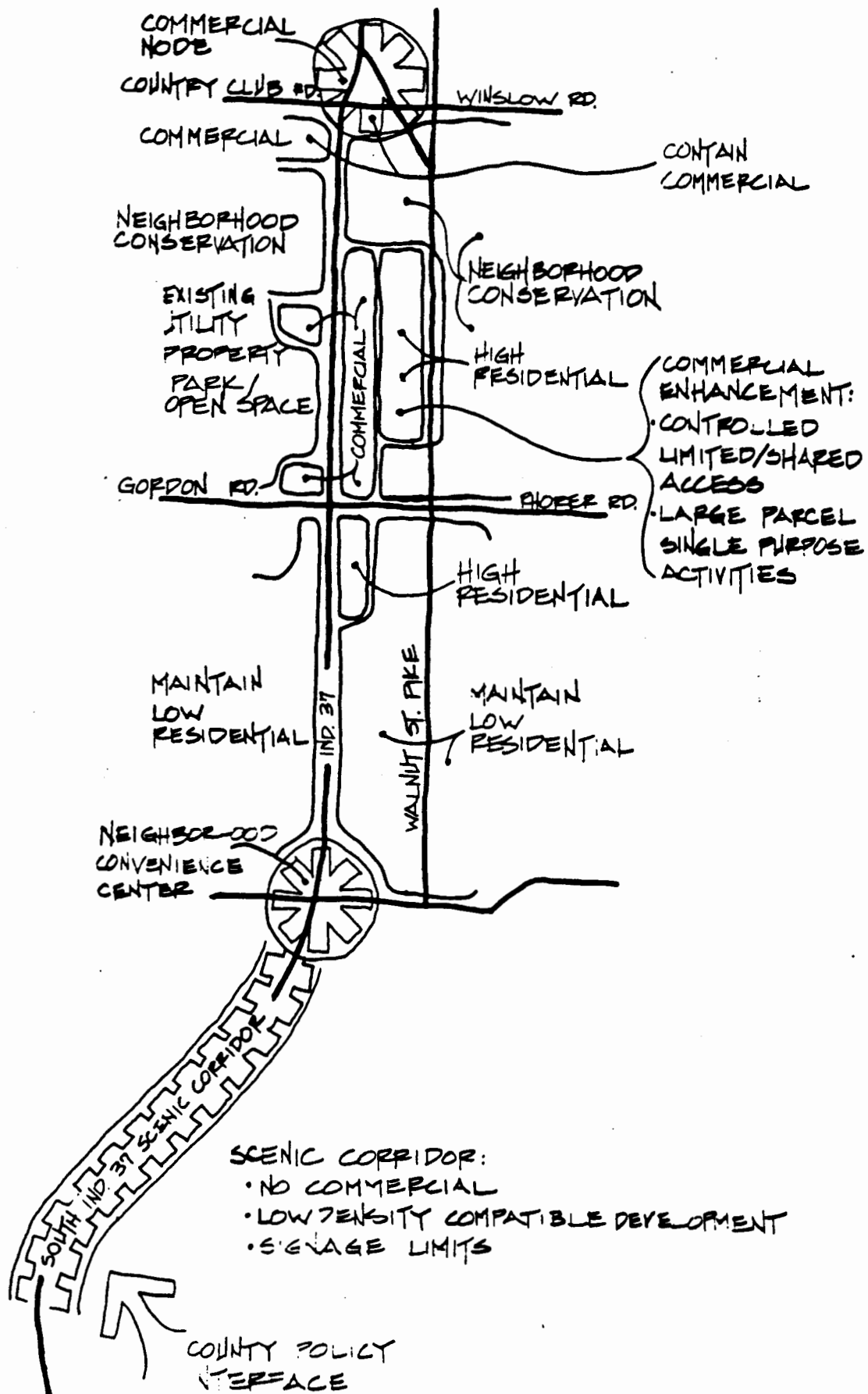


FIGURE 12

South Walnut Corridor
Figure 11

A major north/south corridor undergoing significant roadway improvements including widening to four lanes and operational traffic improvements. An access control plan is currently being prepared for this corridor. The intent of the study is to prepare plans and implementation mechanisms to prevent the loss of effectiveness provided by new roadway improvements. In short, the study will address access control and coordination, traffic operations, land use, and roadway aesthetics. The comprehensive plan should be amended to reflect important recommendations of this study. The following planning objectives should be reflected in the access control plan.

Other Planning Considerations Include:

- Contain commercial sprawl.
- Limit, control and share access.
- Discourage high volume trip generators.
- Preserve and protect enhanced roadway capacity.
- Encourage commercial upgrading including redevelopment of residential structures which are now in business use.
- Coordinate and share parking among different activities.
- Direct parking toward the rear of commercial tracts rather than on frontage. Where parking does occur on frontage, buffer with landscaping from roadway view.
- Seek single-purpose/single-destination/large-tract commercial uses (automobile mall for example).
- Contain commercial sprawl south of Winslow Road.
- Enhance roadway aesthetics and urban design elements.
- Prepare and implement a coordinated landscape/streetscape plan for corridor.

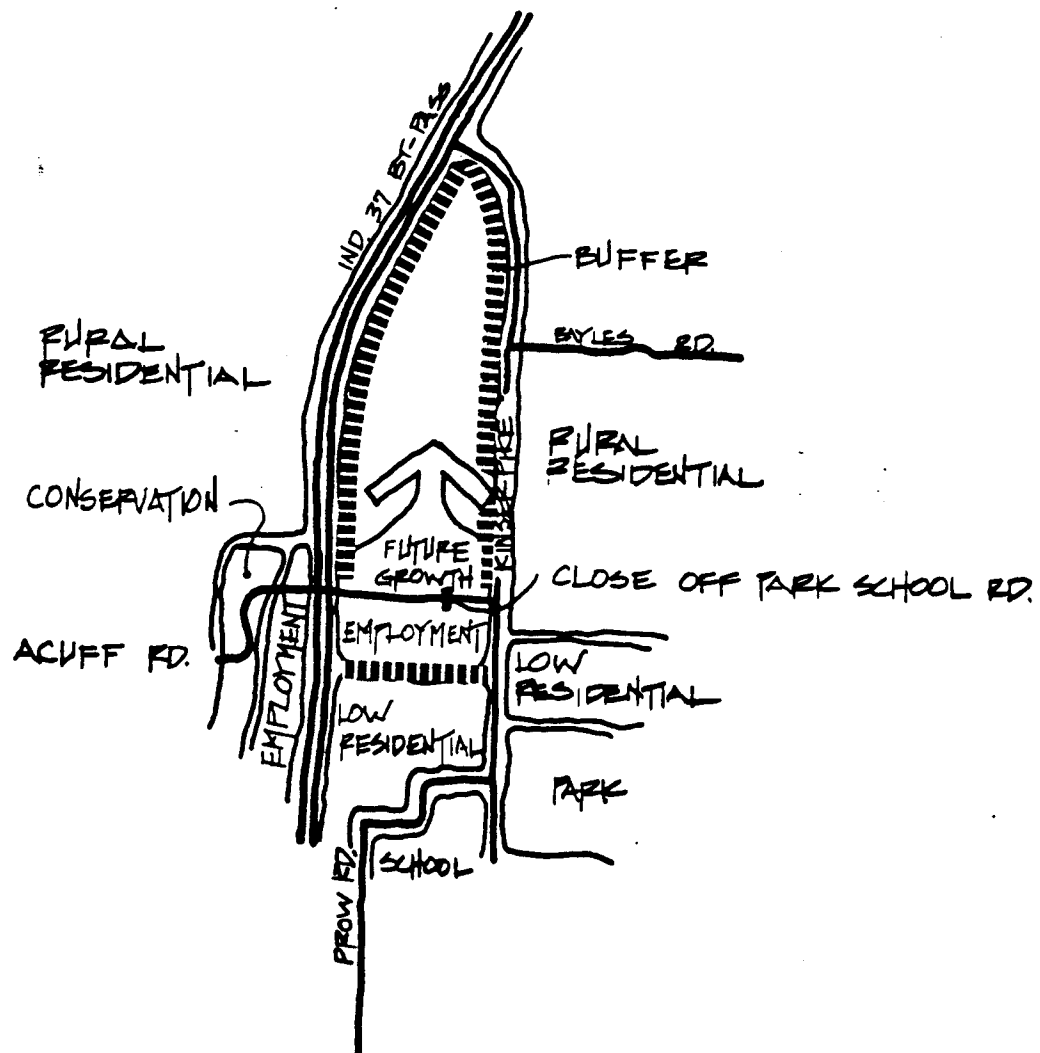


FIGURE 13

South Walnut/Indiana 37 Corridor

Figure 12

Important entryway corridor. Currently mixed use area with generally land consumptive, low intensity commercial uses south of Winslow Road to Rhorer Road. Considerable existing commercial frontage in this area. South of Gordon/Rhorer Road is more residential in character with large lot dwelling units facing the roadway. Interestingly, large parcels of undeveloped land remain adjacent to the roadway. The following development policies are recommended:

- Contain southward expansion of commercial activity center at South Walnut and Winslow.
- Conserve and where appropriate enhance existing residential neighborhoods.
- Contain future commercial development between Winslow and Rhorer Roads to existing commercial tracts.
- Encourage commercial enhancement.
- Seek single destination/special purpose/large scale single users - examples - builders supply/hardware/automobile dealership or auto mall.
- Control, limit and share access.
- Control aesthetics, signage, outdoor display and landscaping.
- Maintain rural residential character for area south of Rhorer Road.
- Opportunity for high intensity residential reuse of manufactured housing lot immediately south of Rhorer Road.
- Neighborhood small scale planned convenience center opportunity in the vicinity of Schacht Road, the existing center should be upgraded and expanded. Over time there may be a need to reexamine the neighbor commercial opportunity in the southern portion of the jurisdiction depending on future residential growth in the area.
- South of Wayside Drive, scenic corridor
 - no commercial
 - signage restrictions
 - low density compatible uses only
 - appeal for similar county policies outside of jurisdiction

The existing utility department property formerly used as a sewage treatment site could be used as a tree farm to support the urban tree bank program. Alternatively, development of an urban park with active recreation areas should be considered.

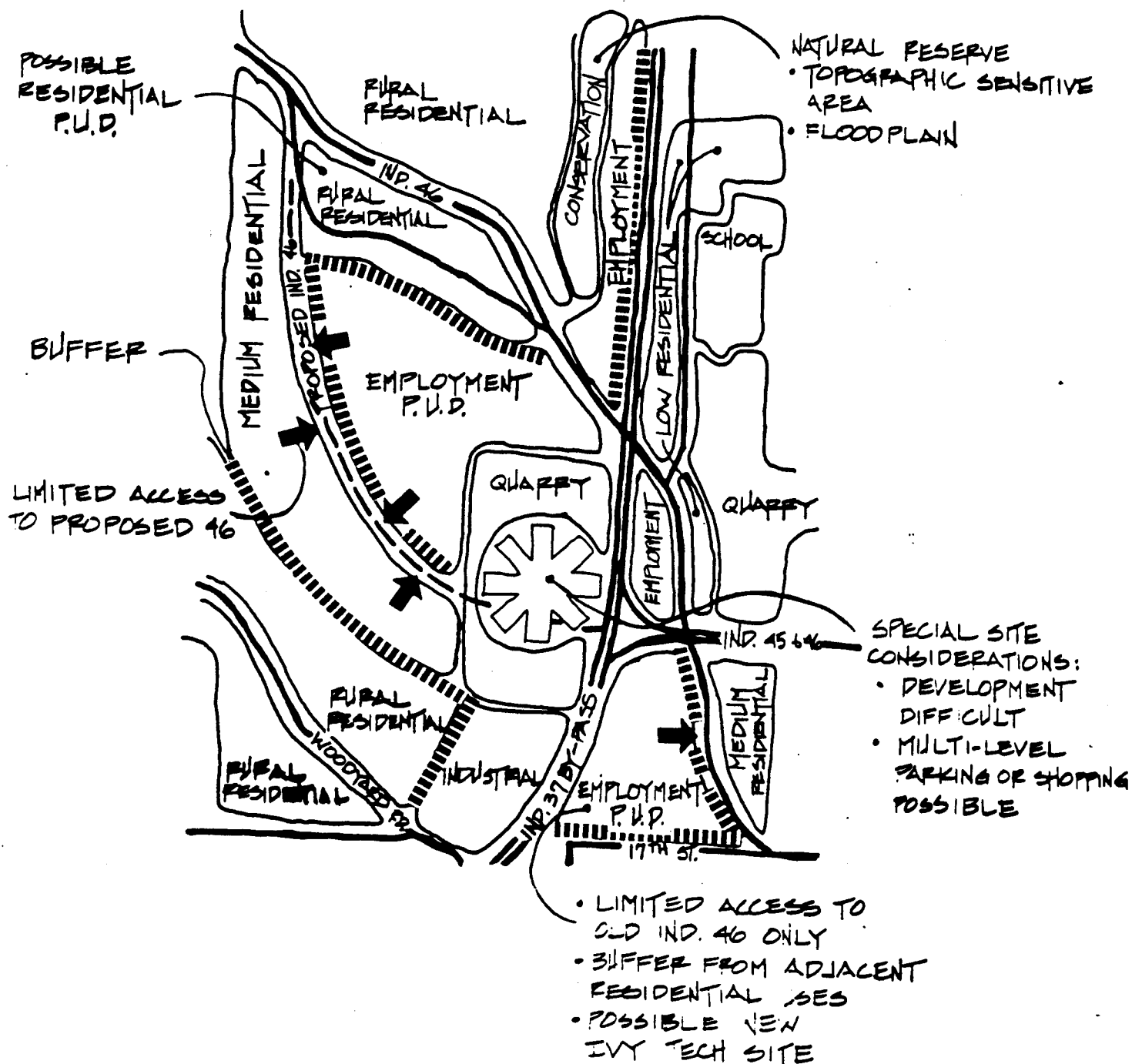


FIGURE 14

North 37 Bypass
Figure 13

The significant feature of this area is a large tract on the east side of Indiana 37 Bypass north of Acuff Road. This is a significant tract (in excess of 140 acres) with strong Route 37 corridor visibility and with scenic vistas. The plan suggests this site as an employment center location. However, because of the quality of the site and its placement, the site should be reserved as a landmark corporate headquarters or corporate campus site. It is reasonable to assume that this site will require a long build-out period. This site should be exclusively reserved for corporate activities. Development should be deferred until the market for corporate users has been thoroughly tested, perhaps a decade. Planning considerations governing the development of the site include:

- Access improvements and intersection improvements at Acuff Road, Park School and Indiana 37 Bypass.
- Close Park School Road for exclusive site access and to prevent traffic from using Kinser Pike.
- 200 foot heavily landscaped buffer along Kinser Pike.
- Phase development from south toward north.
- If not developed for a single user, develop as a high quality corporate business park.
- Buffer toward residential.
- Consider business support activities such as day care, business support services.
- Attention to appearance from Route 37 Bypass.
- Developed floor area ratios of .25 or less.
- Development will require extension of sewer and water service.
- No retail commercial activities.
- Preference to office and related activities.
- Develop only as a planned unit development.
- Require deed restrictions of master development plan.

Indiana Route 37 Bypass at New Indiana 46 Interchange

Figure 14

Contingent upon the finalization of an engineering design for a new Indiana 46 Interchange at Indiana 37 Bypass new development opportunities will be created. The exact highway corridor alignment is not known at this time. However, it is highly probable that the interchange will be completed by 1996.

Retail Commercial Center

On the west side of Indiana 37 Bypass in the vicinity of the new interchange a new planned commercial center is envisioned. The exact location will float depending upon the final alignment of the interchange. Because portions of the site may encompass quarry lands, development will be difficult physically. This retail center should be developed initially as a community level center of 200,000 to 300,000 gross square feet. A center of this size would relieve the commercial development pressure on Route 46 west to Ellottsville and adequately serve northern sections of Bloomington. The retail center should be planned to grow to regional scale adding perhaps an additional 350,000 gross square feet during the later part of the planning period. Key policies include:

- Develop as an integrated planned unit.
- Control and limit access.
- Encourage multi-level structure to take advantage of site constraints (parking ramp or mall).
- Phase development.
- Limit and control "outlots".
- Do not limit visibility of project.
- Transit linkage.

It should be stressed, however, that no new commercial development should occur in this area until a new Route 46 interchange is completed.

Planned Employment Centers

Several areas become appropriate for new employment activities with the completion of the new Route 46 Interchange. These areas should all be planned as a unit under an approved master development plan. The mix of uses and activities may be diverse. Primary focus upon low-rise development in a campus like setting. Typical FAR's (Floor Area Ratios) of less than .30. In each case, aesthetic controls and landscaping including buffer treatments are to be included as a part of master development plan.

Other Considerations Include:

- Control and limit access.
- Transit service.
- Shared parking.
- Internal open space amenities.
- Strong respect for physical setting.
- Reserve for long-term employment growth.
- Limit low intensity interim uses (especially residential).
- No retail commercial in employment areas.

Medium Density Residential

In keeping with the plan policy of directing high intensity activities toward those transportation corridors with the high traffic carrying capacity, the south side of the new Route 46 corridor will be appropriate for planned residential developments of moderate density, perhaps 7 to 10 units per acre or

higher depending on the site constraints. Topography and buffering should be used to separate this area of new multi-tenant housing from adjacent rural residential areas. Control of access to the new Route 46 alignment will be critical.

Key Planning Considerations:

- Master planned development.
- Limited and controlled access to new Route 46 corridor.
- Mixed density possible.
- No access to Wayard Road
- Transition and buffer relative to rural residential area to the south and west.

Rural residential north of new Route 46 alignment, now an area of existing scattered single household dwellings strung along existing Route 46. Large parcels for development are available in this general area. Higher densities may be permissible if undertaken as a planned development, perhaps 4 to 5 units per acre.

The critical consideration is to make certain that current or interim residential development does not jeopardize future employment or commercial development opportunities in the vicinity.

Other Considerations:

- Controlled and limited access.
- Limit traffic generation on Old 46.
- Oversize utilities to accommodate future intense development.
- Strong attention to site constraints.
- Physical setting controls density/4 to 5 units per acre acceptable.

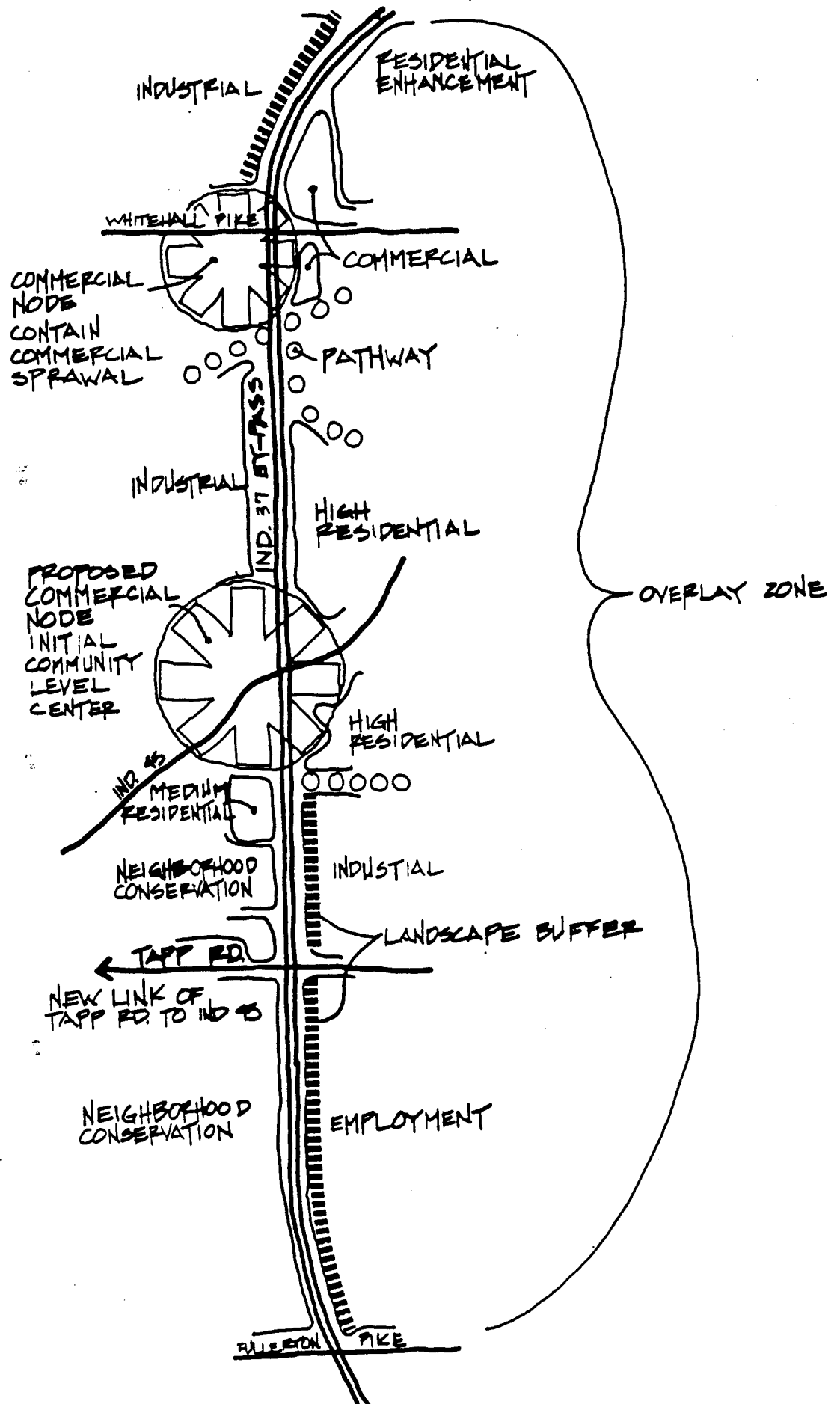


FIGURE 15

Indiana 37 Bypass and Whitehall Pike South

Figure 15

Consistent with the recommended public policy of directing high intensity activities toward those transportation corridors with reserve capacity to carry higher traffic volume, high intensity activity is directed toward Indiana 37 Bypass. The Bypass represents a significant investment of public capital which has enormous potential to absorb future growth and development. Together with the Curry Pike corridor, Indiana 37 Bypass is planned to become the central north-south spine of future employment growth. Planned industrial activities and planned business parks within these corridors can accommodate significant future business development. In fact, planned employment centers provide excess or reserve capacity well beyond the twenty year planning horizon. With respect to the industrial and business centers planned for Indiana 37 Bypass three (3) key planning considerations should be involved in planning for these employment activity centers.

- Limit and control access to Indiana 37 Bypass, future employment centers should not reduce or hinder the free-flow of traffic on 37 Bypass through new access roadways. Unless developed by state highway improvements, existing entrances to 37 Bypass should be taken as a given.
- Where appropriate landscaping and buffering of business and industrial activities from roadway views are to be encouraged. The 37 Bypass corridor is attractive because of the absence of signage and the many areas of significant woodlands. The attractiveness of the corridor is to be maintained and safeguarded.
- An Indiana 37 Bypass corridor "overlay zone" should be created and implemented as a special zoning district with provisions for development performance standards regarding landscaping, lighting, signage, and land use intensity, among other elements. The overlay zone will regulate how future development along the 37 Bypass corridor is articulated with respect to development sites, roadway appearance and spatial configuration of land use activities.

Two commercial nodes are recommended for this section of the Indiana 37 Bypass corridor. The plan first recognizes an existing commercial node at Whitehall Pike extending approximately 1.5 miles west on Whitehall Pike from the 37 Bypass corridor. The plan recommends that commercial development in the Whitehall Plaza and Whitehall Pike commercial node be contained with limited expansion of existing commercial acreage in the vicinity. Over time these areas may experience some upgrading, enhancement and intensification. This should be encouraged since the existing commercial acreage (especially the frontage of Whitehall Pike west of Curry Road) is not well utilized.

Whitehall Plaza/Whitehall Pike Commercial Node

- Contain commercial development to existing commercial tracts.
- Limit commercial sprawl.
- Careful attention to roadway capacity/heavy traffic generators should be discouraged.
- Control, limit and share access/ideal area for corridor access plan.
- Improve corridor landscaping and signage.
- Coordinate parking.
- Encourage adaptive reuse and/or redevelopment of land and buildings along Whitehall Pike frontage especially west of Curry Pike.
- Limit any future westward extension of commercial development from current commercial sites.
- Encourage Monroe County to limit commercial development along Route 48/Whitehall.
- Increase transit connections.

Indiana 37 Bypass at Route 45

The second commercial node is shown west of the Indiana 45/37 Bypass interchange. Approximately 40 acres are available for development. The Route 45/Indiana 37 Bypass site is recommended as a new community level center phased in a way to allow future expansion.

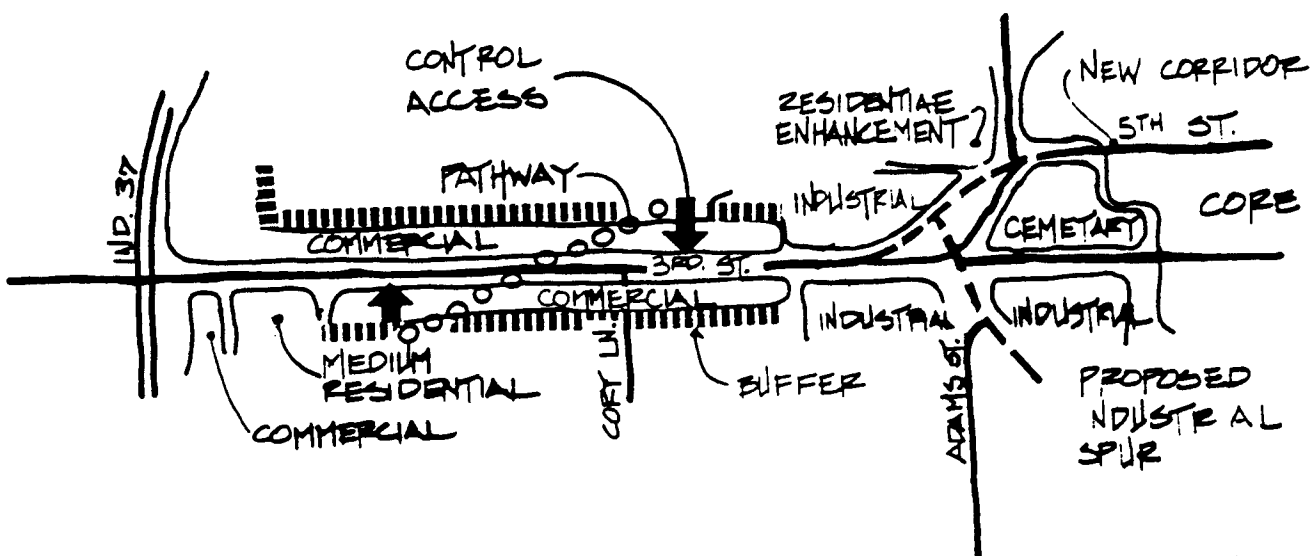


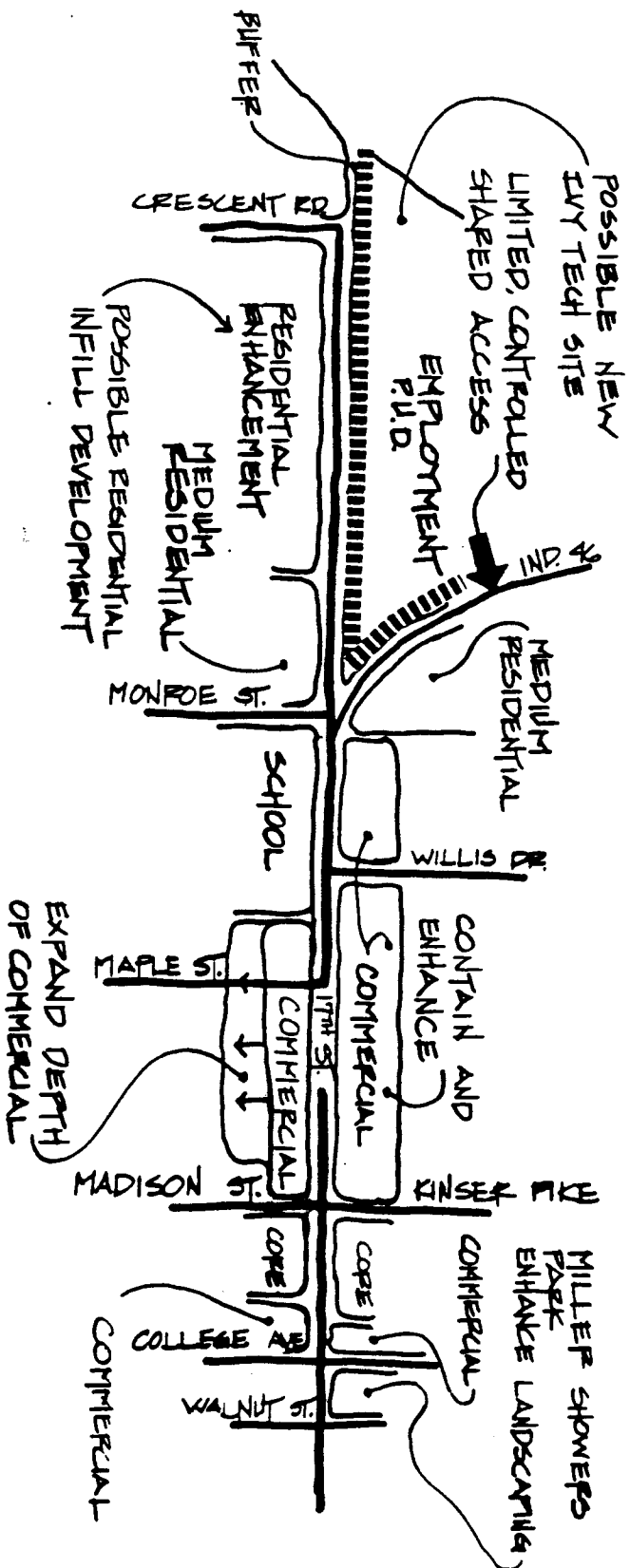
FIGURE 16

- Develop a planned and integrated community level center not to exceed 250,000 to 350,00 gross square feet.
- Seek discount/JR department stores/hardware/home appliance/housewares or other large scale special purpose or single destination activities.
- Limit outlots and driveway cuts to Route 45.
- Limit fast food restaurants/banking facilities and other high volume traffic generator.
- High degree of attention to landscape detail and signage on Indiana 37 frontage.
- Limit commercial development to planned center initially.
- Control and share access.
- Develop a systematic expansion plan to permit some expansion of center to regional scale depending on the state of new interchanges planned for the Evansville/Bloomington highway.
- No commitment to move beyond a community-scale center should be made until the status of the Evansville corridor is known.
- Directly link to transit.

The Bloomington/Evansville Corridor is currently in the initial planning stages. Proposed interchange locations for a connection with Indiana 37 Bypass are not known at present. It is believed that the intersection will be south of the existing intersection of Indiana Route 45. Clearly, once the new Evansville/Bloomington corridor is completed, this new regional highway access will present important new development opportunities. When a precise corridor and interchange location have been selected, a subarea plan should be developed for the impact area. The master plan should be amended accordingly.

In the interim, commercial development at the existing Route 45 interchange should be undertaken in a gradual, prudent way. Advance commitment for a commercial center larger than a community scale center should be avoided.

FIGURE 17



West 3rd Corridor

Figure 16

Area of mixed commercial/industrial activity. Important entryway corridor from the west, serves significant commercial traffic. The intersection of West 3rd and Indiana 37 Bypass has recently been improved. Because 3rd Street narrows at Adams, through traffic is forced north of the cemetery to 5th Street which is a narrow restricted major arterial. This corridor is currently under study for realignment and major roadway improvements. One option includes a new roadway corridor from Cory Lane to Adams and widening 5th Street to four lanes. There are other alternatives including a one-way pair of streets with 5th being the eastbound side of the pair, configured in much the same manner as current roadway patterns.

For that portion of the corridor from Indiana 37 Bypass to Adams the development policy should be:

- Contain commercial sprawl.
- Enhance and upgrade overtime/especially the north frontage of 3rd between Cory Lane and Adams.
- Control, limit and share access and parking.
- Improve roadway aesthetics and landscape elements.
- Where large tracts become available through realignment of highway corridor encourage large tract single destination uses/building supply, auto dealer, etc.

For the portion of 5th Street to be impacted by roadway improvements and lane widening:

- Encourage structural acquisition.
- Provide housing relocation assistance.
- Develop and implement a corridor landscape/streetscape plan.
- Develop new townhouse/row house along roadway frontage (earmark 40% of units as affordable).
- Improve pedestrian amenities.

With the results of the corridor study, a subarea plan for the West 3rd corridor should be prepared and the comprehensive plan amended accordingly.

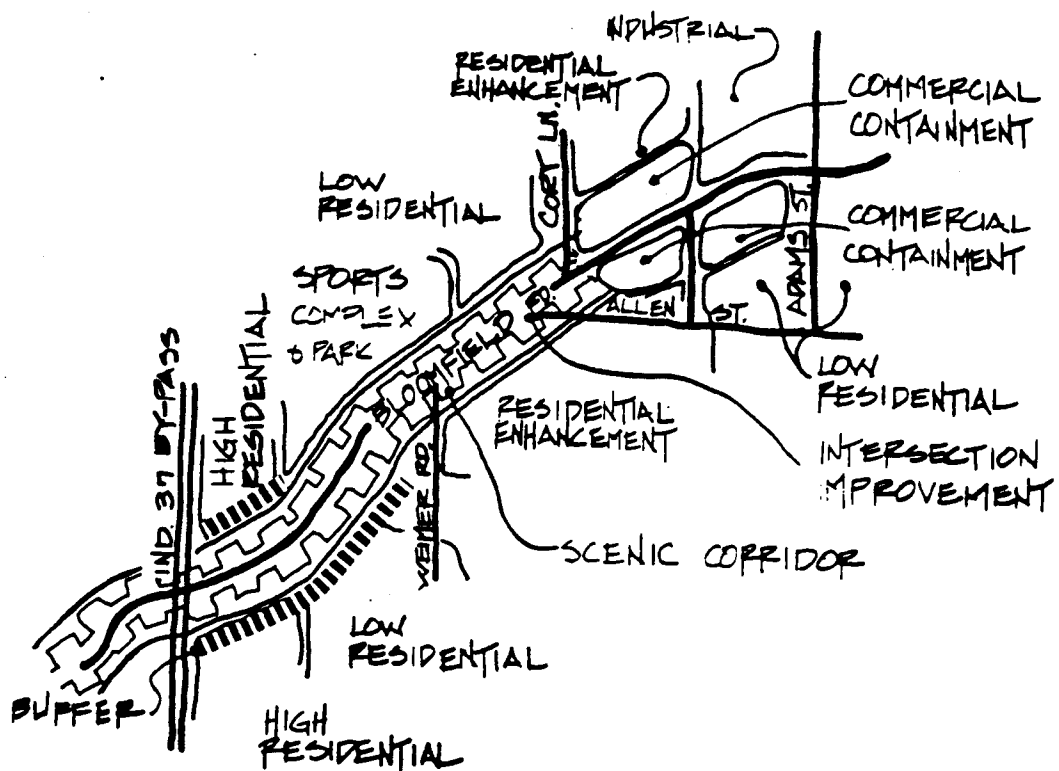


FIGURE 18

West 17th Street Corridor
Figure 17

Heavy east-west corridor traffic, considerable commercial frontage, confusing signage and commercial entry/exit. The corridor has some opportunities for new residential infill. A planned employment center is recommended at Indiana 37 Bypass south and west of existing Route 46. This site offers the potential for a new Indiana Vocational and Technical College campus. The employment center should be developed as a single integrated unit and not in a small lot piece-meal manner. Heavy industrial activities are not suggested for this area, but light industrial/distribution type activities may be appropriate.

Planning Recommendations:

- Develop and implement a controlled access plan for this corridor similar to the South Walnut access control plan.
- Design and implement a coordinated landscape plan for the entire corridor.
- Contain commercial development to existing commercial frontage.
- Improve signage/driveway coordination.
- Consider operational and roadway improvements to decrease turning movement conflicts.
- Encourage planned residential infill of moderate to higher density.
- Stimulate commercial enhancement/improve the pedestrian amenities along the corridor.
- Improve Miller Showers Park as a gateway park - both east-west and north-south.

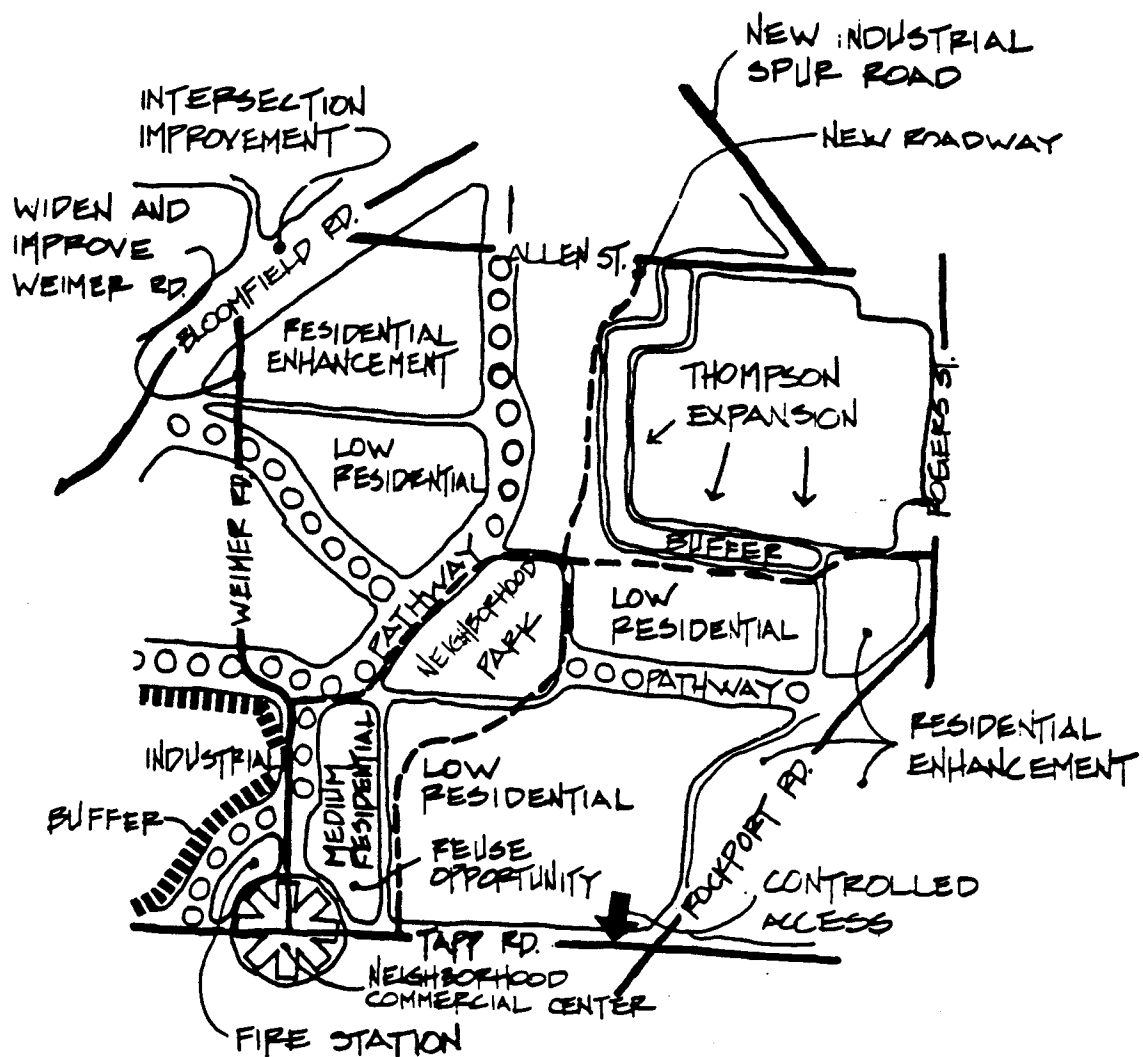


FIGURE 19

Bloomfield Road Corridor
Figure 18

Mixed land use area. Bloomfield Road is an important entryway corridor from the west. Rolling and heavily wooded from 37 Bypass to Weimer Road and with low intensity scattered residential development to Cory Lane. From Cory Lane roadway becomes urban in character with commercial and industrial activities. A new Bloomington sports complex and natural area is under construction on the north side of the roadway. At Indiana 37 Bypass both the north and south sides of Bloomfield are committed to multi-tenant housing.

Key Planning Considerations:

- Maintain rural/natural roadway context to Cory Lane.
- Confine westward commercial extension.
- Control and limit roadway access.
- Improve Allen Street intersection.
- Plan and implement a roadway buffer or corridor landscape plan.
- Encourage compatible residential infill development and enhancement.

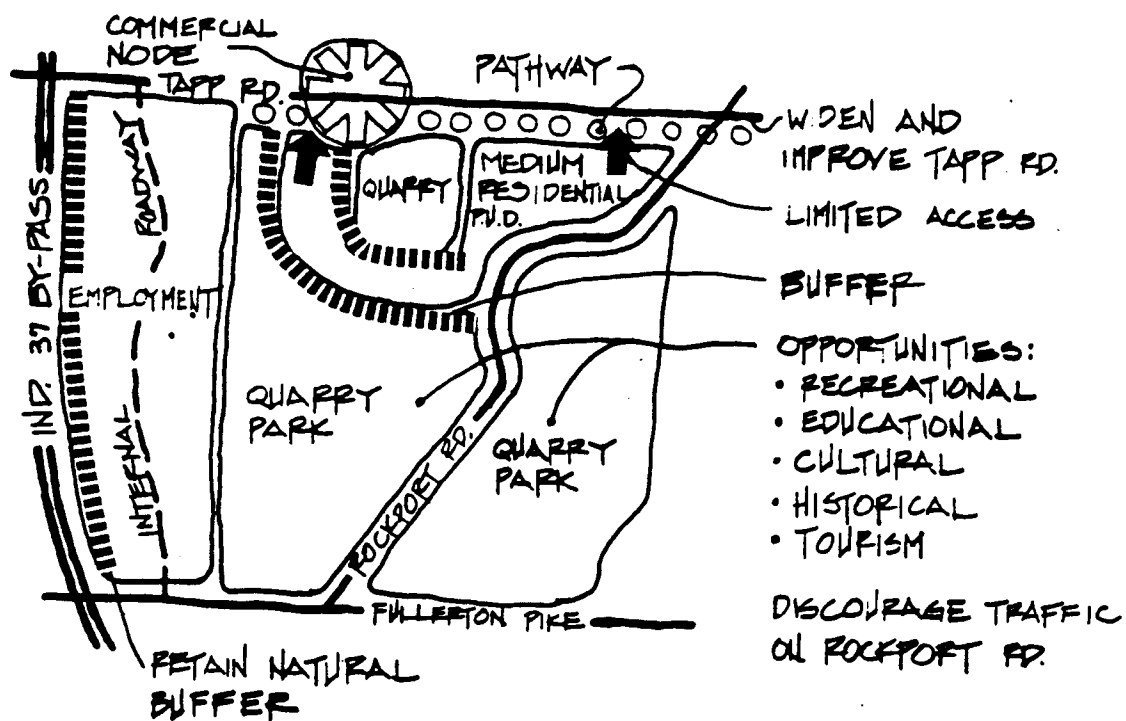


FIGURE 20

Weimer Road East
Figure 19

Large undeveloped area well served by existing utilities. Primary focus area for the development of planned new residential communities consistent with fundamental plan policies. Well planned, neighborhoods with diverse housing types and mixed densities are recommended for this area. In order to stimulate private development the public sector should undertake a variety of public improvements.

Public Improvements Suggested Include:

- Improve Allen Street/Bloomfield Road intersection.
- Create new industrial spur roadway along railroad right-of-way to Adams to service Thompson traffic.
- Plan and implement a new neighborhood park site central to new neighborhoods.
- Widen and improve Weimer Road (consider a divided and landscaped boulevard).
- Plan for a new fire station in the vicinity of Weimer and Tapp Road (consider room for a community center in conjunction with the fire station).
- Plan for a system of internal residential streets including a new east-west collector between Weimer and Rodgers immediately south of Thompson Electronics.

Important Planning Considerations:

- Master planned, linked neighborhoods average density 4 to 5 units per acre.
- Diverse housing types/diverse price range moderate and upper.
- Majority of dwelling units - single household.
- Integrated system of pedestrian/bicycle paths.
- Unique pedestrian scale street lamps.
- Controlled access.
- Designed play streets.
- Strong attention to site planning and existing landscape.
- Limit access to Rockport Road.
- Existing stone mill development opportunity for higher intensity planned housing with access to Weimer Road only.
- New neighborhood commercial (35,000-50,000 gross square feet, facing on Weimer at Tapp).
- Strong attention to linking subdivisions.
- Limit through traffic.

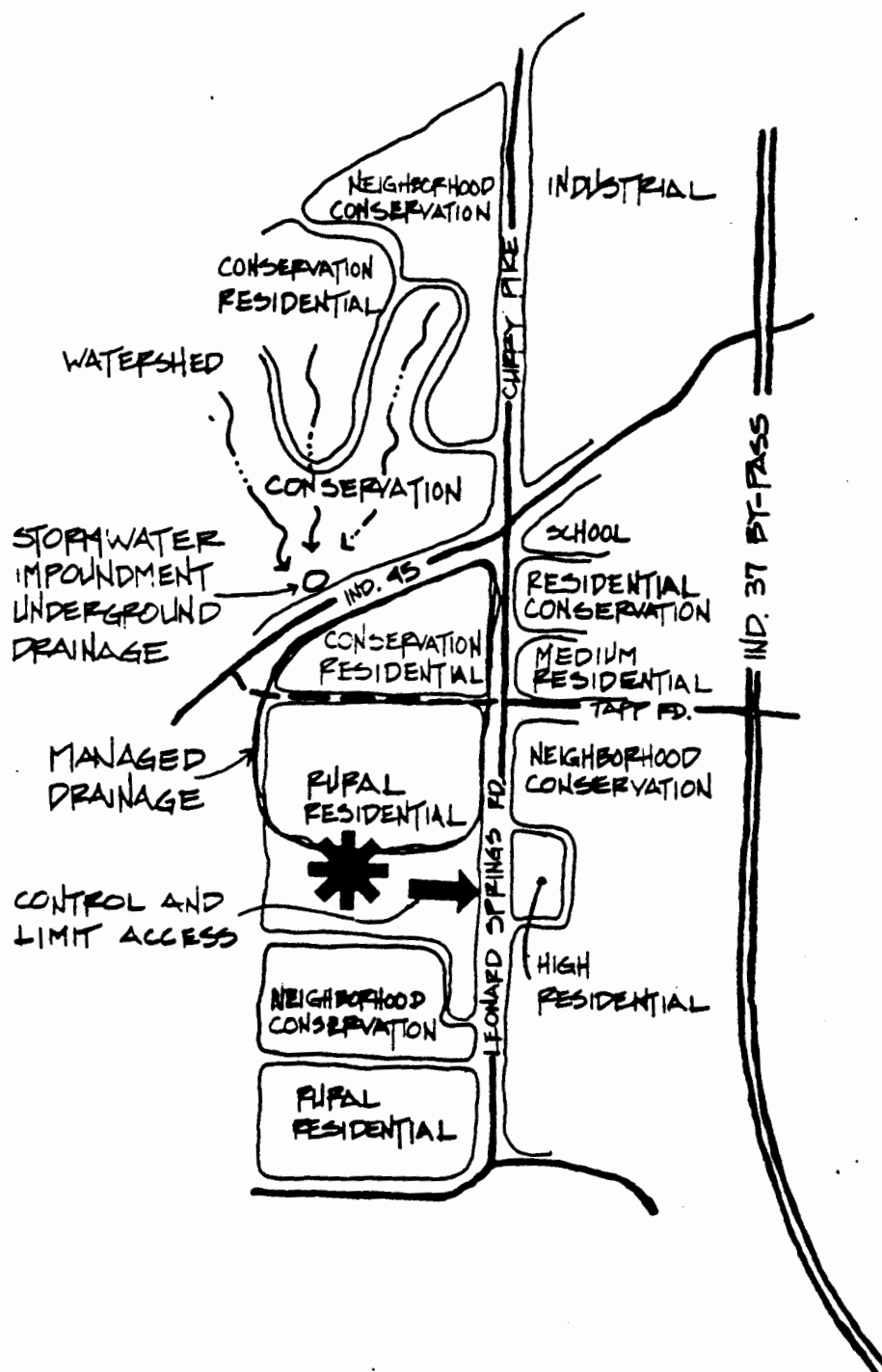


FIGURE 21

Tapp Road South
Figure 20

Large area of quarry land immediately south of Tapp Road. Majority of this tract undevelopable under ordinary conditions. Approximately twenty acres (20) south of Tapp Road east of Weimer Road can be developed. A medium density apartment/townhouse type project is appropriate. Housing development should be distinctly separated by landscape buffers/decorative walls from quarry pits.

Planned Unit Residential Concerns:

- Controlled and limited access to Tapp Road only.
- Buffer and separate from quarry pits.
- Internal roadway.
- Respect site constraints.
- Density controlled by development plan and site constraints.

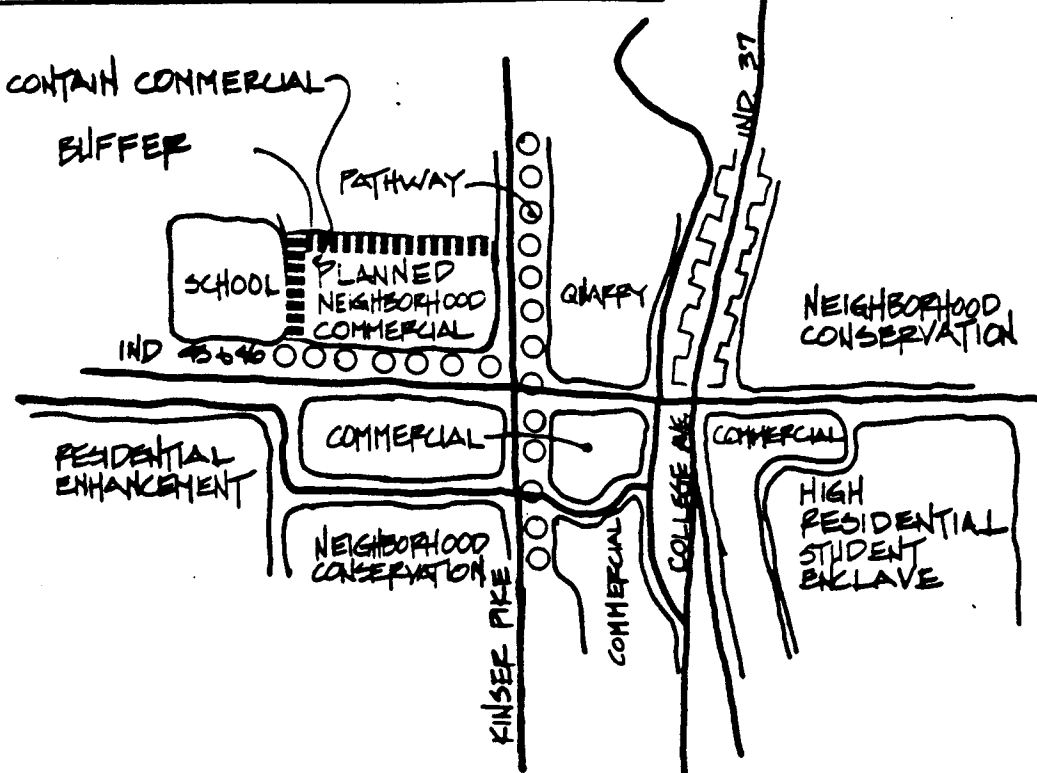
Employment Center Planning Concerns:

- Planned business park.
- Respect and maintain tree cover especially along Route 37 Bypass.
- Stimulate development from the central area toward Tapp Road and toward Fullerton Pike.
- Create a central north-south roadway linking Tapp Road and Fullerton Pike (consider a divided landscaped median).
- Improve Tapp Road and Fullerton Pike with tax increment finance/special assessments; also, provide for central access roadway.

Quarry Park Development Concepts

Opportunity to develop a tourism based park project designed to celebrate the history, the crafts and the artisans associated with the limestone industry. A wide variety of development options could be viable. This is obviously a long term project requiring a cooperative city/county - perhaps state - and limestone industry effort. It is recommended that a sum from the convention and visitors tax (lodging tax) be earmarked for a quarry park feasibility study.

RECOMMENDED DEVELOPMENT POLICIES



SITE ALTERNATIVES

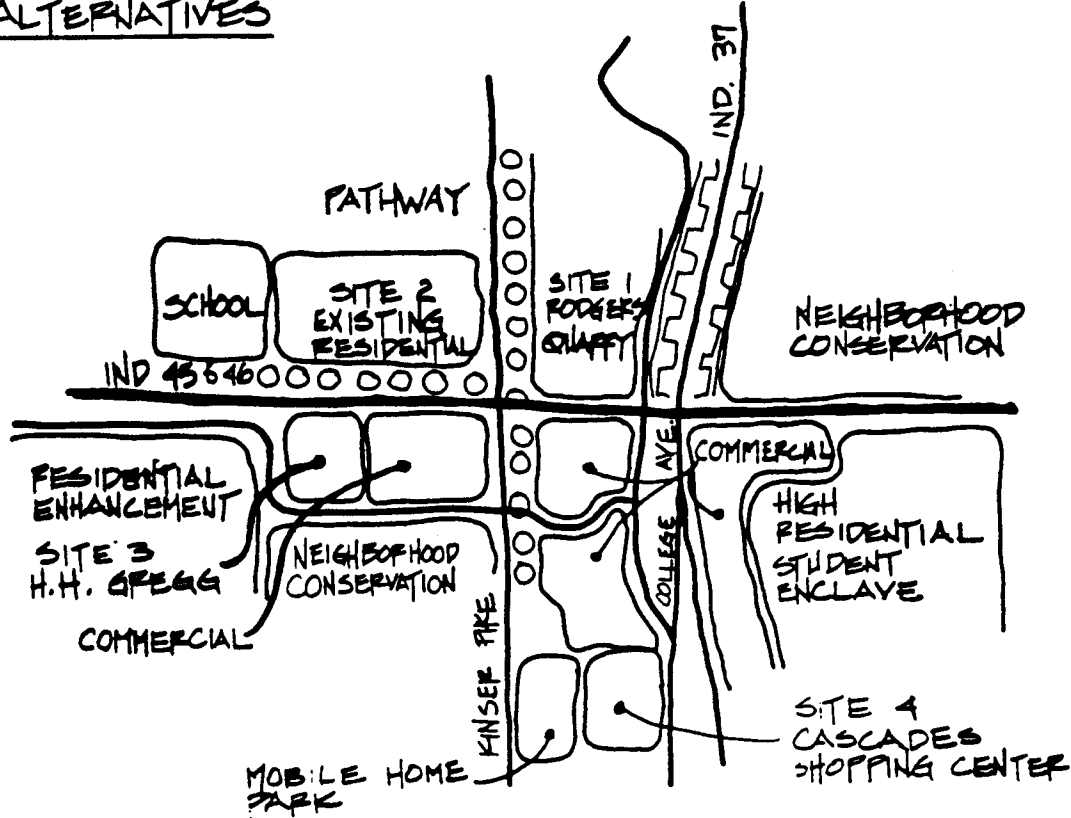


FIGURE 22

West Indiana Route 45

Figure 21

Of greatest concern is the major stormwater impoundment area north of Indiana Route 45. This improvement area drains over four square miles. The rate of stormwater evacuation is determined by a sinkhole inlet. The impoundment area is set aside as a conservation area precluding development. Low density development is acceptable on undeveloped sites north and south of the impoundment area. Drainage for the area as a whole should be managed and each project should subscribe to a stormwater management plan for the area as a whole. Allowable residential density should be determined primarily by drainage constraints.

Planning Considerations

- Development only with community sewers.
- Area south of Route 45 should be developed in phases with successive drainage impacts of development stages closely monitored.
- Manage drainage for area as a whole.
- Limit access and control traffic generation to Lenard Springs Road.
- Plan long-term for the extension of Tapp Road with realignment of Tapp Road/Route 45 intersection.
- Plan for limited and controlled residential access to Tapp Road extension.

**Indiana 45/46 Bypass
Figure 22**

Generally, with respect to the 45/46 Bypass, limit new commercial frontage and carefully control and limit access to preserve traffic capacity.

In the northern sector of Bloomington there are limited retail commercial shopping opportunities and especially so for neighborhood level retail, such as supermarkets. Residents of the area have complained about the absence of modern convenient shopping facilities. Consistent with a series of growth and development policies which advocate a balanced distribution of retail activities and especially neighborhood serving ones, opportunities to provide residents in the northern portion of Bloomington with better access to retail shopping should be explored. Finding an appropriate location presents a challenging planning problem. An appropriate site will require between 5 and 10 acres of land.

Future additional commercial development on Indiana 37 north of Route 45/46 Bypass is inappropriate because the scenic nature of the corridor, the restricted opportunity for roadway improvements to carry potential additional traffic and because there are very limited site opportunities to develop a planned shopping center.

Even though traffic carrying capacity is not a constraint, future commercial development east of existing commercial frontage along 45/46 Bypass is inappropriate. Further commercial development on 45/46 Bypass would contribute to additional commercial sprawl and potentially be invasive to established residential neighborhoods. Any commercial development in this area should be discouraged. Most of the large land parcels are held by institutions (Indiana University/churches).

The intersection of Indiana 37 and 45/46 Bypass if fully developed for commercial activities. The north side of the intersection has two small commercial land parcels in current use for auto-oriented activities. Both of these tracts should be considered for long-term upgrading and commercial enhancement. However, these sites are topographically restricted and do not provide a site opportunity for a new planned shopping center. Loading facilities and a gasoline station occupy the southeast quadrant of the intersection. The southwest quadrant of the intersection (College Avenue and Indiana 45/46 Bypass) slopes drastically and encompasses a narrow strip of undeveloped land. To the west of this site, a Ramada Inn faces the 45/46 Bypass and extends westward to Kinser Pike. No acceptable site alternative for a neighborhood serving commercial center is available at this intersection.

Four (4) sites do offer potential for a new planned neighborhood commercial center in this general vicinity. Three sites are located around the Kinser Pike/Route 45/46 intersection. A fourth site would necessitate the redevelopment of the existing Cascades Shopping Plaza on College Avenue and adjacent to a mobile home park. Potential sites have the following characteristics:

Site 1: Rodgers Group Quarry

This site is adjacent to the north side of Indiana 45/46 between Kinser Pike and Old Indiana 37. This site is currently in use as a crushed stone and gravel mill and transfer station. The at-grade frontage of property along Route 45/46 is only 30 to 40 feet deep. Beyond the frontage the vertical walls of the quarry pit interrupt the natural contours.

This site will be difficult and expensive to develop for single store commercial reuse. The possibility does, however, exist for a multi-storied use, with one or two levels of below grade structured parking in the quarry hole.

Site 2: North West Corner of Kinser Pike and Indiana 45/46 Bypass

This is a relatively open site currently developed as single-family rental housing (9 units). A dedicated private road (Parrish Road) bisects the site in an east-west direction. This road intersects with Kinser Pike. The site has relatively flat topography with no apparent or visible barriers to development. Excluding the portion of the site north of Parrish Road, the site is approximately 7 to 8 acres.

The site has good visibility to 45/46 Bypass and a stand of mature oak trees. No direct access to 45/46 Bypass is available. Egress and ingress are from Kinser Pike. West of the site is Arlington Hills Elementary School.

Site 3: Southwest Quadrant of Indiana 45/46 Bypass and Kinser Pike

This site includes existing commercial zoning and existing retail businesses - a gasoline service station and a recently developed consumer electronics "superstore". These commercial tracts offer excellent visibility to Route 45/46 and have very adequate site and terrain characteristics to accommodate commercial development. Access to Route 45/46 Bypass is by way of Kinser Pike. Since these tracts are situated on the south side of Route 45/46, they are favored to serve east bound traffic on Route 45/46 Bypass and north bound traffic on Kinser Pike. The combined land areas of these sites is approximately 2.25 acres.

Site 4: Cascades Shopping Center/Mobile Home Park

This site encompasses the existing Cascades Shopping Center and the 55 unit mobile home park immediately to the west of the shopping center. These tracts, taken together, represent approximately 7.5 to 8 acres. The site has very poor visibility. Topographically the site slopes downward from the center of the site.

The existing shopping center was constructed prior to 1965. Existing commercial activities include an IGA grocery store and a drug store, using about 19,500 square feet and 10,000 square feet of space respectively. The existing shopping center is obsolete relative to current merchandising standards. Clearly, some upgrading and reinvestment is warranted over the twenty year horizon.

Accessibility to the site is somewhat limited since the shopping center fronts on the south bound side of the separated one-way College/ Walnut pair.

Based upon review of the potentially available site opportunities and the relative merits of each to provide a development opportunity for a neighborhood level shopping center, Site 2 the north west corner of Kinser Pike and Indiana 45/46 Bypass is the favored location. Each site, however, has serious constraints to development. It should be underscored that the Plan Commission has strong reservations about this specific site. The Plan Commission has legitimate concerns about how development of this site would impact the adjacent neighborhood. Moreover, there is concern about the relationship between a shopping center and the adjacent elementary school and the potential displacement of rental housing units. Would, for example, commercial development at this location stimulate increased pressure for additional future commercial development northward on Kinser Pike or in the vicinity?

The Kinser Pike tract is appropriate for neighborhood scale commercial development if, and only if, the following planning considerations can be addressed. Key planning considerations include:

- No commercial development north of Parrish Road.
- Roadway and intersection improvements at Kinser Pike and Route 45/46 Bypass.
- Maintain tree coverage.
- Relocation or redevelopment of existing rental units; no less in rental housing units.

- Maintenance of tree coverage and minimize loss of existing mature stands.
- Control aesthetics and design including lighting and landscaping.
- Significant buffering on the north and west sides of site, no access to school property to west.
- No direct access to Route 45/46 Bypass.
- Integrated planned development.
- No out lot development.
- Use restrictions integrated into lease covenants.

Other planning considerations for this general area include:

Rodgers Group Quarry East of Kinser Pike

The long-term potential of this site is difficult to assess at this time. It will be a difficult site to redevelop for commercial purposes. The site is fairly large, in excess of 25 acres. A planned unit development approach is recommended with mixed land use activities. Because the northern portion of this site is proximate to Cascades Park and because of its relationship to Old 37 scenic corridor, park or recreational use is appropriate. It is plausible that a portion of the site be developed for an indoor recreation facility.

THOROUGHFARE PLAN

The following map depicts the official Thoroughfare Plan Map. This map depicts designated highway transportation corridors by functional classification and by design capacity for vehicular traffic. Limited access thoroughfares have large rights-of-ways and are designed to carry large volumes of traffic. At the other end of the spectrum collector streets are designed to channel neighborhood generated traffic to primary and secondary arterials. Neighborhood collectors are designed to carry smaller volumes of traffic than primary or secondary arterials are, consequently, they require less right-of-way. Not shown on the Thoroughfare Plan are subcollector or neighborhood access streets.

The Thoroughfare Plan shown here depicts the existing adopted and approved Thoroughfare Plan for the Bloomington planning jurisdiction. Added to the adopted plan are transportation corridors or improvements made necessary by changes recommended in the Land Use Plan. These are shown as proposed roadways or intersection improvements. Seven highway improvements are recommended as additions to the existing Thoroughfare Plan.

Improving east-west accessibility through the community is of the highest priority. Two improvements to the existing system are urged: 1) develop a major urban arterial from Indiana 37 Bypass to downtown along the Third/Fifth street corridor. This project is currently in a predesign study phase to determine alternative alignments. Expanding Fifth Street to four lanes approximately between Pine Street and Jackson Street is one alternative that should be considered. This alternative would require roadway realignment and construction between Third and Fifth streets. Also, the eastern end of the corridor should be designed to direct traffic flow from Fifth to Third in the vicinity of Jackson Street.

Other options are under active consideration.

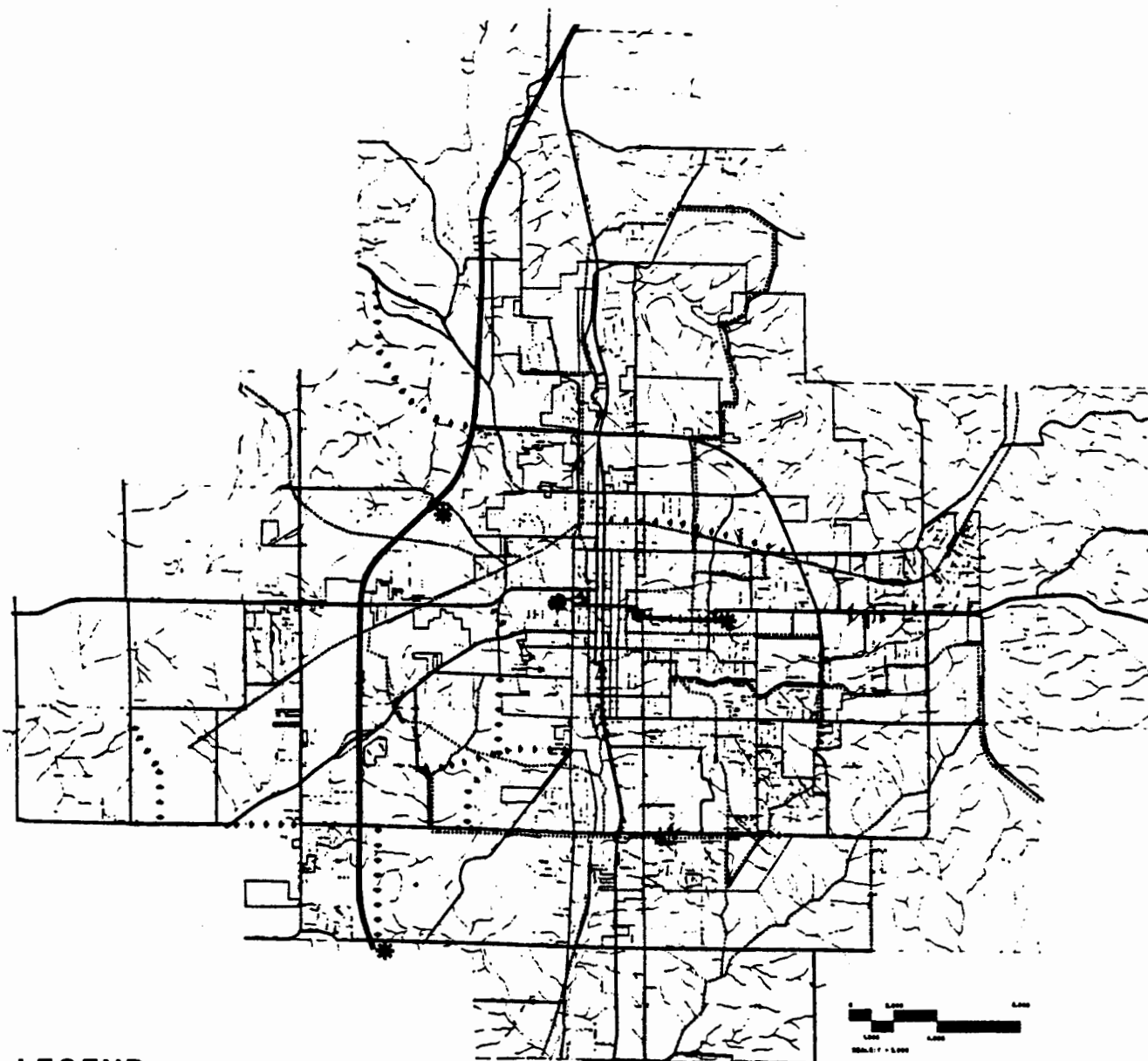
With the objective of improving the east-west access, the Third Street/Atwater segment of the east-west arterial was reviewed. Although this one way pair system does work, the capacity of the system is strained. It is confusing and poses traffic conflicts between pedestrian and vehicles.

As a long range alternative to the existing system, the Thoroughfare Plan abandons the one way pair system; advocates the expansion of Atwater to a four lane urban arterial between Indiana and Jordan and vacating Third Street for through traffic between Indiana and Jordan. This plan would provide a discrete campus boundary, improve east-west access and dramatically reduce pedestrian and vehicle conflicts.

A third recommended improvement proposes a new diagonal roadway from approximately 13th Street to Tenth Street primarily in the Indiana University campus. This is a plan of long standing to develop a northern campus ring road.

A fourth roadway improvement is designed to improve truck movement for the shipment of products from Thompson Electronic. The plan calls for the construction of an industrial spur access road from Thompson northeasterly along the railroad right-of-way to Adams Street and Third Street. The Adams/Third intersection would be reconfigured along with other improvements in the Third Street corridor. This would provide direct truck access to urban arterials and an improve linkage to Indiana 37 Bypass.

In order to provide internal access to future residential neighborhoods in the area east of Weimer Road, a system of neighborhood collector streets is proposed. One north-south collector linking Adams Street with Tapp Road and one east-west collector linking Weimer Road to the north-south collector on to Rodgers is proposed. The exact configuration will be the subject of future study. Also, Weimer Road will need to be upgraded and improved. A divided boulevard treatment is suggested for consideration.



LEGEND:

PRINCIPAL ARTERIAL

- | | |
|----------------------|---------------------------------|
| — LIMITED ACCESS | — PROPOSED ROADWAY IMPROVEMENTS |
| — URBAN CORRIDOR | PROPOSED ROADWAYS |
| — RURAL HIGHWAY | — PATHWAY |
| — SECONDARY ARTERIAL | * INTERSECTION IMPROVEMENTS |
| — COLLECTOR | — MUNICIPAL BOUNDARY LINE |

OFFICIAL THOROUGHFARE PLAN
Bloomington, Indiana

camiros ltd.

5832 AVENUE
INDIANAPOLIS, IN 46220

City & Regional Planning, Zoning,
Economic Development
and Urban Design

20%
10%
5%
2%
1%
0.5%
0.25%
0.125%



In order to accommodate employee traffic in the future employment center to be development between Tapp Road and Fullerton Pike immediately east of Indiana 37 Bypass, will require an internal north/south central collector.

Finally, access to the Monroe County Airport requires improvement. A linkage between Tapp Road and Curry Pike to Airport Road is recommended. Also, Kirby Road improvements are suggested to accommodate airport expansion and to facilitate eventual linkage of Kirby Road to Indiana Route 45.

In addition to these improvements, other improvements which are currently in the design or construction phase of the Transportation Improvement Program (TIP) are shown.

One major change to the Thoroughfare Plan is the addition of a system of pathways and pedestrian and bicycle routeways. Recognition in the Official Thoroughfare Plan of these routeways is vital to programming rights-of-ways and capital improvement funds. The routeways shown do not indicate precise alignments and they may not present all possible linkages. For example, a perimeter pathway around Lake Griffy would be a useful and worthy addition, other routeways may emerge with additional study, and as warranted, should be added to the Thoroughfare Plan. Just as the TIP priorities planned roadway improvements, there needs to be a Routeway Improvement Program which identifies particular segments of the pathway system for design, acquisition and construction annually. The pathway system will take many years to complete. This should be started and successfully expanded.

The following material graphically depicts design standards to guide planning efforts.

Pathway System

The objective of this plan was to connect major community activity centers such as schools, recreation centers and parks so that it could be used for purposeful trips. In addition, this pathway system should enable the cyclist or jogger to enjoy areas of natural and man-made beauty in the community.

In addition to the schools, recreation centers and parks there are several other trip generators including employment centers, commercial nodes, major regional bikeways and residential neighborhoods. In planning a pathway system all of these generators are considered with the resulting plan connecting as many of these as possible into a logical network. During this selection process alternative routes are identified, evaluated and preferred routes selected.

The pathway plan was developed by selecting the corridor which joins the various trip generators in a manner which will best serve the community. Once the pathway corridor has been selected, a specific route classification can be recommended according to safety requirements. Three major pathway classifications are recommended for the City of Bloomington and are described in the following text and drawings.

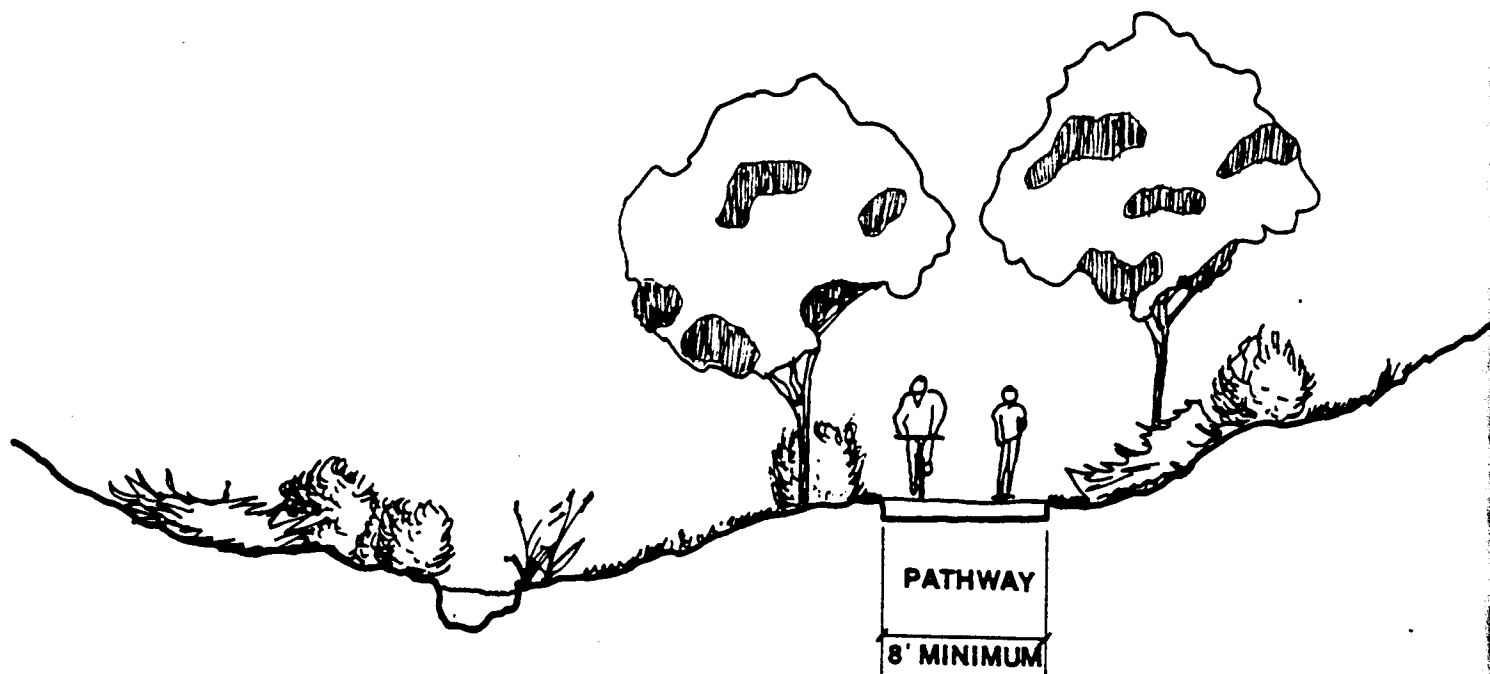
Class I Separate Pathway - a pathway completely separated from the roadway and designed primarily for cyclists. The greenway corridor along the East Fork of Jackson Creek is an example of such a pathway.

Class IIa Buffer Strip - a pathway separated from a roadway by a landscape buffer not less than 6 feet in width. Where new roadways with pathways are to be considered in the future and space permits this category is preferred.

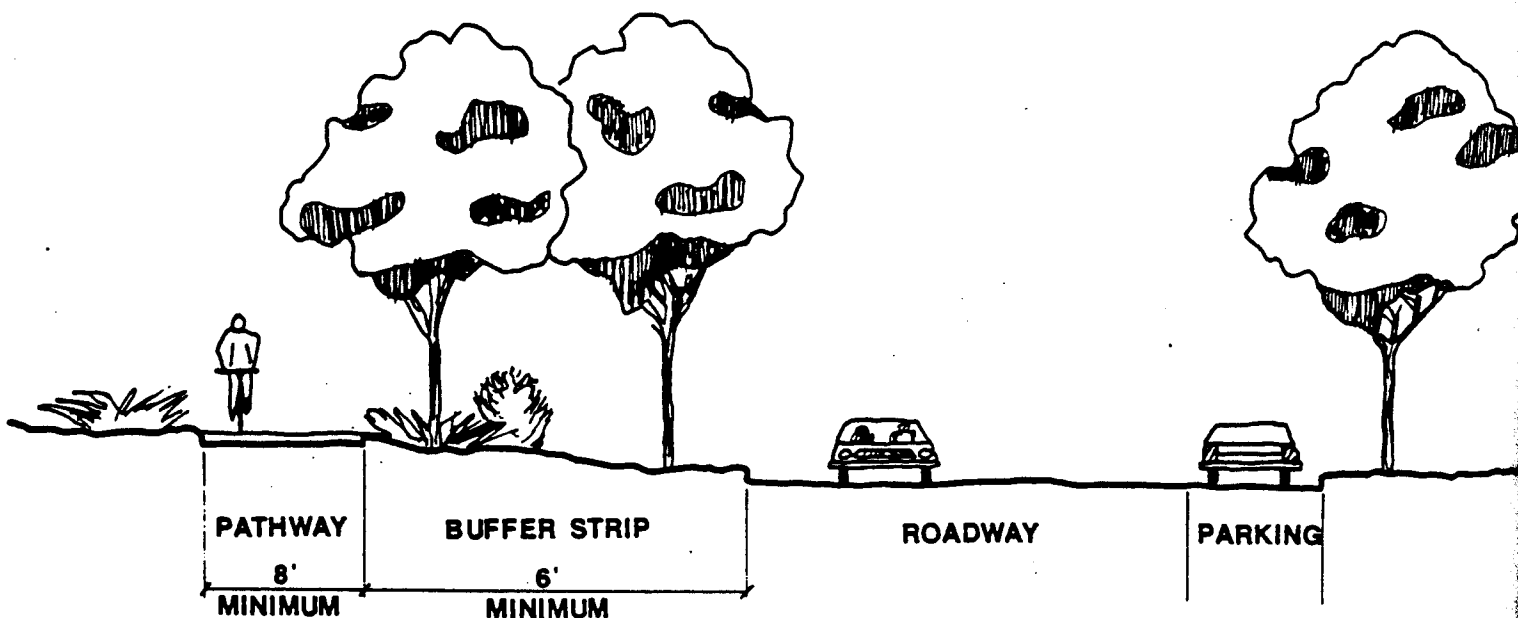
Class IIb Painted Lane - a striped portion of the roadway reserved for bicycles which separates motorists from the bicyclists.

Class III Signed Routes - a roadway equipped with "Bike Route" signs along the designated routes. No preferential treatment is given to the cyclists who share the roadway with all other vehicles.

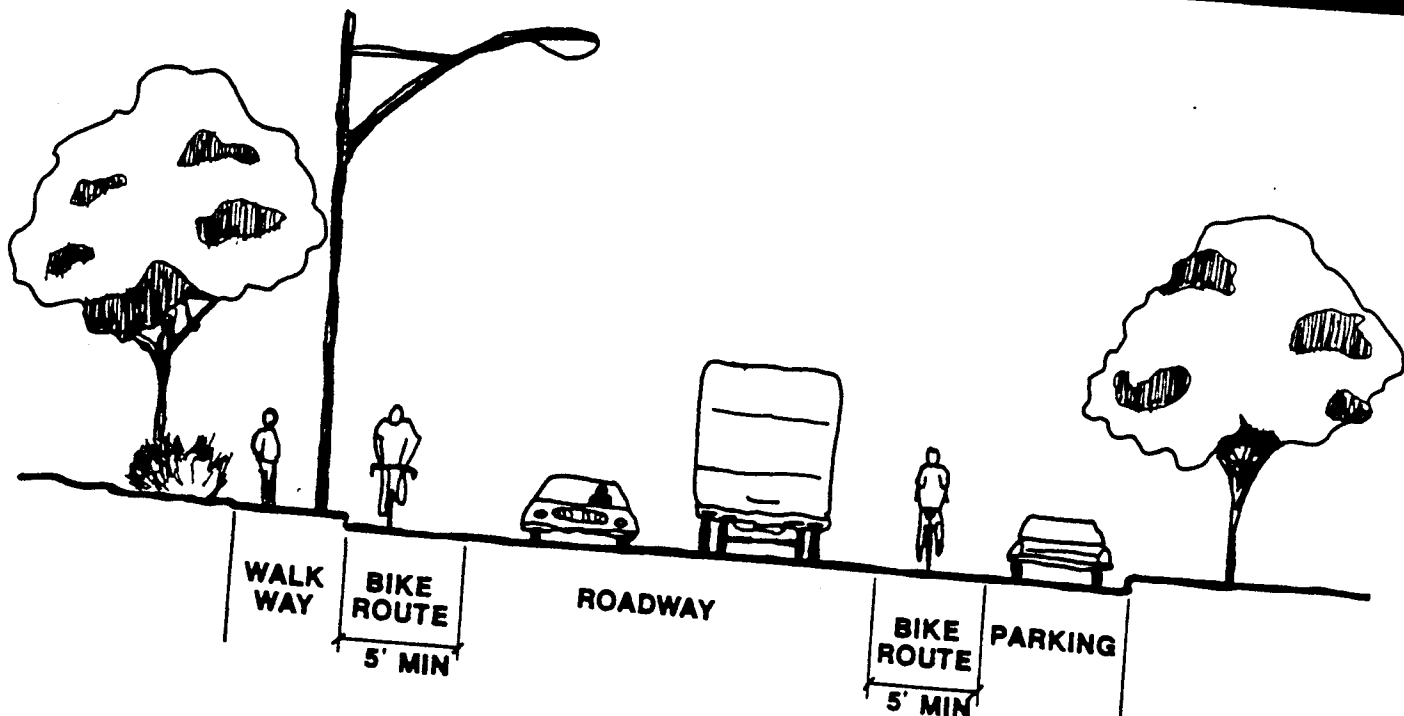
The dimensions noted on the four figures are of particular importance, they are the requirements designated by the American Association of State Highway and Transportation Officials (AASHTO) *Guide for Development of New Bicycle Facilities*. AASHTO suggests these standards as minimum width for two-lane pathways.



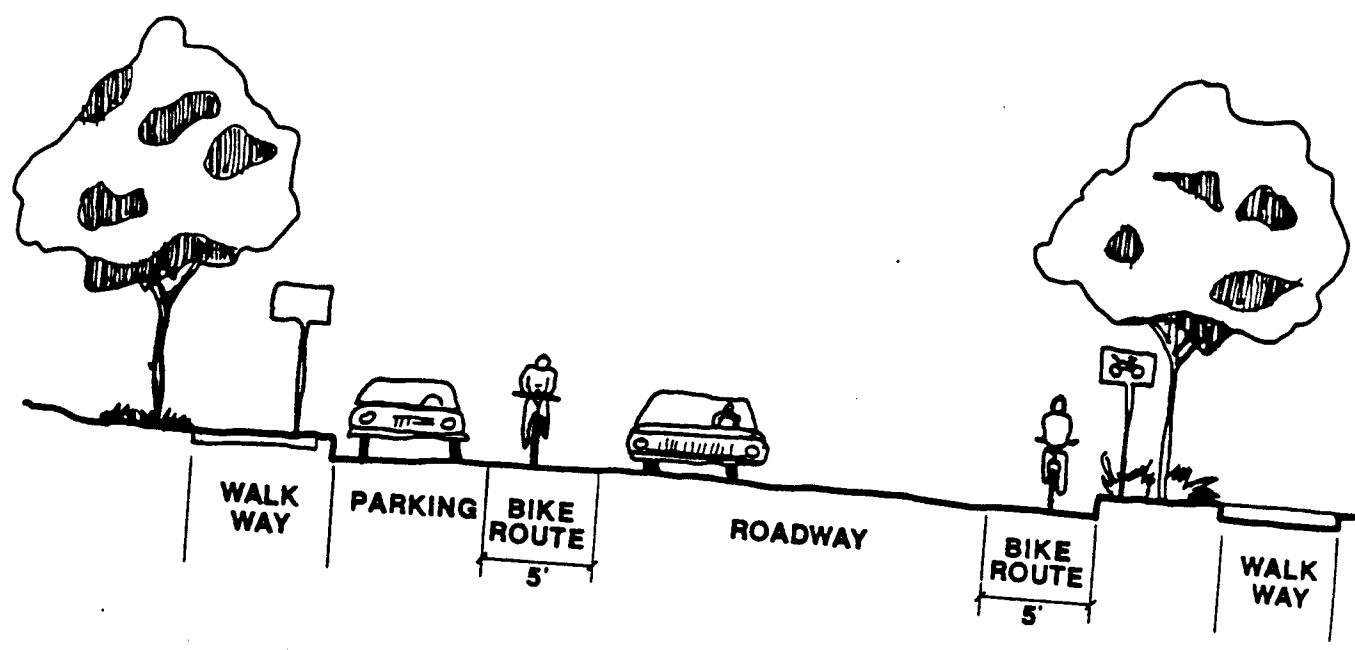
CLASS I SEPARATE PATHWAYS



CLASS IIA BUFFER STRIP



CLASS IIB PAINTED LANE



CLASS III SIGNED ROUTES

4.

MAINTAINING MOMENTUM: PLANNING FOR CHANGE

Bloomington's Growth Policies Plan advances the livability of Bloomington. It provides for growth which is consistent with and enhances the attributes of Bloomington which residents find most appealing and endearing. It encourages the development of new residential neighborhoods and new residential settings. It offers reasonable assurance that environmental quality will be improved and that especially sensitive environments are treated with the care and respect required to sustain their viability. The Growth Policies Plan also stimulates regeneration of established neighborhoods to serve future residents. They permit and indeed encourage commercial development in locations and in ways which benefit the community as a whole. The plan and its policies recognize limitations on public capacity to fund capital improvements counseling both prudence and capital spending which is highly targeted. Finally, Bloomington's Growth Policies Plan challenges the community and its leadership to find and embrace ways of significantly reducing the collective dependence on the automobile.

None of the initiatives sanctioned in the plan will be easy to carry out and none will be accomplished without significant investment of community resources and diligent attentive management.

The following material offers advice and recommendations about how the Growth Policies Plan can be carried out and its stated intentions realized. Earlier in this document, it was stated that "planning is a process". A tremendous mobilization of community resources has been required to bring public policies for growth. Bloomington's leadership, the City's professional staff, the appointed commission members, established civic organizations and Bloomington's citizenry have accomplished an enormous undertaking. But, the undertaking is incomplete. The most difficult part of the process is set to begin - delivering on a promise of good intentions.

Maintaining momentum for positive and progressive community change will require planning for change in detailed, day-by-day, issue-by-issue ways. Change is to be expected; change will come from forces inside the community and few external ones. Change is also likely to occur in small imperceptible ways barring, of course, catastrophic events. Consequently, minding the plan and its policies will necessitate translating a very general structure, guiding change, to very specific decisions. Constant evaluation and feedback regarding direction, results and accomplishments will be required if the Growth Policies Plan is to be an effective tool to achieve community intentions.

Professional counsel is offered on four topics:

- Master Plan Compliance
- Revision of Development Regulations
- Development Finance
- Cooperative Arrangements and Agreements

MASTER PLAN COMPLIANCE

Real estate development projects are typically undertaken because they represent a site specific opportunity to deliver a product which meets market demand in a profitable way. This is a given and though products, markets and developers will change over the course of the next two decades, the basic function of real estate development of profitably meeting market demands will not change. Developers must be narrowly focused on site specific opportunities. It is not their individual or collective role to gauge their projects in terms of how well they comply with the Master Plan or its policies.

Plan Commission members and planning staff are charged with the simultaneous responsibility of reviewing site specific development proposals and of advancing the public purpose of the community as a whole. During this past year, the Plan Commission and the professional staff have devoted enormous time and energy to the preparation of the Growth Policies Plan. However, more typically it is site specific development petitions which command the most time and attention of staff and commission members, in fact, so much time and attention that there may be little time remaining for anything else.

So too, it is with members of the public that in most usual years public involvement is directly linked to site specific development proposals. Citizens react most directly to those development proposals which most directly effect their individual well-being - this is a civic truism and reality.

The obvious conclusion is that many communities who embark upon a master plan never comply with it. It is true that master plans may contain some unrealistic, unachievable ends, but in general, master plans offer sound guidance and reference. Failure to comply with master plans is the unintended result of tending to the business of reviewing and guiding development decisions site by site.

The Bloomington Growth Policies Plan offers explicit policy guidance which will be meaningful and useful to site specific decisions. Some implementation measures, previously recommended, are directed particularly to compliance. However, to guard against the policy plan from succumbing to under use, the following four-point strategy is recommended:

1. Review each development petition with respect to its compliance with the Policies Plan. Planning staff will have a special obligation to inform, educate and instruct members of the public and especially development petitioners about the policy plan and how site specific development opportunities can be crafted to suit it.

Early in the development approval process, even prior to filing of a formal application for development approval, those seeking development approval should be informed about how their development concept relates to the adopted policies. This will be difficult since petitioners may not have a good understanding of the growth policies, their intent or how their site specific opportunity links to the policies.

It is also probable that any site specific proposal will not be a black and white issue of compliance or non-compliance. Therefore, professional judgement on the part of the planning staff will be required to assess development concepts in terms compatible with the Growth Policies Plan. In most cases, development concepts or proposals may comply with some policies, be unrelated to others, contradict some or may raise issues unconsidered by the policies. Staff will also be obligated to work with development petitioners to improve and enhance their project proposals with respect to the adopted plan. It would be appropriate for staff to make formal recommendations to development petitioners about their proposals in advance of any formal application for development approval and to continue to advise and work with development petitioners during the review process.

Entities seeking development approval should be especially attentive to recommendations provided by planning staff. Again, as incorporated in the plan policies, a preliminary development review process is advocated.

2. During the formal development approval process, compliance with the Master Plan is recommended to be one of the criteria on which site specific development petitions are reviewed. Again, most petitions will fall short of absolute compliance with each plan policy. All development petitioners should, however, have substantial compliance with those policy areas deemed relevant and there should be a "best effort" toward meeting policies and objectives. There will be a learning curve in working with the Growth Policies Plan - from both the public and private perspective. Flexibility in approach and willingness to investigate alternatives and options should be central to the learning process.
3. At least on an annual basis, compliance with the Growth Policies Plan should be audited. What has worked, and what has not? The tendency will be to quantitatively assess policy compliance and the degree to which precise objectives have been met. While certainly a qualitative assessment may prove helpful and improve effectiveness, additional qualitative evaluations are also needed. Is the Growth Policies Plan performing as expected - what policies' objectives should be changed and how?

One suggestion is to reconstitute the Bloomington Tomorrow Forum to create an annual Growth Policies Plan Workshop for the purpose of rendering assessment and redirection to the Growth Policies Plan. There are other valid mechanisms through which assessment can occur. The assessment mechanism should, however, be open, encourage wide participation and seek out a variety of perspectives.

4. This strategy has less to do with direct compliance with the Growth Policies Plan and more to do with the conditions on which it was formed. Numerous objectives and implementation recommendations called for monitoring, analysis and specification. It is difficult to understand where you are going unless there is an analytical understanding of where you have been. Refining the Growth Policies Plan will depend, in part, upon having precise information about community conditions. And tracking the year to year change and long-term trends evident in these conditions should provide valuable insight essential to maintaining early warning of events to anticipate with plans.

Some of the conditions that need to be monitored on an ongoing basis are:

Environmental Conditions: air and water quality, stormwater runoff quality and amount, soil erosion, ground water quality, tree crown coverage, habitats of wildlife and natural vegetation, etc.

Market Factors: housing supply and demand, market prices, land costs, land development costs, absorption rates of commercial and industrial land and space, land inventory by zoning classification and location, etc.

Public Capital Stocks: roadway volumes, capacities and conditions, sewer flows and capacities, capital expenditures, school capacity, etc.

Human Resource Assets: employment, payroll, occupation, work force skills, training undertaken or provided, etc.

Community Attitudes: attitudes relative to planning, development issues, public service delivery, recreation and environment, etc.

Human Service Needs: levels of poverty, housing needs, counseling needs, juvenile offenders, etc.

Most of this information is currently available or available with some estimation. However, the information is spread across agencies or jurisdictions in uncoordinated and geographically unsympathetic units and sporadic in historical coverage. No just for the sake of tracking community conditions relative to Master Plan compliance, but also to build an urban information system which can provide a tool to direct service delivery and thereby improve effectiveness. Incidentally, the lack of a strong coordinated information base is not unique to Bloomington - Bloomington has excellent information relative to other communities of its size.

Bloomington should strongly consider the creation of a geographic information system with the capacity to integrate information resources from a variety of public agencies. Such a system would be invaluable in tracking its growth and development process. Image, for example, producing on request maps of tree coverage, environmental constraints, archaeological sites and undeveloped parcels zoned industrial with population density overlaid with all utility lines. The technical capacity to do this now exists. Within the next decade, urban information managers will begin to understand how to use this information to benefit communities.

In summary, a strategy to insure compliance with the Growth Policies Plan should seek dynamic assessment of its content and direction. Typically, community comprehensive plans universally advise that the plan should be revised and updated every five years. In the case of Bloomington's Growth Policies Plan, annual assessments and refinements are urged.

Prior to the creation of the Growth Policies Plan, Bloomington's planning department updated prior plans and policies through a series of excellent subarea plans for small segments of the community. The tradition of preparing small area plans should continue and, in fact, preparation of at least one small area plan should be a part of the department's annual work program.

Specific candidate areas identified for highly focused planning efforts include:

- The Kirkwood Avenue corridor (including several blocks on either side);
- the residential neighborhoods adjacent to or within Indiana University's immediate vicinity;
- the area surrounding the Shower Building Complex, the expected new location for City Hall; and
- the downtown historic core area and the College/Walnut corridors to approximately 17th Street. (This plan should have an urban design as well as a land use focus).

In addition to these subareas, some planning effort is warranted to prepare plans or strategies for specific functional activities - "affordable" housing, industrial development, scenic entryway corridors, etc. A pathway plan should be crafted as soon as possible.

REVISIONS TO DEVELOPMENT REGULATIONS

The single most important next step, after adoption of the Growth Policies Plan, is to revise the zoning ordinance, subdivision regulation and prepare a new zoning district map as well as reconstitute development procedures. The policies that have been articulated, offer strong direction about the kinds of changes needed. While it is possible that elements of the existing zoning ordinance or other development regulations can be incorporated into new regulations, many if not most of the existing rules will be altered. The existing development regulations reflect various amendments and modifications made over the last twelve years or so. Some of the existing regulations are of recent vintage date from 1988, other provisions in the zoning ordinance predate the existing ordinance. The overall assessment of the existing development code and associated development regulations is that they are standard in approach and nomenclature with particularly useful sections. For example, the provision for special conservancy districts (SC) is especially noteworthy because these districts recognize sensitive environmental areas.

Based upon the foregoing growth and development policies, several items in the existing development regulations will require careful review and probably moderate to extensive modification. Items to be explicitly considered in any revision to the existing Land Use Code include:

- Existing land use and zoning district classification.
- Existing residential use categories probably should be enlarged to accommodate policy distinctions between established core neighborhood areas and newly developing areas; also, existing use and density requirements should be reviewed relative to density requirements and permitted housing types.
- Existing commercial use zone districts may also be expanded to incorporate more explicit distinction between different scales and types of commercial activity center; importantly, parking, landscaping and other aesthetic requirements should be reviewed relative to the adopted policies.
- Downtown Bloomington is the subject of special ordinance provisions in several locations in the Code. Downtown and perhaps other areas such as the Kirkwood Avenue corridor should be considered for inclusion in special urban design/use districts.
- Manufacturing zones are also somewhat limited both in terms of permitting mixture of uses and in terms of specific site performance standards. Parking requirements should be reviewed in review of traffic mitigation policies.
- Existing regulations governing the development of Planned Unit Developments (PUD) offer alternative development procedures and more explicit development review procedures. Since the recommended growth and development policies call for extensive use of planned unit development for both residential and commercial uses, existing PUD procedures need to be refined to provide site specific performance standards and perhaps procedurally simplified if they are to be used with great frequency.
- Finally, one notable discontinuity between the current regulations and the recommended policies concerns nonconformity uses. There is a provision which allows continuation of multi-dwelling apartments for 4 or 5 unrelated adult occupants. This provision should be reexamined in light of the core neighborhood policies.

Other recommendations include refining the nature of the development review process with respect to technical matters such as environmental and traffic impacts. Clearly, the proposed policies call for a more elaborate site development review with respect to landscape requirements, stormwater drainage and master plan compliance.

The zoning map will be enlarged to reflect new adopted zoning categories and to reflect changes in land use advocated in the master plan.

One approach that should be thoroughly investigated during the revision of development regulations is the creation of specialized overlay districts which would reflect unique environmental circumstances, areas of high priority policy interest such as the downtown or core neighborhoods or scenic corridors.

The procedural process for development review should be systematically linked with the recommended policies. The conditions leading to development approval can be made more precise and explicit. As well, the objectives of development outcomes should be clarified and offer a high degree of certainty both to development petitioners and to concerned members of the public.

Rigorous enforcement of zoning regulations and development agreements will be a part of the development process. Objective and fair enforcement will be essential to creating a mechanism which is maximally effective. The recommendation is to create a separate and distinct enforcement branch. There may be economics of scale in combining building code and zoning code enforcement functions. Currently both the Office of City Engineer and the Planning Department are assigned specific enforcement responsibilities. It is relatively clear that both the responsibilities of the engineer's office and the Planning Department will expand over the next few years. In view of these increased functions, whether or not the enforcement function should be housed in these existing departments is an open question. One option that should be evaluated is the creation of a division or department exclusively dedicated to enforcement activities. A linkage and a close working relationship needs to exist between planning, the engineer's office and the enforcement division but need not be housed in the same management unit.

DEVELOPMENT FINANCE

The question of who pays is central to how the recommended policies will be implemented. As has been expressed earlier, the ability of local public revenue to expand at the same rate as demand for new public services or new capital finances is, and will continue to be, limited.

The fundamental public policies recommended within this plan explicitly adopt the priority of upgrading and maintaining existing public infrastructure in preference to providing new infrastructure systems unless those new components serve a broad public purpose. On the one hand, this means that the development community will pay an increasing share of the costs for wholly new infrastructure made necessary by growth. Correctly the development community points out that many of these additional costs will be passed along to the market in the form of higher prices. So long as Indiana continues to restrict the amount of new levy raised through local property taxes, few public sector choices remain. It should be noted that national and regional economic conditions have considerable impact on local market fluctuations. For example, a 1% raise or fall in home mortgage interest rates or financing costs has an incredible influence on the costs of housing over the life of the mortgage.

Under a variety of scenarios, new development is likely to bear a higher burden of paying for new public capital necessitated by the development, that has been true in the past. However, this new reality should not alter the fact that providing essential public infrastructure is and will continue to be a basic and fundamental public sector responsibility. It must be underscored that new development should pay the incremental or marginal costs of providing that infrastructure associated with and directly linked to the new development. This means that all new development must be treated equitably and most importantly, that the public sector must continue to provide trunk or system capacity to service localized extensions.

The public policies advanced here which promote a compact urban form are, in part, directed toward maintaining efficient system capacity (and therefore lower public costs) and decreasing the burden of marginal capital costs which will increasingly be bore by the public sector.

On the other side, public expenditures for repairing, replacing and maintaining existing capital stock is expected to increase substantially over the next decade, as older, less efficient and major system components begin to reach the end of their useful lives. Bloomington, of course, is not alone in facing the prospect of replacing broken or obsolescence infrastructures. For the last five or six years national study panels have advised the media and congress about the crisis in infrastructure condition. The real prospect is that local units of government will need to creatively search for additional sources of revenue in order to meet obligations of replacing capital plant. This means increasing taxes, fees, selling those assets which are unproductive, cutting operating services, tax base enhancement through economic development or annexation, and/or increasing debt burdens. The future prospect of increased intergovernmental revenues at present, seems absolutely improbable. Most local units of government - Bloomington included - will be creatively seeking alternatives to raise more revenues over the next several years. Questions remain about the possible outcome of this effort.

It is within the environment of local fiscal uncertainty that the Growth Policies Plan emerged. Several specific recommendations address funding priorities following from the fundamental principles and public policies, priority should be devoted to existing public capital rather than funding new extensions. These policy directives need to be tempered to allow public capital to be deployed in ways which will increase future public fiscal capacity by increasing revenues and in ways effective in reducing future operating expenditures.

Therefore, existing downtown core neighborhoods and those areas of the community earmarked for new neighborhood development (i.e., the near west and southwest sectors) should receive the majority of public sector capital spending. The existing Transportation Improvement Plan and the existing Capital Improvement Program need to be realigned to account for the changed priorities evidenced in this plan.

The public sector is also urged to creatively embark upon a mechanism to broaden the base of funds for the infrastructure support. Beyond all the usual means of increasing public revenues - fees, taxes, debt, etc. the public sector needs to share financing responsibilities in new and untried ways. This is especially relative for the items in the policy plan which can be classified as amenity items - items which add to the aesthetic value of the community. For example, pathways or landscape programs for public spaces could be financed in part through corporate sponsorships. Ask radio, television or print advertisers to donate the equivalent of one media minute or page per month to a pathway program. Involve the Bloomington Community Foundation in seeking endowments for various community projects. Suppose that each bake sale which were to be held in the community over the next decade dedicated 5% of their proceeds to a community improvement endowment. The point is that, if Bloomington is to become a more livable place, then its citizens will need to make substantial and unorthodox commitments to enlarging the base of support for the community. Bloomington needs community entrepreneurship.

COOPERATIVE ARRANGEMENTS AND AGREEMENTS

Effective implementation of the Bloomington Growth Policies Plan may increasingly depend on new and innovative interjurisdictional, intergovernmental, intra-agency arrangements and relationships. Certainly, effective implementation will necessitate new mutually beneficial agreements between the public and private sector.

Traditional rates and responsibilities of local units of government have been revised drastically over the last twenty years. Thinking about new ways in which different levels of government may combine their respective strengths for mutual benefit or for more efficient operation is slowly beginning to emerge as a viable and valuable option. Private corporations during the decade have undertaken dramatic "restructuring" to make their operations both more efficient and more effective.

Some definitive examples may be appropriate and useful.

- Consider sharing planning staff and functions between the City and County. This suggestion follows from the Columbus/Bartholomew County example where there are two separate Plan Commissions - one City one County but each shares a single staff. This arrangement provides excellent professional service and a high degree of coordination between urban and county planning policy. This arrangement may evolve over a period of years. One simple suggestion would be to house the City and County planning departments in a single space or building to promote exchange of information and public convenience. Examine the possibility of intergovernmental contractual agreements for specific functions - code and zoning enforcement, site design development review or long range planning functions. Development procedures across the jurisdiction boundary should be as consistent and compatible as possible.
- Other City/County professional services and functions may also benefit from close coordination and limited consolidation of staff responsibilities. For example, monitoring environmental conditions - air and water quality, soil erosion, stormwater runoff, ground water quality, etc. will become increasingly important public services. It is reasonable to expect that the City and County would have similar environment policies and regulations since it is a common environment. Alternatively, some public works or engineering functions could be combined for mutual benefit. Earlier, creation of a geographic information system was advised, it is clear that mapping will be installed rather universally over the next twenty years, it simply makes sense to consolidate the City/County effort in this endeavor.
- One of the inherent difficulties of the extraterritorial planning jurisdiction is the continuation of County roadway improvement responsibilities in developing areas of the planning jurisdiction beyond the City limits. This is a common problem in Indiana among developing urban areas. A clear and consistent resolution is not obvious. However, it would be productive to explore a variety of alternatives. Other city/county engineers should be polled to ascertain how they are addressing the issue. Perhaps there is an opportunity for new legislation at the state level to reduce the problem. There is currently the opportunity to craft intergovernmental contractual agreements which could provide a localized approach.
- Greater coordination between units of government not usually involved in the day to day planning for development is to be encouraged. For example, local schools and corporations would benefit from a close correspondence with long range planning and development policy. In the plan, several efforts have been made to pool budgeting and capital decision-making across agencies or intergovernmental units. At the very minimum, an annual conference for development should be arranged on a County wide basis to present summaries of growth forecasts and capital needs.

- The development of utility infrastructure (sewer, water, stormwater drainage) is absolutely crucial in directing growth at urban densities. New approaches to coordinating utility investment decisions with development policy and with other public services delivery costs will evolve over the next two decades. A series of joint strategic planning sessions between the utilities service board and the City and County Planning Commissions could establish an ongoing basis for articulating consistent development policy.

In the years ahead, public policy should move in the direction of exploring the widest possible array of cooperative agreements and arrangements to advance common public interest objectives. New City/University; City/County; public/private; agency/agency; public/volunteer linkages and relationships should be urged to maximize their effectiveness in making Bloomington an outstanding community in which to live.

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