BLOOMINGTON HOSPITAL SITE REDEVELOPMENT

Master Plan Report

January 2021

SOM MERRITT CHASE SBFRIEDMAN shrewsberry KIRKWOOD CORE PLANNING STRATEGIES

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Project Overview

Purpose of the Report

This document outlines a future path for development for the IU Health Hospital Campus that is to be transferred to the City of Bloomington in phases beginning in late 2020 and through 2022, setting up a unique opportunity for a catalytic development that will support the continued success of Bloomington.

This framework plan has been arrived at through regular dialogue with the public and through dozens of stakeholder interviews to inform the design and strategic thinking. This project took place during the COVID-19 pandemic, forcing the engagement meetings to be virtual and the process to be flexible.

Most crucially, this plan is intended to provide broad direction for the City on how to prepare the site for future development in a way that is consistent with the values and priorities of Bloomingtonians, and supportive of the broadest set of goals and constituents for the site.

The goal is to create a unique new hub in the daily life of Bloomingtonians that is incrementally developed as a mixed-use destination, open and welcoming to all, thriving as a new neighborhood in the tapestry of communities that make up Bloomington.

The physical planning for the site is further informed by market research performed by SB Friedman to validate the building product types that could ultimately be employed here to create opportunity for live, play and work at multiple price points and across the affordability spectrum. The details of this market analysis can be found as an appendix to this volume.

This summary document records the outcomes of this 9 month study with a clear and implementable plan, an attitude towards phasing and implementation, and a focus on the public realm elements of the plan that would involve public funding, and have the greatest public benefit.

A critical outcome of the planning coalesced around the idea for a Greenway through the heart of the site that links the majority of developments sites directly to the B-Line Trail and creates a new public space asset in the heart of Bloomington.

Finally, this document is intended to further discussions between the development market and the City and set expectations and priorities for development that are in keeping with the spirit of the plan and the best interests of the people of Bloomington.

This document is divided into six sections: 1) Project Overview 2) Community Feedback 3) Planning Framework 4) Public Realm + Landscape Guidelines 5) Infrastructure 6) Implementation. Further appendices and recordings of project online workshops can be found at www.bloomingtonhospitalsite.com

Project Background

In May 2018, the City entered into a purchase agreement with IU Health for the 24-acre hospital site. IU Health is expecting to relocate to a new hospital facility in late 2021 and will transfer the existing hospital property to the City.

The agreement states that the City will receive a portion of the site cleared and remediated site. This area including the main hospital building and the area bound by 2nd, Rogers, 1st and Fairview Streets. The demolition and remediation of the remainder of the 24-acres will be the City's responsibility. The existing parking garage will remain and the Kohr Administration Building may remain. A Hospital Reuse Committee was formed in 2015 continued its work joining a and Project Review Committee to offer input and provide guidance to the planning process.

The Hospital site, located south of Downtown Bloomington, is bounded by West 2nd Street to the north, West Wylie Street to the south, the B-Line Trail to the east, and South Walker Street to the west. Once cleared and remediated, the site will offer the unique opportunity to construct a community hub from the ground up.

An exciting opportunity for Bloomingtonians to thoughtfully reimagine this important location in our city.

- Mayor John Hamilton

Key Considerations

Takeaways and assumptions gained from the preliminary assessment include:

- Significant topography on the site will require design inputs to maintain universal access to the public realm of the site.
- The preservation and reuse of the parking structure will impact the economic offering of the site and create opportunities for a more pedestrian friendly environment across the site in early stages.
- The nearby adjacency of the B-Line Trail creates a unique opportunity for active transportation connectivity to the site and makes this site strategic in a larger city wide vision.
- The impact of the project on neighboring McDoel Gardens and Prospect Hill neighborhoods should be considered as well as the commercial assets to the immediate east and west of the site.
- The potential for reuse / preservation of the Kohr Administration building is to be assessed.
- There is significant public support for a spectrum of housing types and opportunities on the site, as well as for affordable housing as a significant portion of the land use.
- The site is well served by adjacent or nearby Building Trades Park, B-Line Trail and Switchyard Park, with additional park assets within a 10-minute walk.
- The master plan should stress sustainability to ensure the health of the environment, social equity, and economic prosperity.
- The plan should leverage development and investment opportunities to achieve a “Lifetime Community,” defined as a place that promotes social, physical, mental, and emotional well-being for persons of all abilities, across the entire lifetime.
- The urban design should focus on live-ability and enhances quality of life for people of all ages, abilities, and socio-economic backgrounds.

The Project Team

Office of the Mayor
Project Review Committee
Hospital Reuse Committee
City Redevelopment Commission

Hospital Reuse Committee

The Hospital Reuse Committee (HRC), comprised of more than 30 members including neighborhood representatives, community leaders, business and private property owners, elected officials, and members of various public advisory councils, interest groups, and commissions, was formed in 2015. This group, along with its smaller steering subcommittee, has provided ongoing guidance and input, representing the community in the earliest stages of the planning process.

Co-chairs of the HRC are Mayor John Hamilton and Senator Vi Simpson.

Members of the HRC include:

Mayor Tomi Allison
Jack Baker
Bob Barker
Mark Bradford
Lee Carmichael
Mary Catherine Carmichael
Talisha Coppock
Lynn Coyne
Jean Creek
Alex Crowley
Liz Feitl
Patsy Fell-Barker
Forrest Gilmore
Don Griffin
Chuck Heintzelman
Iris Kiesling
Cindy Kinnarney
Suzanne Koesel
Yaël Ksander
Jon Lawrence
Barry Lessow
Richard Lewis
Lee Marchant
Tim Mayer
Mike McAfee
Kathleen Mills
Tom Morrison
Patrick Murray
Jennifer Pearl
Tina Peterson
Isabel Piedmont-Smith
Joyce Poling
Terri Porter
Erin Predmore
Mick Renneisen
Kelly Richardson
Nancy Richman
Susan Rinne
Kevin Robling
David Sabbagh
Doris Sims
Jim Sims
Jan Sorby
Carven Thomas
Jeff Underwood
Mary Ann Valenta
Jennie Vaughan
Ron Walker
Adam Wason
John West
John Whikehart

Project Review Committee

The Project Review Committee (PRC), made up of elected officials, members of the HRC, and City of Bloomington staff, offered technical input during the planning and design process. The PRC is meant to directly support the master planning work in progress and offer frequent feedback.

Members of the PRC include:

Mayor John Hamilton
City Councilmember Matt Flaherty
City Councilmember Kate Rosenbarger
Kelly Boatman, City of Bloomington Project Manager
Lee Carmichael, Weddle Bros. Construction, Hospital Reuse Committee
Mary Catherine Carmichael, City of Bloomington Director of Public Engagement
Alex Crowley, City of Bloomington Director of Economic & Sustainable Development
Don Griffin, Griffin Realty, Hospital Reuse Committee, Redevelopment Commission
Cindy Kinnarney, German-American Bank, Hospital Reuse Committee,
Mick Renneisen, City of Bloomington Deputy Mayor
Scott Robinson, City of Bloomington Director of Planning and Transportation
Jeff Underwood, City of Bloomington Controller
Mary Ann Valenta, IU Health, Hospital Reuse Committee

City Redevelopment Commission

The City's Redevelopment Commission (RDC) is the body responsible for approving the funding for this project. The RDC has been involved in the process of acquiring the property and in the selection of consultants, including the Urban Land Institute, and other external advisors for the redevelopment of the site. The source of funding for this project comes from Tax Increment Finance (TIF) funds collected from commercial buildings in a defined geographic area.

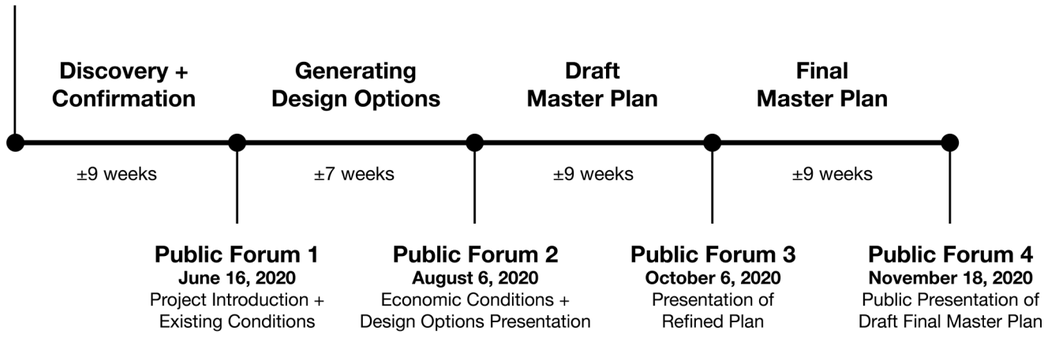
Members of the RDC include:

Don Griffin (Chair)
Nick Kappas
Cindy Kinnarney
Eric Sandweiss
David Walter

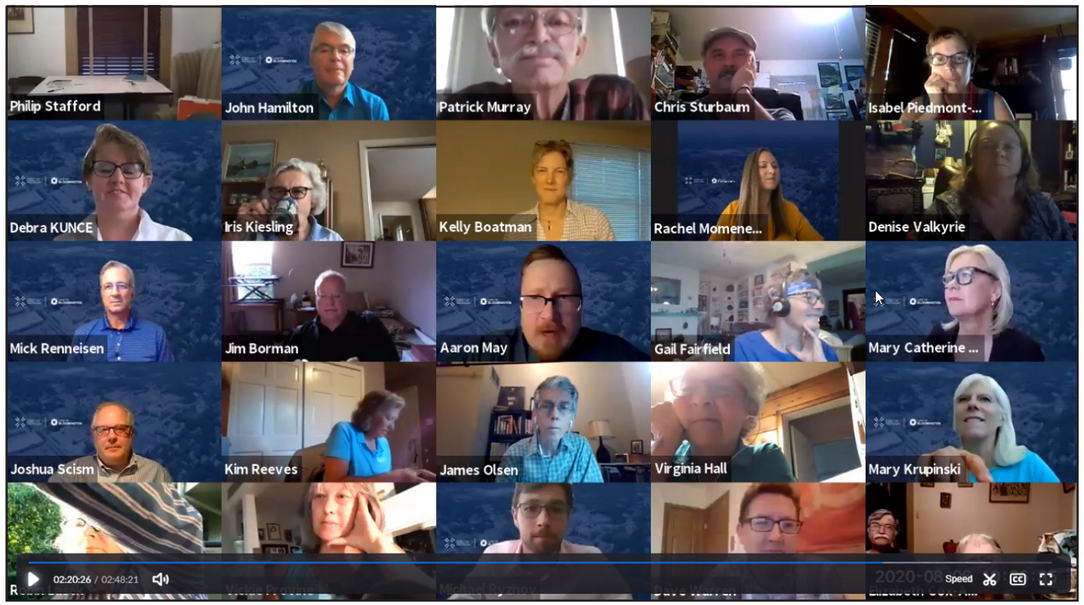
Master Planning Process + Timeline

- Seek developmental input and reactions to Master Planning approaches from various Community Stakeholders to inform the forward path for the Hospital Site redevelopment
- Utilize digital platforms to make information available to the public, survey/validate/adjust, and host forums for group participation during pandemic quarantine
- Translate public input to complete a comprehensive master plan and landscape design guidelines for the 24-acre project site
- Translate the vision for site into zoning updates for approval by City Plan Commission and the Common Council
- Create a website dedicated exclusively to the hospital reuse project to share information with the public, store developmental progress documentation, and actively solicit public feedback 24/7 via interactive web forms.

Kicked off in April 2020
with public input and consultation with the City, the Redevelopment Commission, the Hospital Reuse Committee, and the Project Review Committee



www.bloomingtonhospitalsite.com



The Opportunity

Trades District 1 mile

Downtown Bloomington

IU Arboretum

Near West Side

Dunn Meadow

Indiana University 1.5 miles

Peoples Park

Dunn's Woods

Downtown Courthouse Square 0.5 miles

Prospect Hill

Elm Heights

Convention Center 0.4 miles

Twin Lakes Sports Park

Hospital Site Redevelopment

McDoel Gardens

Bryan Park

Bryan Park

Switchyard Park 0.5-1 miles

Wapehani Park

RCA Park

Adding to Bloomington's "String of Pearls"...

Creating the next link in an expanding trail network...

Enhancing quality of life for everyone...

The Vision

The Hospital Redevelopment Site is poised to become Bloomington's next great place to be - a welcoming community for all Bloomingtonians to live, work and play...

The Bloomington Hospital has been an important landmark in the community for over a century, serving as a beacon of health and well-being as well as a hub for innovation. As we look to the future we can envision the transformation of a former hospital campus into a remarkable example of what health, well-being, and innovation can mean in an urban development.

The Hospital Redevelopment Site is an important destination in the city's String of Pearls - a series of four development opportunities dotted along the fantastic B-Line Trail. The Trades District and the Convention Center to the north, along with the Downtown Courthouse Square, and Switchyard Park to the south all located adjacent Bloomington's 3.1 mile long linear urban trail corridor.

Situated between two established neighborhoods, Prospect Hill to the north and McDoel Gardens, the Redevelopment Site currently represents a missing link in the city's existing fabric. The Site presents a decisive opportunity to foster the next generation of high quality, sustainable neighborhood within Bloomington, with housing opportunity for every income and stage of life. The existing campus mega-blocks can be divided by new and improved roads to break down the scale of the site to create a series of well-scaled, walkable blocks that are flexible for future development decisions.

The demolition of the hospital poses the opportunity to regrade the site in an effort to make the network of streets and new greenway accessible and welcoming to all.

The 2nd Street Corridor

A vibrant mixed-use development connected to a great neighborhood park

With a portion of the northern edge of the project site serving as the frontage to Building Trades Park, the opportunity for greater connections to this important community asset should be supported by a variety of strategies for the 2nd Street Corridor:

- Reconnect the north-south street grid with people-first street design
- Apply a complete streets approach to better accommodate bikes and pedestrians
- Encourage active ground floor uses, particularly at corners;
- Encourage mixed use development
- Create a public plaza connecting across from the park
- Utilize height along 2nd street to mitigate the visual impact of the 6-story parking garage to remain
- Integrate community amenities that reflect health, civic life, learning, workforce initiatives, emphasize arts and culture, and facilities that enable people to thrive

The B-Line
Greenway Plaza

Create an active community node along Bloomington's linear trail system

Located along the String of Pearls, the Hospital Redevelopment Site is an opportunity to establish a meaningful connection to the B-Line Trail and the city's destinations both to the north and south.

- Create a tree-lined, accessible linear green space for all
- Integrate native planting and green infrastructure that help best mitigate urban stormwater run off
- Plan for a variety of flexible, adaptable, public/private spaces for small events in light of COVID-19 impacts on gathering
- Create a pedestrian first, multi-modal street that can be closed off when appropriate for larger scale events
- Contribute to the network of public space that encourages people to spend time outdoors, together
- Anchor new hubs to compliment existing surrounding assets and strengthen connections between people and place

Bloomington's Next Great Place to Live

A neighborhood that embraces diversity, sustainability, and people-first design

Situated between Prospect Hill and McDoel Gardens, the Hospital Redevelopment Site can become a series of well-scale, walkable blocks, linking the two neighborhoods together.

- Create a diverse and inclusive community by providing a variety of housing types for different income levels and expanding options for all households
- Maintain appropriate scales at the edges to create unique and effective transitions into the site
- Develop opportunities for all ages and ranges of income to live and thrive in this new neighborhood

2

Community Feedback

Shared Principles

These principles capture the ideas from past planning efforts and were further defined by community input during the engagement campaign in an effort to translate the values of Bloomington and the city's goals for the future and apply them to the site.

- Create a diverse and inclusive community by providing a **variety of housing types** for different income levels and expanding options for all households

- Establish a **lively mix of uses** that are community facing and in support of downtown Bloomington

- Reconnect the street grid with **people-first street design**

- **Maintain appropriate scales at the edges** to create unique and effective transitions into the site

- **Contribute to the network of public space** that encourages people to spend time outdoors, together

- **Anchor new hubs** to complement existing surrounding assets and strengthen connections between people and place

- **Integrate community amenities** that reflect health, civic life, learning, workforce initiatives, emphasize arts and culture, and facilities that enable people to thrive

- **Create a flexible framework** to adapt to future changes in market and needs of the community in light of events such as the COVID-19 crisis

- Design a **new standard of sustainability** that creates a blueprint for truly climate-positive communities

Community Engagement

Many unique qualitative and quantitative touch points with the Bloomington Community have helped to inform the master plan principles and concepts.

The Bloomington Hospital Site Redevelopment Stakeholder Engagement campaign consisted of three components, including one-on-one interviews, small forum groups, and a series of online public forums.

CORE Planning Strategies and Kirkwood Design group held a series of one-on-one qualitative interviews with various community individuals selected by the City and Hospital Reuse Committee. The engagement team also ran a range of small forum group discussions, composed of similar profile individuals to pose both standard campaign questions and forum-specific questions to tap the profile expertise of forum attendees. These smaller format engagement sessions took place at the beginning of the master planning process in an effort to gather information to lead the design along with the considerable amount of input already gathered from the 2018 Urban Land Institute Report.

The existing conditions analysis along with in-progress design concepts were presented to the community in a series of virtual public forum meetings at critical points in the process. The meetings/workshops were held online via Zoom and utilized the platform's various functions, such as breakout rooms, chat, and polling, to ask and answer questions, gather comments, and facilitate discussions. Each meeting was live-streamed on Facebook and uploaded to the City's YouTube page and the Bloomington Hospital Redevelopment site website.

1

June - July 2020
±65 interviews

1 on 1 Interviews

- Construction & Development
- Education & Government
- Healthcare & Human Services
- Business & Economic Influence
- Environmental & Sustainability
- City Planning
- Arts & Culture

2

June - July 2020
±100 attendees

Small Forum Groups

- McDoel Gardens
- Prospect Hill
- CONA

3

June - Oct 2020
±550 attendees

Online Public Forums

- Public Forum 1 + Survey
- Public Forum 2 Break Out Sessions + Survey
- Public Forum 3 Workshop
- Public Forum 4 + Survey

Virtual Public Forums

Development Themes

Public Forum 1

The first virtual public forum was attended by approximately 200 participants. During the meeting, the team introduced the project, outlined initial observations and laid out a series of aspirational images as inspiration for the site. After the presentation the City fielded audience questions through the chat function. Following the first forum, the team launched a Google Form survey to glean the public's likes and dislikes for future site uses.

The word clouds below represent the most frequent comments (in large font) supplied by survey respondents. These repetitively expressed points accomplished the Forum objective: narrow framework congruent with public interests.

Proving that an interactive digital survey is effective for bi-directional communication and feedback loops, Public feedback following Forum 1 was extensive. Among general ranking questions and free-text field entry by respondents, the following highlight some Public recommendations:

This site could be...

"an opportunity to break up the block with a unique and innovative mixed-use redevelopment"

"a continuation of the surrounding neighborhoods, but with more density, which also offers accessibility through a mixture of housing types"

"a lifetime community that works for all ages of the community; create a relationship between the urban environment and health through social connections, physical activity, and fresh food"

"a secondary hub for the city; a centralized area to hold many cultural events, including children, family, and adult programming"

"built for pedestrians, and adapted to the cars after; the site should have connectivity, universality and a sense of place"

"a micro-grid to become net-zero or net positive"

"an opportunity to show how a city can develop for everyone and a chance to reflect on how we might do things differently"

Virtual Public Forums

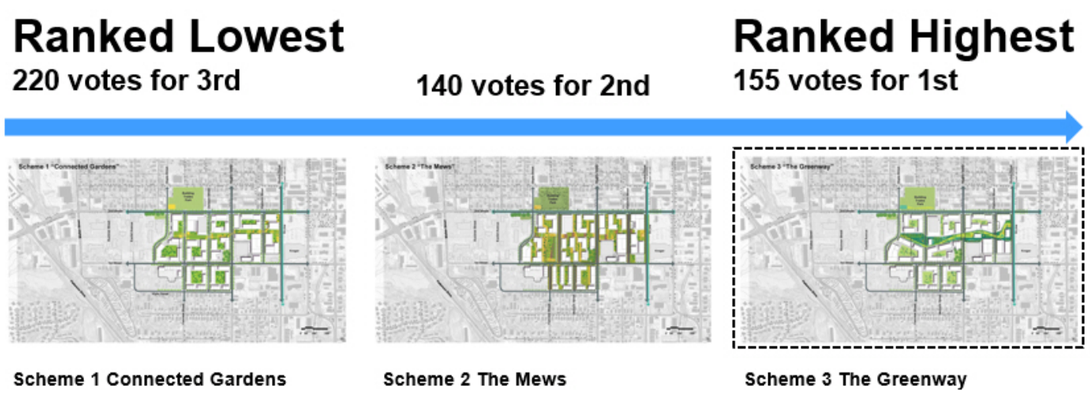
A Desired Framework Approach

Public Forum 2

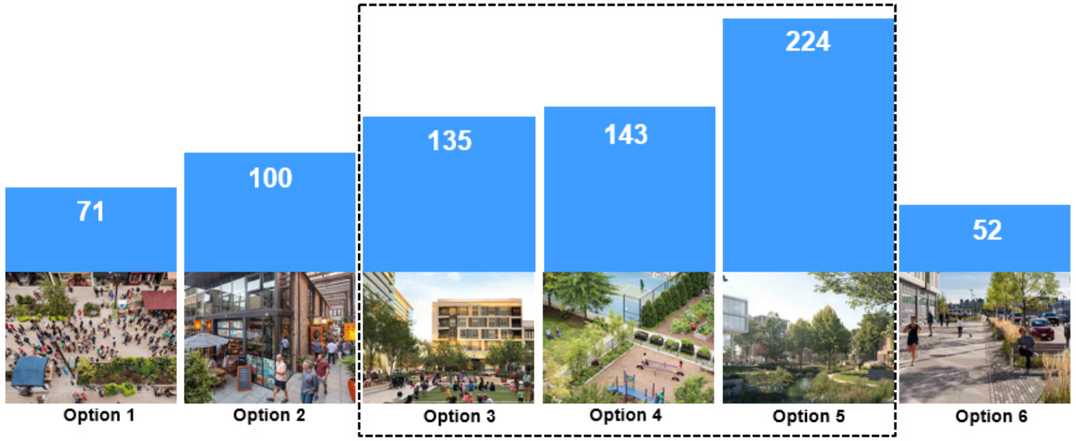
During the second virtual forum the project team presented three initial framework design concepts, public realm inspiration and the economic conditions report for the site compiled by SB Friedman.

The participants were divided into 9 breakout groups consisting of 8-12 people, led by a member of the project team. Each breakout room discussion resulted in valuable feedback. Following the public forum the team launched a Google Form asking the public to rank the three framework design concepts and what they liked and disliked about each scheme. We also asked them to rank a variety of public spaces based on preference. The breakout room discussions and survey resulted in a clear design preference and direction for moving the design forward.

Please rank the proposed framework concepts…



Select up to three that you feel best exemplify the type of public space you would like to see at this site…



"the intersection of housing, retail, and natural greenspace"

"natural look and feel"

"public activation without hardscaping"

"long, connected views of green"

"stormwater management, room for native vegetation and outdoor places for smaller group activities in light of pandemic concerns"

"spaces to bike, walk, and explore"

"creative outdoor place areas"

"places with different characters, large enough to have distinctive spaces"

"places to exercise for all ages"

"spaces for activity, not just sitting"

"smaller and human scale"

"feelings of community and different uses"

"everyone is welcome"

"you can feel like you're in nature, or in a lively marketplace, or in a large gathering space"

"I love the mix of business and living, new shops and restaurants, and areas to enjoy"

"retail with large sidewalks"

"focus on outdoors and pedestrians, while incorporating local businesses"

"nature with an urban feel"
"a variety of public uses"

Virtual Public Forums

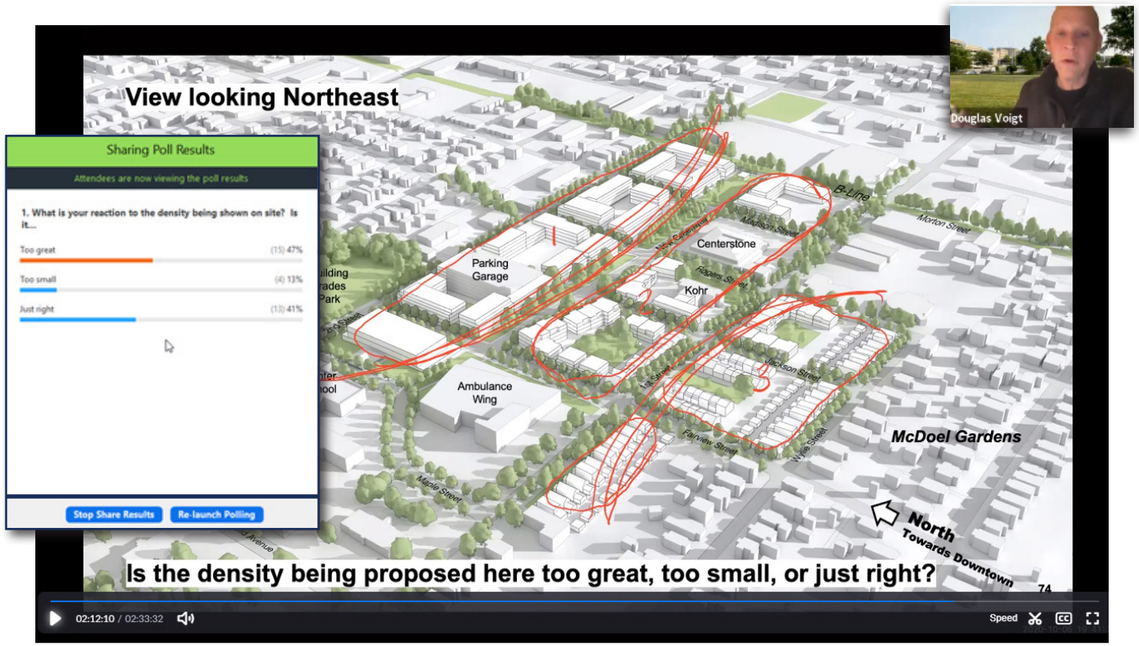
A Community-led Vision

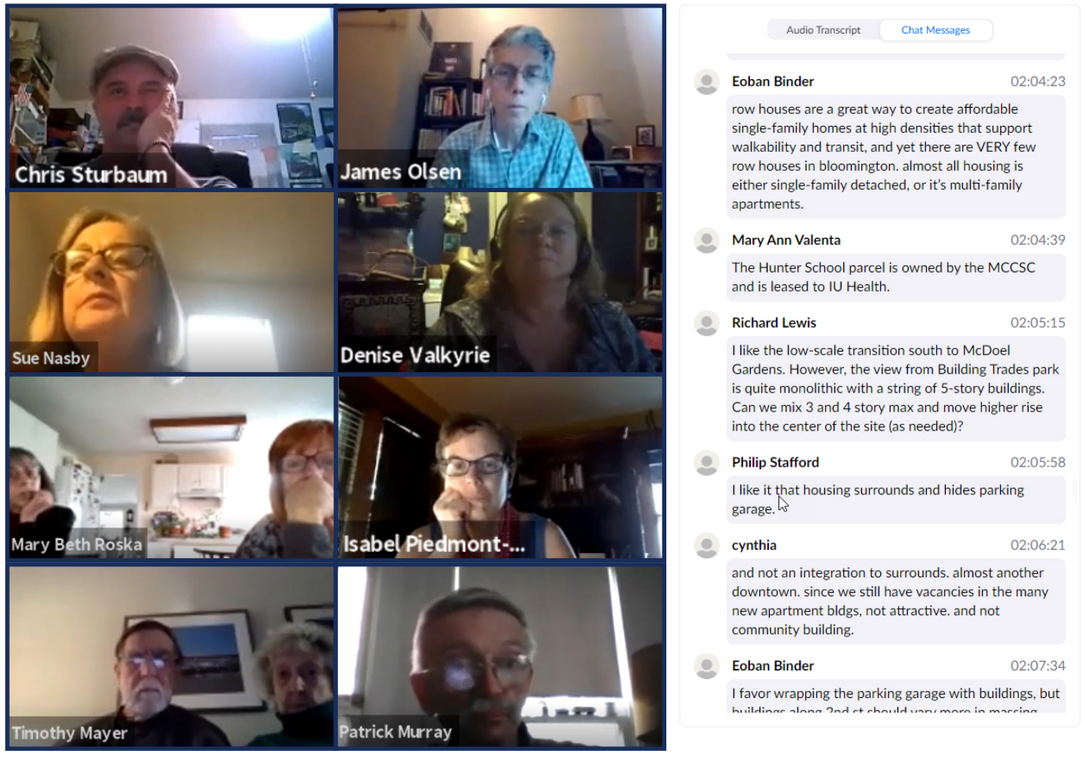
Public Forum 3

The third virtual public forum was held as a series of workshops that focused on the design aspects of the refined framework plan relating to streets and connectivity, landscape and public realm, and land use and character. The team facilitated an interactive presentation in which they utilized Zoom drawing features to sketch over drawings to illustrate comments from the public and further explain ideas. During each workshop members of the public were engaged with a series of polling questions about the designs presented. The feedback from the audience presented concern for some aspects of the design while offering validation on others.

Public Forum 4

The fourth virtual public forum was facilitated during a weekly City Council Meeting. Team presented a draft of the final master plan to both Council members and the public. After the presentation of materials Council members were invited to ask questions and comment about the master plan. Following the meeting the team launched a Google Form Survey to gather public opinion and feedback in order to help guide further refinement of the master plan prior to finalization.





3

Planning Framework

Study Area

24-acre Hospital Site to be rezoned and redeveloped

52 additional acres to be rezoned

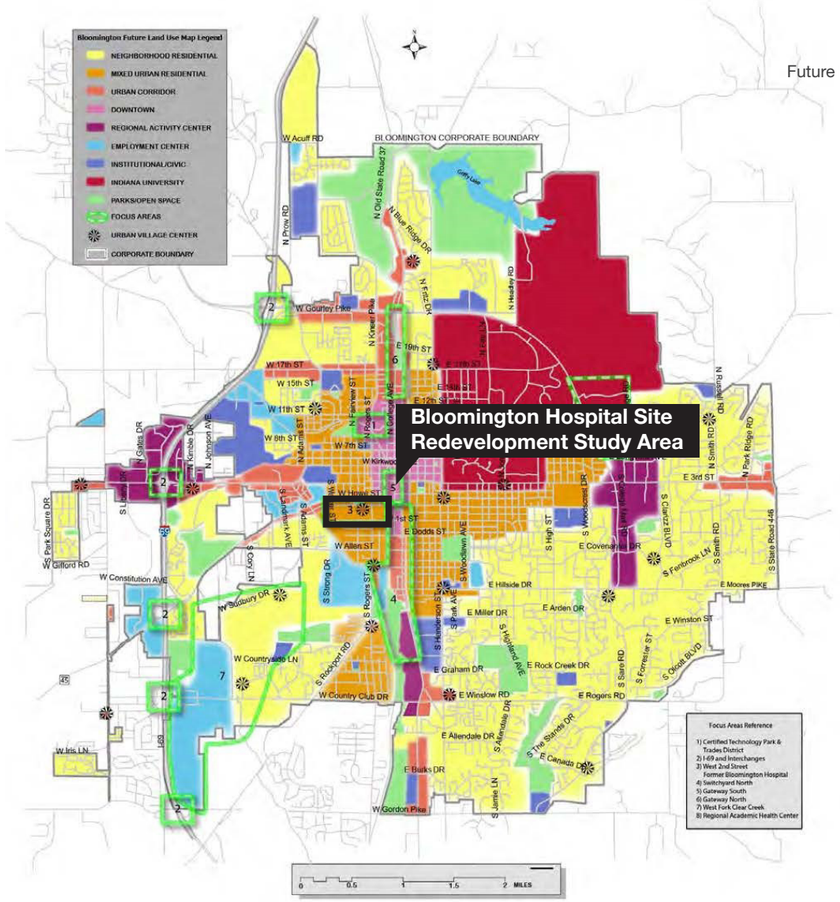
Build on Past Planning Efforts

In 2018, the Urban Land Institute (ULI) made recommendations to the City of Bloomington regarding redevelopment possibilities for Bloomington Hospital and the 24-acre hospital site. During this process there were hundreds of touchpoints with the community. Goals for redevelopment of the site informed by community input include:

- A variety of housing types for different income levels
- Office space for new and existing businesses
- Maintain neighborhood scale
- Contribute to the network of public space
- Re-stitch the street grid
- Link key assets to strengthen connections between people and places
- Include community assets, such as an arts and activity center, healthcare, education and skilled trades training facilities

The Bloomington Comprehensive Plan addresses the physical growth of the community, while also recognizing the variety of human and natural systems interactions necessary to achieve a sustainable community with a high quality of life for Bloomingtonians.

- The Bloomington Hospital site is designated as a Focus Area, a location expected to see significant change in land use activities over the next decade.
- As the current Bloomington Hospital is slated for demolition this Focus Area should follow the development theme : Transform.
- Transformation of the site will depend on the highest and best use for the community as a whole promoting urban, interconnected development with increased mobility and green amenities.
- Stress sustainability to ensure the health of the environment, social equity, and economic prosperity.
- Leverage development and investment opportunities to achieve a “Lifetime Community,” defined as a place that promotes social, physical, mental, and emotional well-being for persons of all abilities, across the entire lifetime.
- Emphasize urban design that focuses on livability and enhances quality of life for people of all ages, abilities, and socio-economic backgrounds.



Future Land Use Map

These graphics and information are taken from Urban Land Institute report “Redevelopment Strategies for the Bloomington Hospital Site” April 2018 for City of Bloomington.

Key Planning Moves

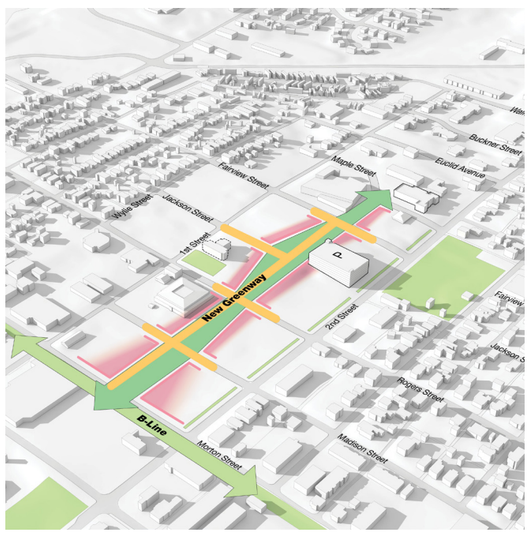
1 Existing site conditions

2 Regrade the site to be accessible for all

3 2nd Street as active community corridor

4 North/South streets as neighborhood connectors

5 East/West Greenway as important B-Line connection



6 Well-scaled, walkable neighborhood fabric

7 Diversity and variety of housing types

8 Neighborhood anchors and active ground floor

1 | Existing Site Conditions

The Hospital Site is located just south of Bloomington's downtown and is bounded roughly by West Second Street to the north, West Wylie Street to the south, the B-Line Trail to the east, and Maple Street to the west.

The current hospital stands at approximately 90' tall, with an elevation of ±880' at its tallest point, while the existing parking garage is approximately 75' tall, with an elevation of ±840'. There is a legacy of height on the site that should be considered as the site is developed. In addition to these two structures the site is sprinkled with mostly smaller 1-4 story buildings, but nothing of note beyond the more historic portions of the hospital building including the limestone art deco Kohr Administration wing.

As per the purchase agreement between IU Health and the City of Bloomington, the ±11 acres highlighted below in purple will be demolished and cleaned before the transfer of property. The remainder of the 24-acres highlighted below in yellow will be handed over to the City as is. Approximately 2,400 linear feet of private roads will be vacated, along with approximately 10 acres (±900 parking spaces) of impervious surface parking lots. Across the site ±7 acres of building footprints will be cleared to make way for new development. The 5-story, 480 space parking garage will remain on site and the Kohr Administration building will potentially remain.

The Hospital Site will be available for redevelopment when IU Health vacates and demolishes its current buildings and moves its hospital operations to the new IU Health Bloomington Regional Academic Health Center on the east side of Bloomington. IU Health's move to their new location is targeted to take place in late 2021.

Existing height on site from intersection of 2nd Street and Rogers Street

Transition in height to McDoel Gardens

Existing Kohr Building

Lack of connection across site

Multiple surface parking lots

2 | Regrade the Site to be accessible

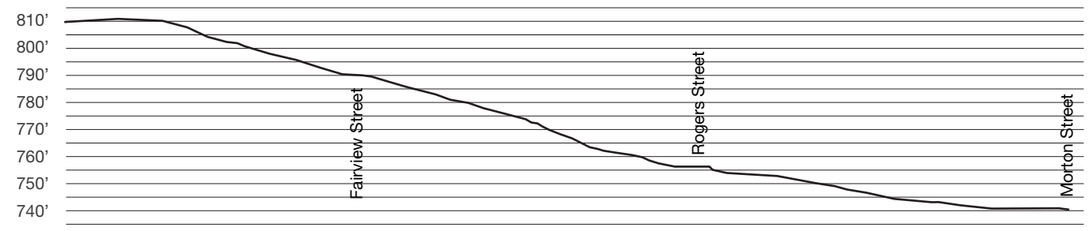
As this project has moved through the Master Planning Process, the need for a strong pedestrian corridor has become apparent. This corridor is to be the focal point of the public realm on a daily basis with the ability to increase pedestrian access during special events. It is during these special events when the curbless street would be unsurpassable to vehicular traffic thus giving pedestrians unconstrained access to the entirety of the street. The directive of the pedestrian-focused Greenway is what dominated our thoughts as the grading of the site was undertaken.

In order to meet the requirements of the American with Disabilities Act, the running slope of the Greenway would be required to stay under a 5% slope, while the cross-slope of the Greenway would be required to stay under a 2% slope. The portion of the Greenway that is east of Rogers Street was already at a 3.5% slope, so only minor modifications were needed there. The portion of the Greenway that is west of Rogers Street was a different story with the average of the existing slope coming in at 8.5%. Since Rogers Street is existing and the elevation is set, the greenway was designed with a 5% slope heading west from that point. This leads to the design showing large amounts of cut along this route, but there are a few factors to keep in mind.

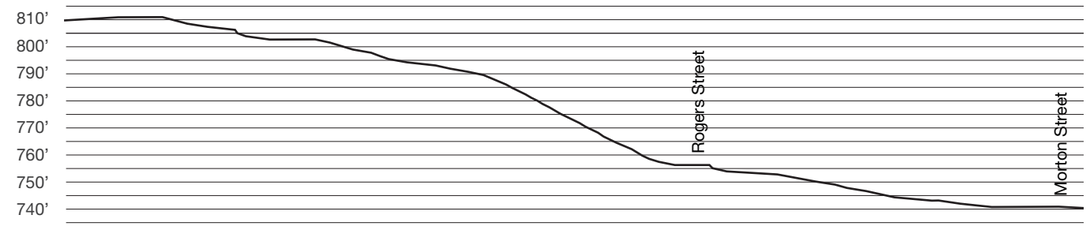
One factor is that the Master Plan Design is utilizing GIS Contours and not a certified topographic survey. This can lead to large discrepancies in cut and fill numbers that will need to be adjusted once a certified topographic survey is provided. Another factor to keep in mind is that the GIS Contours show their best guess at what the grading will be once the IU Health building has been removed. It is hard to know what the conditions of the site will be once the parcel is transferred to City ownership.

As part of the transfer agreement, IU Health is responsible for the environmental clean-up of the site prior to transferring ownership. Undoubtedly, there will still be some environmental issues found during the City's development of the site. This is part of the reason why the cost estimate includes a 20% contingency.

Potential Cut and Fill



Potential Grading Changes



Existing

3 | 2nd Street as active community corridor

2nd Street is a primary arterial road connecting the Bloomington community west and out to I-69. This stretch of roadway is viewed negatively by community members due to its high volume of traffic and its role as an east/west barrier between the project site, the existing Prospect Hill neighborhood and Building Trades Park.

The street is a boundary between the Bloomington Hospital campus and the Prospect Hill Community. Flanking either side of the hospital campus is a mix of commercial, medical offices, and retail. The fabric to the east is more walkable and urban, transitioning to a more suburban feel heading west. The stretch of 2nd Street fronting the redevelopment site is currently lined with a number of larger surface parking lots.

There is an opportunity to improve the pedestrian experience along 2nd Street by reducing the width of the travel lanes, eliminating unnecessary turn lanes, and enhancing the public realm.

The existing parking garage standing at 5-6 stories sets a precedent for height along 2nd Street. Mixed-use buildings with activated ground floors can line street connecting to existing commercial to the east and west, while 3-5 stories of housing above provide a critical mass for creating a vibrant neighborhood and providing eyes on the street.

There is the opportunity to connect across 2nd Street with the addition of a plaza where the new Fairview Street comes through in order to create a safe and pedestrian-friendly connection to Building Trades Park

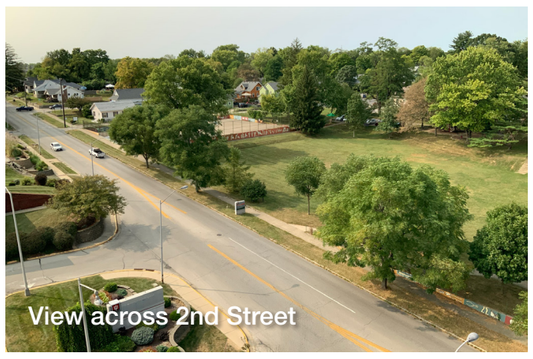
On the north side of the street to the west there is an existing multi-use trail along 2nd Street when it transitions into Bloomfield Road, this presents the opportunity to connect Twin Lakes Sports Complex to the B-Line with the addition of a bike way within the 2nd Street roadway.

Existing 2nd Street looking east

Dedicated on-street bikeway

Parking lots on 2nd Street

Activated groundfloors


View across 2nd Street

Pedestrian prioritized intersection

Existing Bloomfield Rd Multipurpose Trail

Enhance off street multipurpose trail

4 | North/South Streets as neighborhood connectors

The Bloomington Hospital campus and surrounding mixed-use medical zoned parcels are megablocks with internal roadways linking to vast surface parking lots. The current site has an inward focus, appropriate to its current use, but as the site gets developed it wants to be as connected as possible to surrounding neighborhoods for the highest level of walkability and success.

Reintegrating the north south streets of the Bloomington grid into the site is a critical step in improving pedestrian and vehicular connectivity through the site and enable smaller scale development increments desired by the community.

North/south streets to be improved include:

- Public realm improvements on Morton Street between 2nd and 1st Streets
- Public realm improvements, and new protected bike lanes on Rogers Street between 2nd and 1st Streets
- Convert Fairview Street between 1st and Wylie Streets from 1-way into 2-way traffic
- Public realm improvements on Maple Street between 2nd and 1st Streets

Proposed new north/south streets include:

- Madison Street between 2nd and 1st Streets, realign with Madison Street north of 2nd Street
- Jackson Street between new Greenway Street and 2nd Street to connect McDoel Gardens to new development
- Fairview Street between 2nd and 1st Streets to connect McDoel Gardens to Building Trades Park and Prospect Hill

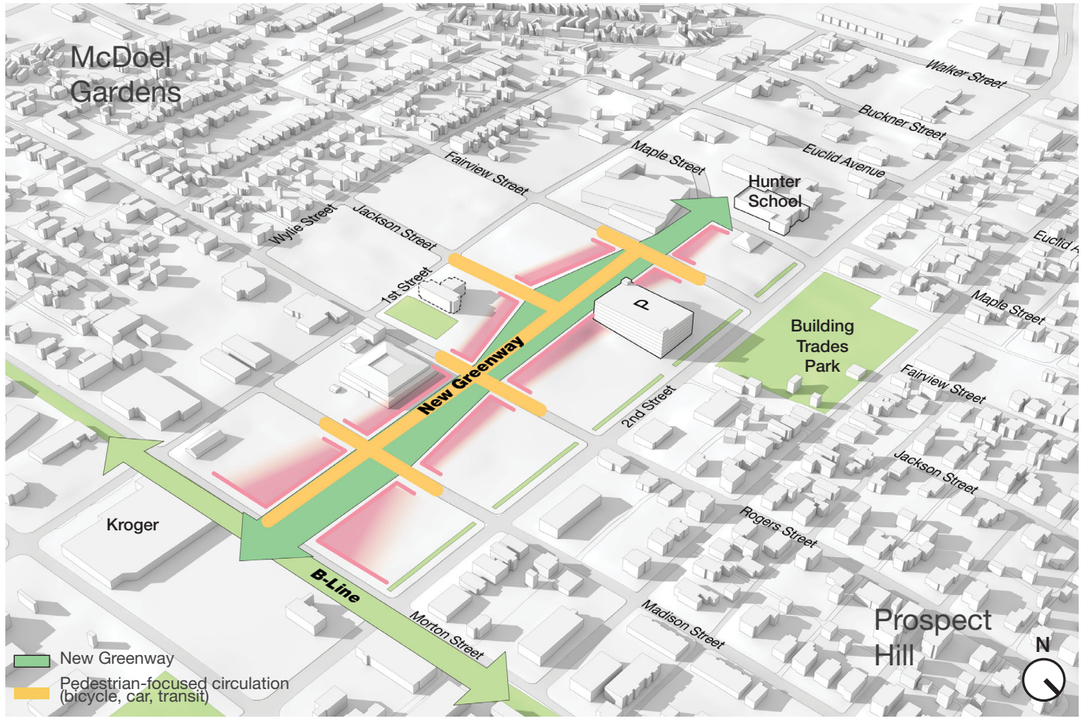
5 | East/West Greenway as B-Line connection

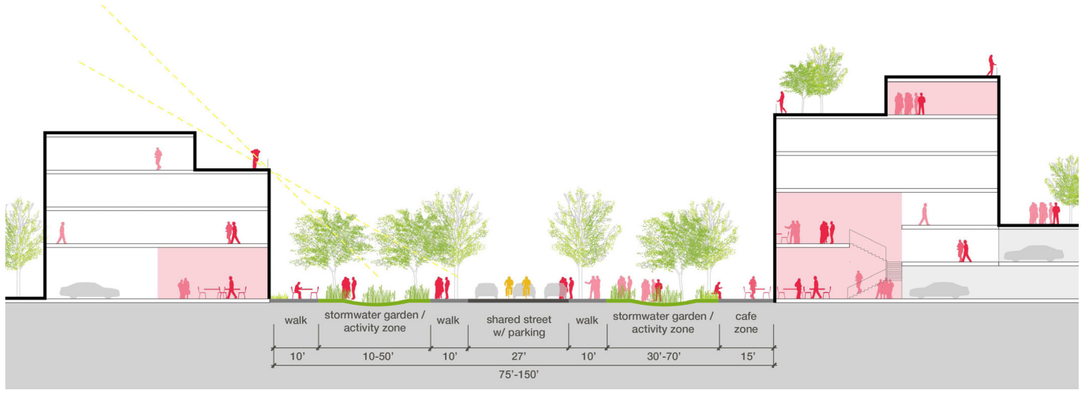
In order to complete the creation of well-scaled block framework, a new roadway needs to bisect the redevelopment site in the east/west direction, in addition to the north/south connections and improvements. The 2018 ULI report called for a “living street.” Together with the community, the design team came up with an east/west “greenway,” taking the notion a bit further, combining street and linear park. A bigger gesture that not only will bring access into the middle of the site, but also connect the B-Line into the project site, while creating a series of human scaled outdoor spaces.

The Greenway, which will act as space for new public amenities, as well as, important stormwater management features will be paired with a new slow traffic street which will provide important access to each of the development parcels and to the interior of the site.

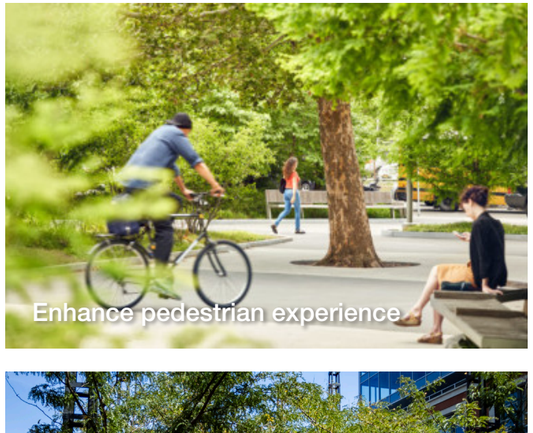
Like a “living street” the Greenway should be designed primarily with the interests of pedestrians and cyclists in mind and as a social space where people can meet and where children may also be able to play legally and safely.

Active ground floor uses should be located along the Greenway with a primary focus on community. Residential lobbies and in some instances residential units can be located along this corridor further activating and adding eyes on the street.





Existing B-Line Plaza


Enhance pedestrian experience

Existing intersection of B-Line + Greenway

New dedicated B-Line Plaza

Existing view down Greenway

Pedestrian first connection across site

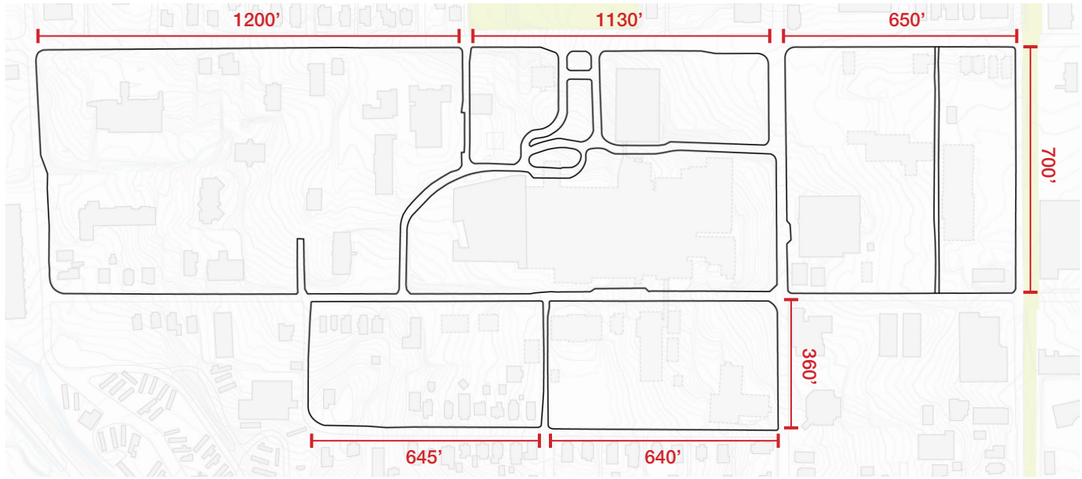
6 | Well-scaled, walkable neighborhood fabric

An important priority of the redevelopment of the site is the need to break down the massive scale of the hospital blocks into a series of well scaled blocks to enable flexible development and a create a grain of scale that better integrates with the surrounding neighborhoods and supports a more human scale development.

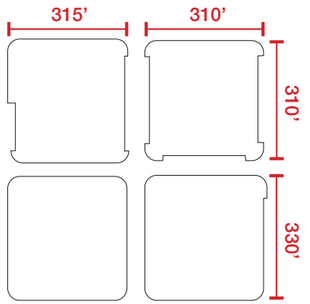
With the implementation of the east/west Greenway and the new and improved north/south streets, a series of 10 well-scaled blocks is created from the existing mega blocks.

When determining the appropriate scale of the blocks the team referenced the surrounding Prospect Hill and McDoel Garden neighborhoods along with downtown Bloomington block fabric. The standard urban block typology was around 330'x315', which included both the downtown and spread into the Prospect Hill neighborhood. McDoel Garden neighborhood blocks tend to be about two Prospect Hill blocks combined, measuring about 640'x310'. These residential blocks are typically divided by alleyway access, varying block by block.

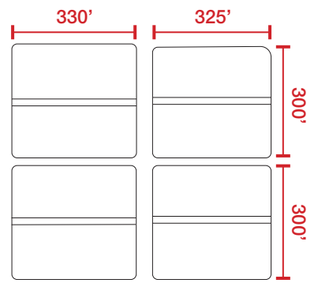
The final development framework is composed of a series of blocks that are comparable in size to those in the surrounding historic neighborhoods and downtown fabric. This scale of block allows for a variety of development typologies, ranging from single family homes to mixed use, multifamily housing or even a commercial focus. The adaptability of development blocks is crucial to the success of the future of the site as market demands shift in times of uncertainty.



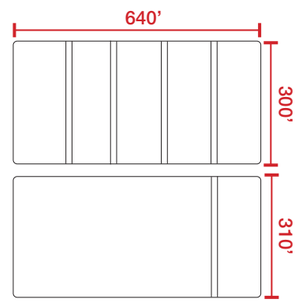
Existing Block Structure



Downtown



Prospect Hill



McDoel Gardens

Proposed Block Structure

7 | Diversity and variety of housing types

According to the 2020 Bloomington Housing Study, Bloomington will need an additional 2,592 residential units over the next decade to support the city's projected population growth. (Bloomington Indiana Housing Study, 10)

By making these necessary connections with the streets and internal greenway we create a framework of development blocks and parcels.

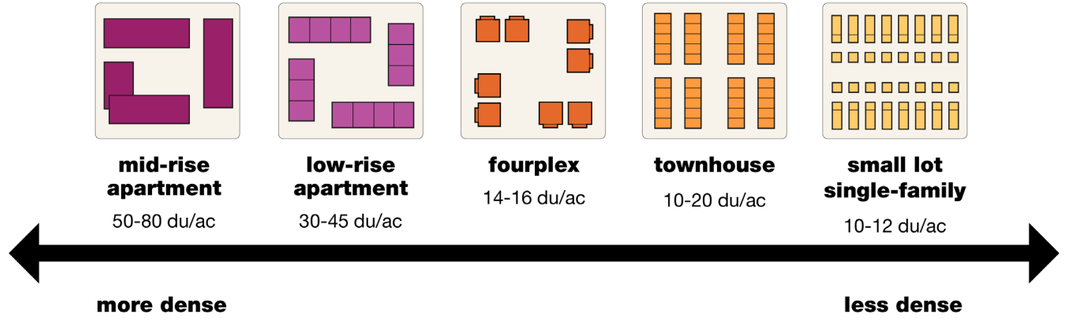
By providing a range of housing options on site, we can address multiple needs including greater affordability and choice planning for a variety of building types and residential products allows for concurrent development that meets multiple facets of the real estate market.

The team referenced residential products available in the Bloomington market today to develop a range of appropriate typologies to be deployed on site. From densest to least dense, these included mid-rise multifamily, low-rise multi-family, fourplexes, townhomes, and detached small lot single family homes.

A market study for the site was undertaken by SB Friedman and can be found in section 7.3 of the Appendix

Key findings from the report included:

- Based on market analysis done by SB Friedman this site could provide 660-1000 units ranging in affordability over the next 10 years
- Mix of housing typologies and income levels to create a dynamic residential neighborhood
- Integration of retail with public realm to create an active environment
- Strategies and financial resources required to meet unmet income-restricted housing needs



The Mercury on Morton Street

Low-rise multi-family at Renwick Village

Mixed Use at Renwick Village

Fourplexes on South Dunn Street

Washington Row Townhomes

Artisan Row Single Family Homes

8 | Neighborhood anchors and active ground floors

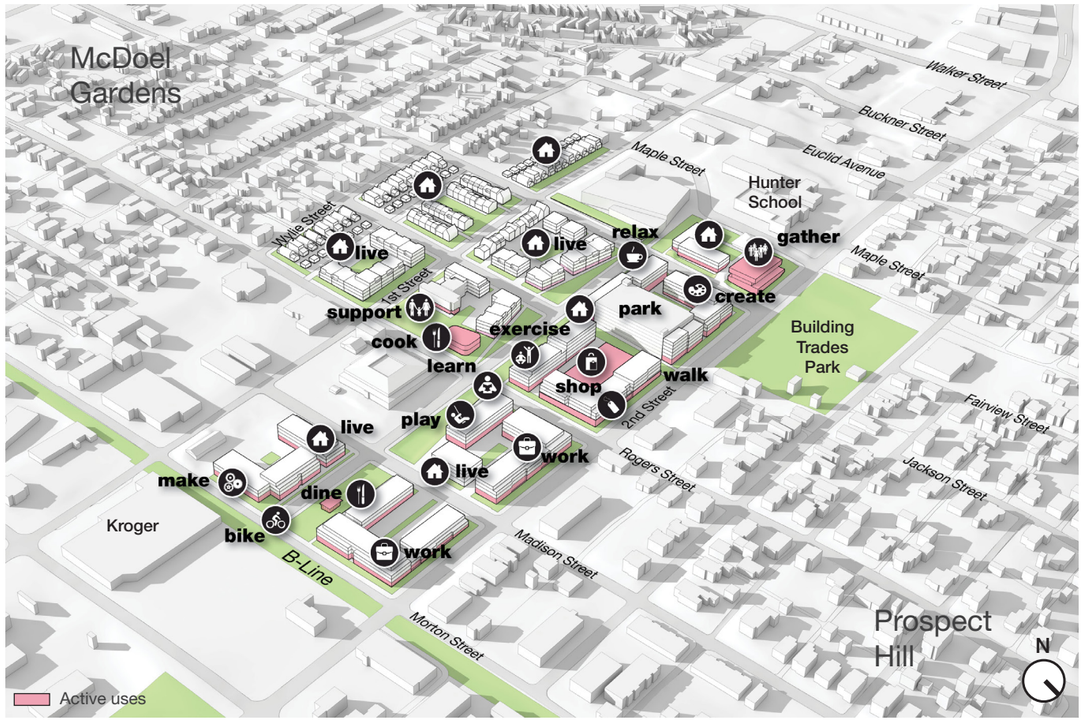
Development proposals for the site should prioritize active and plentiful ground floor uses to create a tapestry of community enriching uses.

Integrate community amenities that reflect health, civic life, learning, workforce initiatives, emphasize arts and culture, and facilities that enable people to thrive

Anchor new hubs to compliment existing surrounding assets and strengthen connections between people and place. Potential anchor uses include: a general merchandise retailer at the corner of 2nd and Rogers Streets, a Community Center at the corner of the Greenway and Rogers Streets, and Civic / Art and Culture Center at the corner of 2nd and Fairview Streets.

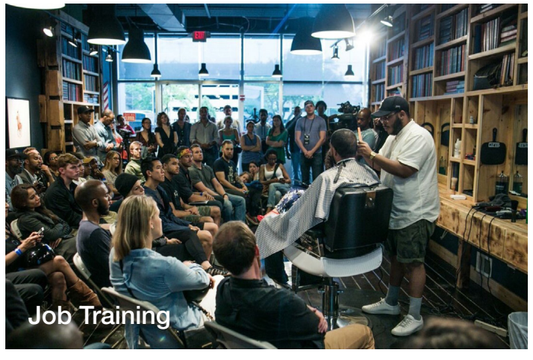
A sampling of the potential ground floor uses that were suggested through community feedback are:

- Residential
- Workspace
- Lobby space
- Child care/Preschool
- Adult daycare
- Community clinic
- Social services
- Fitness/Wellness center
- Makerspace/Workshop
- Shared Kitchen
- Job Training
- Café/Coffee shop
- Restaurant/Bar
- Barbershop/Salon
- Flower shop
- Dry cleaners
- Community meeting space
- Event space/Ballroom
- Gallery/Art studio



Community Gatherings

General Merchandise

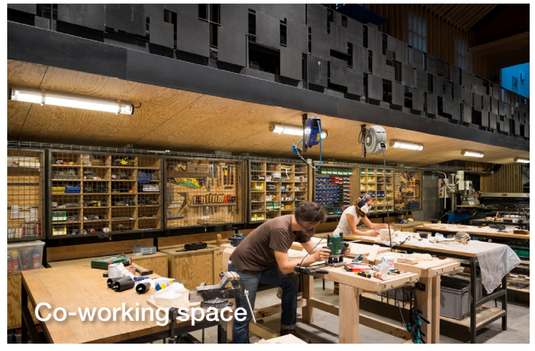

Job Training

Child Care

Shared Kitchen Space

Arts and Culture

Health and Wellness


Co-working space

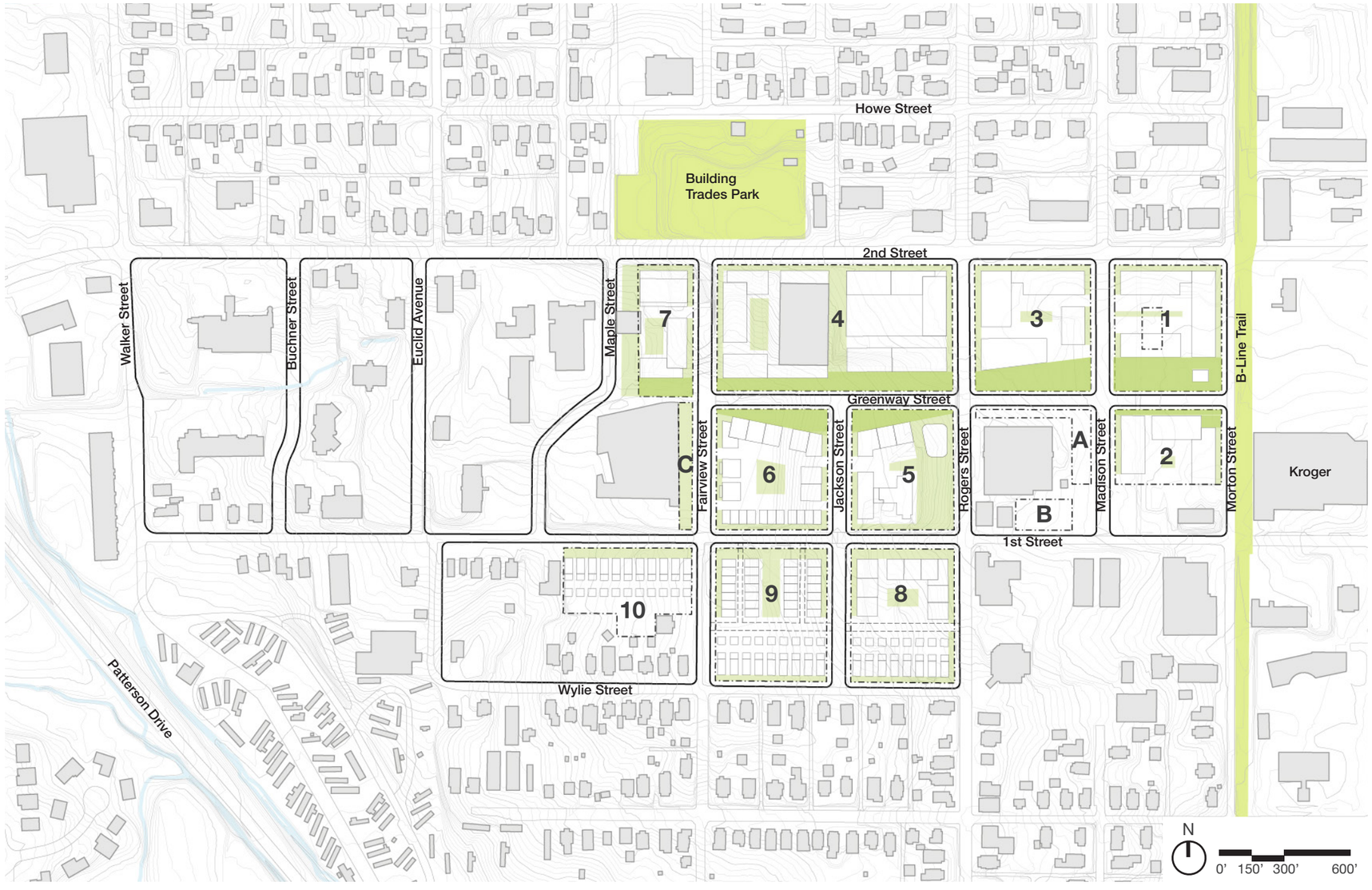
Development Framework

Create a flexible framework, with blocks that can adapt to market changes and demands

The City has received preliminary positive feedback from developers regarding the viability of reusing the Kohr Building structure. Historic designation of the building may open up the potential for historic rehabilitation tax credits to be used for future development. Based on feedback from the Steering Committee, the City is also recommending that the decision to retain the Kohr Building be revisited by the end of 2021, in the event a development partner for adaptive reuse is not identified by that time.

- The framework is set up to have a 15’ setback from the block edge to the face of new development following current zoning
- The development parcels have been laid out to include the Greenway which is currently planned to be designed as on-parcel greenspace and not part of the public right of way
- Development numbers are based on concept design shown and maybe be subject to variation based on actual design and unit size

Parcels			On-Parcel Greenspace		Residential Units	Total GFA
	SF	AC	SF	AC	#	SF
1	85,872	2.0	32,244	0.7	70-110	126,000
2	50,636	1.2	8,248	0.2	60-90	98,000
3	93,874	2.2	26,890	0.6	80-130	205,000
4	189,124	4.3	48,235	1.1	180-270	336,000
5	78,164	1.8	40,540	0.9	50-70*	95,000
6	85,462	2.0	24,449	0.6	40-60	120,000
7	46,073	1.1	15,094	0.3	20-40	70,000
8	88,168	2.0	20,358	0.5	40-50	90,000
9	94,211	2.2	22,639	0.5	30-40	90,000
10	59,362	1.4	8,407	0.2	10-12	39,000
A	14,097	0.3	0.0	0.0		
B	11,090	0.3	0.0	0.0		
C	10,951	0.3	10,951	0.3		
	907,083		258,056			
Total		21		6	580-940	1,269,000



Public Realm

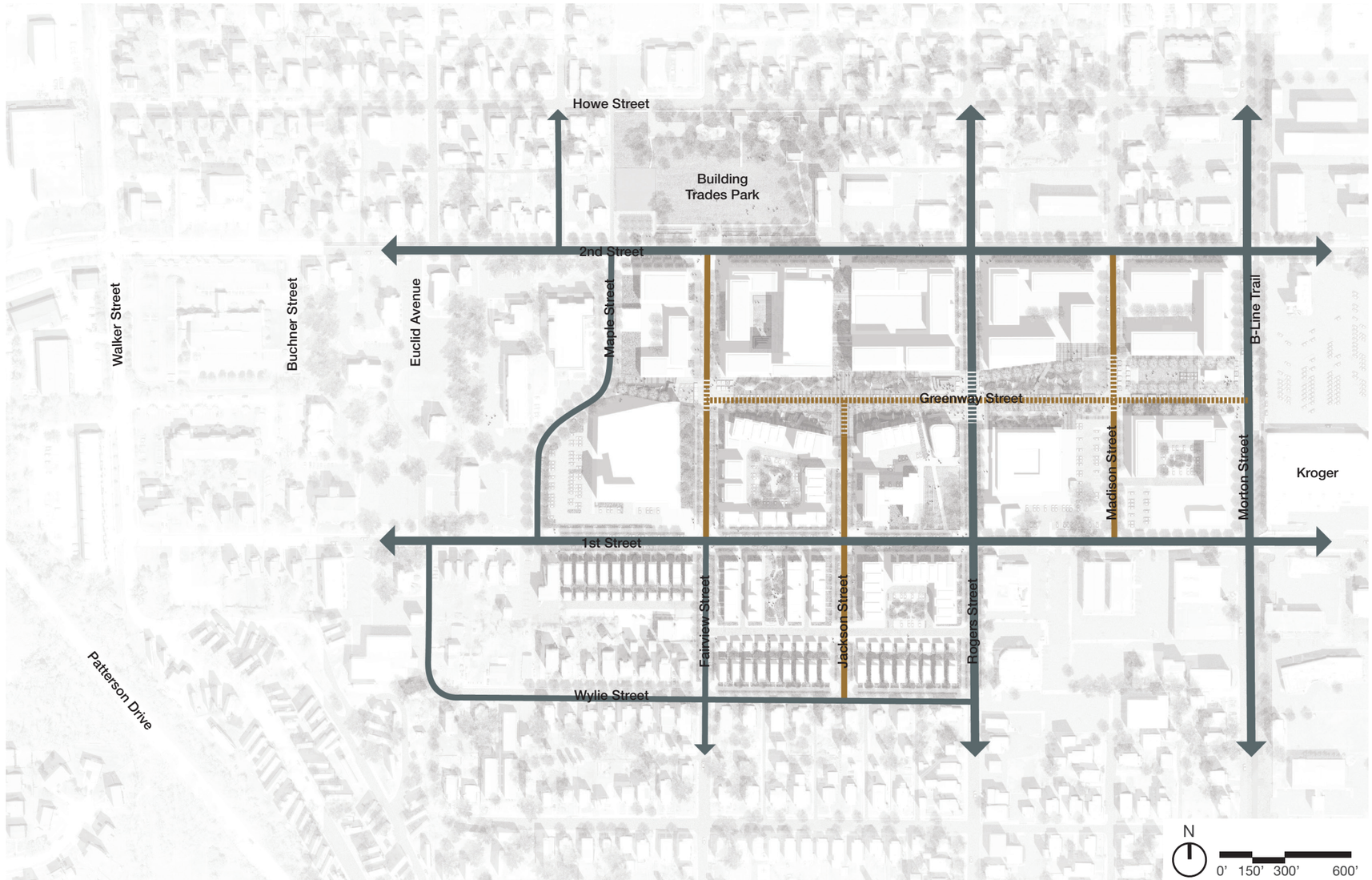
Contribute to the network of public space that encourages people to spend time outdoors, together

- The redevelopment site is strategically located along the B-Line Trail and across from the Building Trades Park. There is the opportunity to enhance the connections between the new development and these existing assets.
- This can be done with the improvement and creation of a series of complete streets, connecting neighborhoods together and encouraging walkability
- A larger move is the implementation of the new east/west Greenway. Through the creation of a series of well-scaled, landscaped spaces along the length of the development area, a new amenity emerges linking the buildings to nature
- Consider improvements to Building Trades Park to enhance the space and draw from users

Street Network

Improve and create a series of great streets that will reconnect the grid and the surrounding communities

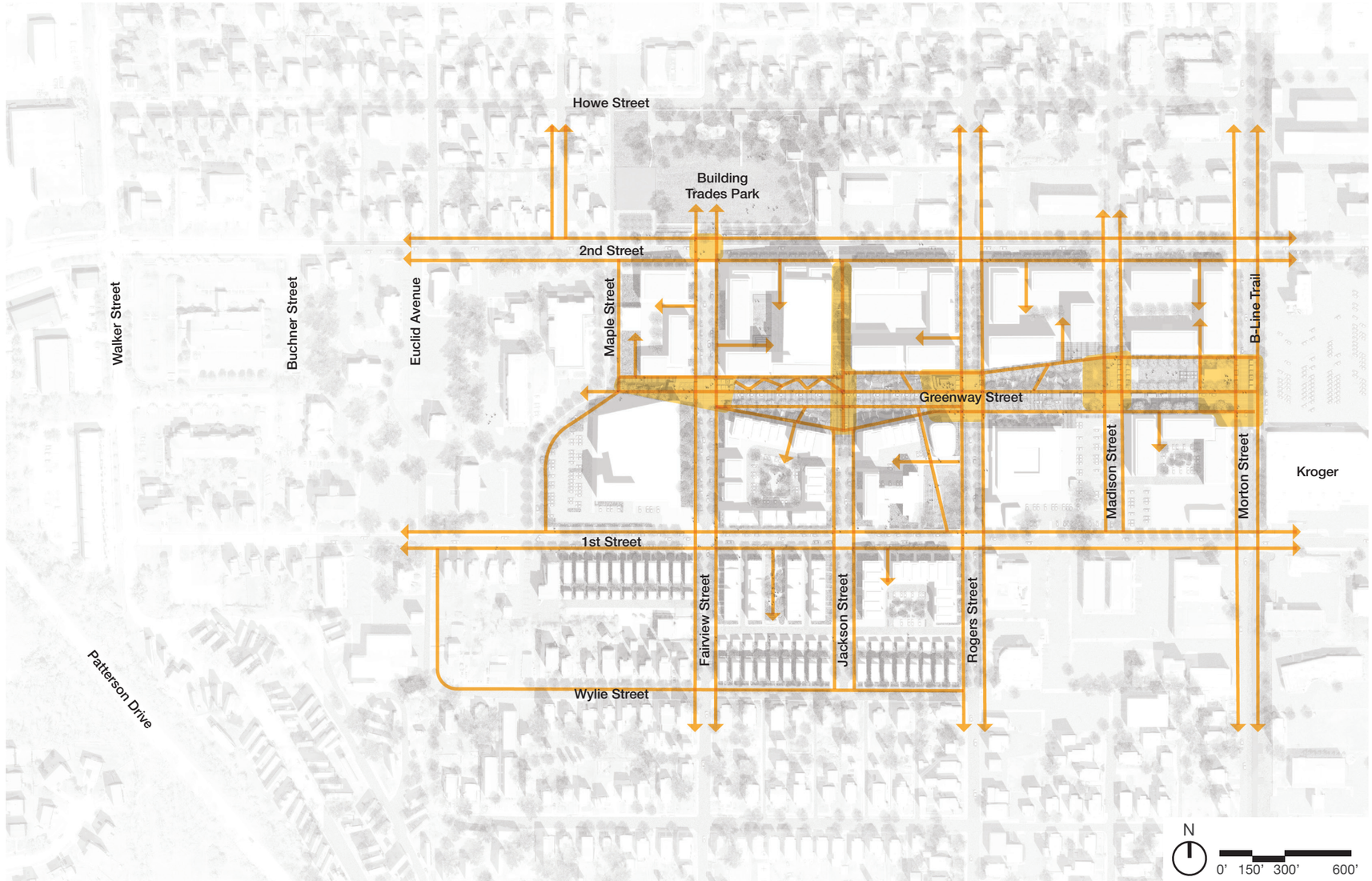
- Critical to the success of the public realm framework is the design of people-first streets that promote a livable, walkable neighborhood through human-scaled streets and sidewalks that reconnect the street grid
- The Master Plan proposes a series of improved existing streets and new streets that provide safe and comfortable pedestrian space, accessibility for all mobility types, buffered bike facilities, slow vehicular traffic, manage stormwater, and increase tree canopy
- The street network for the Hospital Site reconnects the urban fabric with McDoel Gardens, Prospect Hill, and the city beyond.
- The design of new streets and the improvement to existing streets should follow the goals set forward by the 2019 City of Bloomington Transportation Plan
- Recommended streets for improvement include: 2nd Street, 1st Street, Wylie Street, Morton Street, Rogers Street, Fairview Street and Maple Streets
- Proposed new streets include: Fairview Street from 1st Street to 2nd Street, Greenway Street between Morton and Fairview Streets, Jackson Street from Wylie Street to Greenway Street, and Madison Street between 1st and 2nd Streets



Pedestrian Connectivity

Prioritize the pedestrian and the creation of people-first street design to connect the neighborhoods

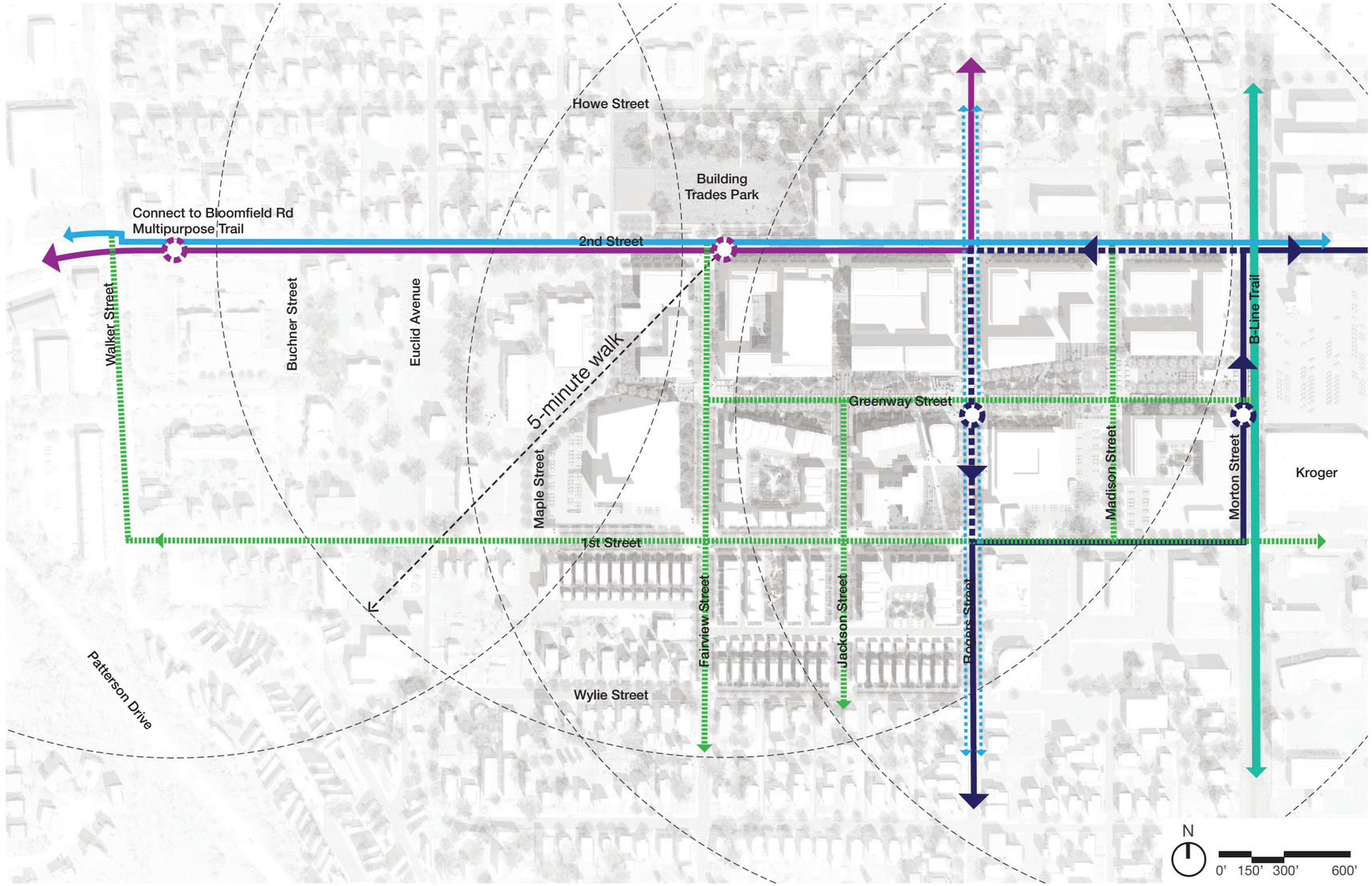
- Blocks should be permeable to allow for walkability through the site
- The use of raised plazas at key intersections is desired to promote safety and connectivity
  - The intersection of 2nd Street and Fairview Streets should be prioritized to encourage pedestrian traffic between the new development and the existing Building Trades Park and Prospect Hill neighborhood
  - Intersections along the new Greenway Street should be treated specially in order to prioritize the pedestrian and encourage slow moving traffic
- New street right-of-ways should be designed to provide tree canopy, plantings, and gracious sidewalks to promote walkability throughout the development.
- Existing street right-of-ways should be enhanced to provide the same elements where possible to prioritize the pedestrian



Bicycle + Transit

Prioritize alternatives to driving within the development, with the long-term goal of becoming car-free

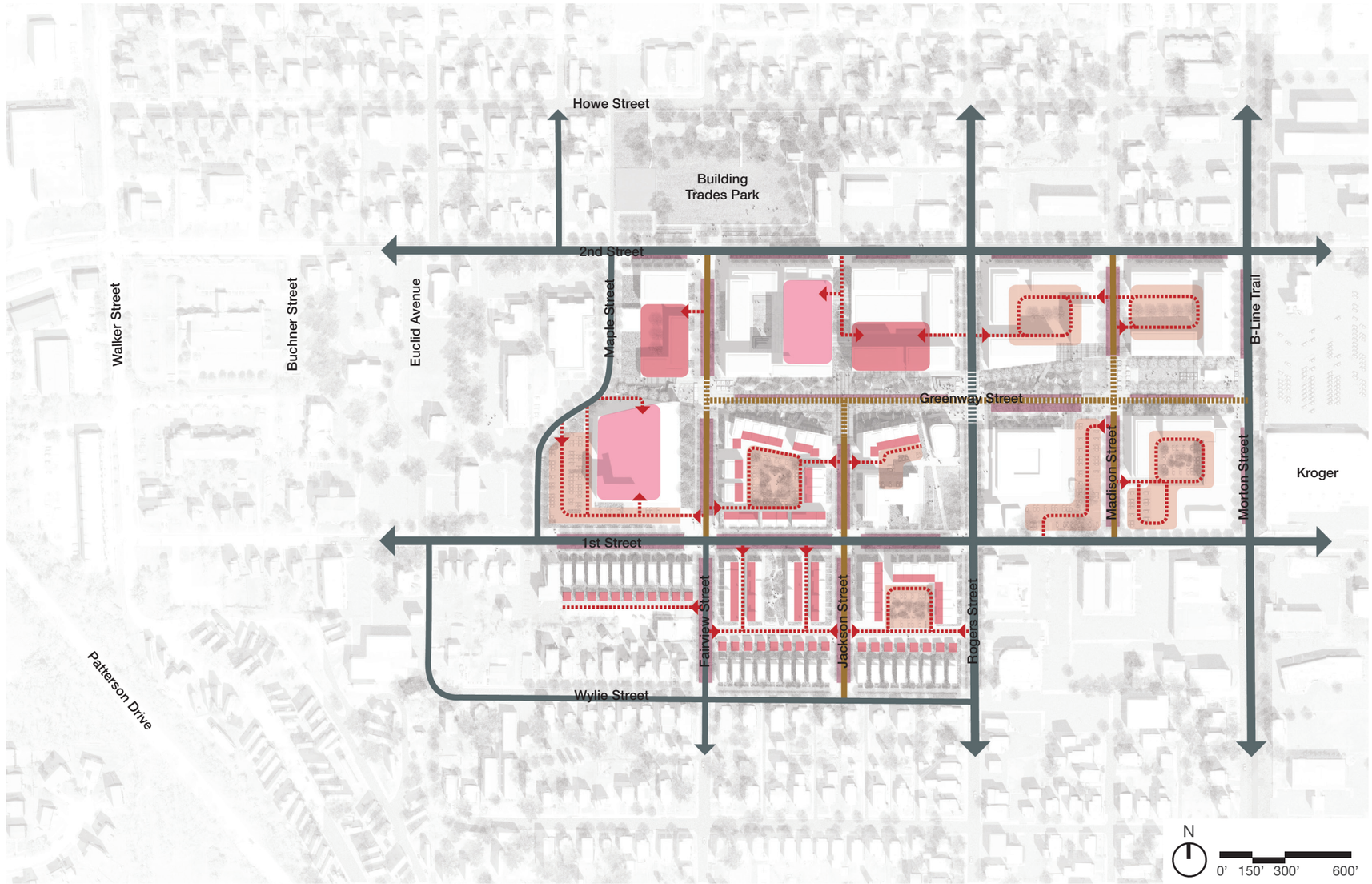
- Streets should be designed to prioritize cyclists in addition to pedestrians
  - Higher traffic streets should have dedicated bike lanes or bikeways, while lower traffic local streets can have shared travel lanes with the addition of traffic calming features
  - With the help of a road diet, 2nd Street can accommodate a two-way bikeway on the northern side of the street section. Cyclists can enter the bikeway from the B-Line Trail and use 2nd Street to connect to the Bloomfield Road Multipurpose Trail to the west linking to the Twin Lakes Sports Complex and other destinations
- Every area of the development should be within a 5-minute walk to transit.
- The bus stop on 2nd Street should be realigned with the new Fairview Street, while the bus stop on Morton Street should be realigned with the new B-Line Plaza
- New bus stop locations should be considered at the intersection of Rogers and the Greenway, and at the western edge of the 76-acre site to be rezoned



Access + Parking

Reduce parking needs through shared parking strategies, make on-street parking zones flexible for other uses, and hide surface lots

- Existing IU Health Parking Garage on 2nd Street has 480 spaces and can be utilized as shared parking for the development. Structure will need updates per the Facility Assessment performed by Arsee Engineers
- Potential for shared parking in the existing IU Health structure on 1st and Maple Street
- Potential for below grade structure on the Northeast portion of the site where the grade is higher
- Each block should accommodate parking for residents.
  - Midrise multi-family parking can occur on surface lots internal to the block, partially under the ground level and/or in structured parking internal to the block.
  - Low-rise multi-family and attached single family homes can accommodate parking with a garage on the ground level of the buildings, as well as internal to the block
  - Detached single family homes should provide parking at the rear of the structure either a detached garage or pad
- On street parking should be provided along streets where possible to accommodate visitors to the neighborhood
- Surface parking should utilize permeable pavement



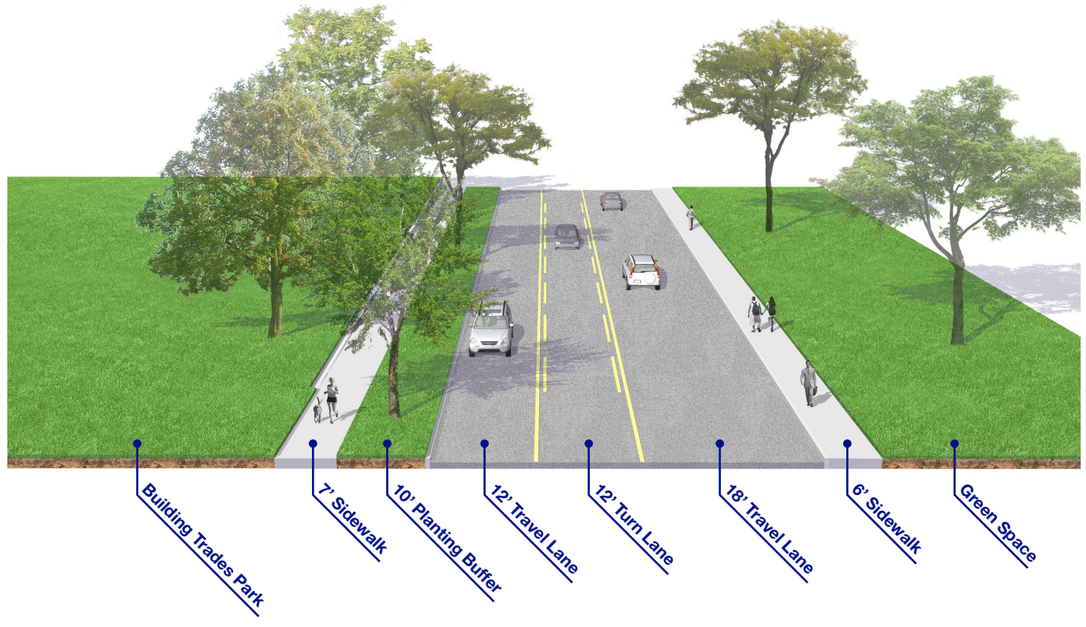
Street Network
2nd Street

Traffic calming and increased pedestrian and bicycle connectivity along 2nd Street are key proposals for the public realm framework. Existing challenges with 2nd Street today include wide travel lanes, fast moving traffic, limited pedestrian space, no bicycle space, and poor experience and safety concerns for pedestrians. The typical existing conditions of 2nd Street include a travel lane in each direction with a combined direction turn lane between. Proposed 2nd Street improvements include decreasing the roadway width to a single lane roadway with parallel parking.

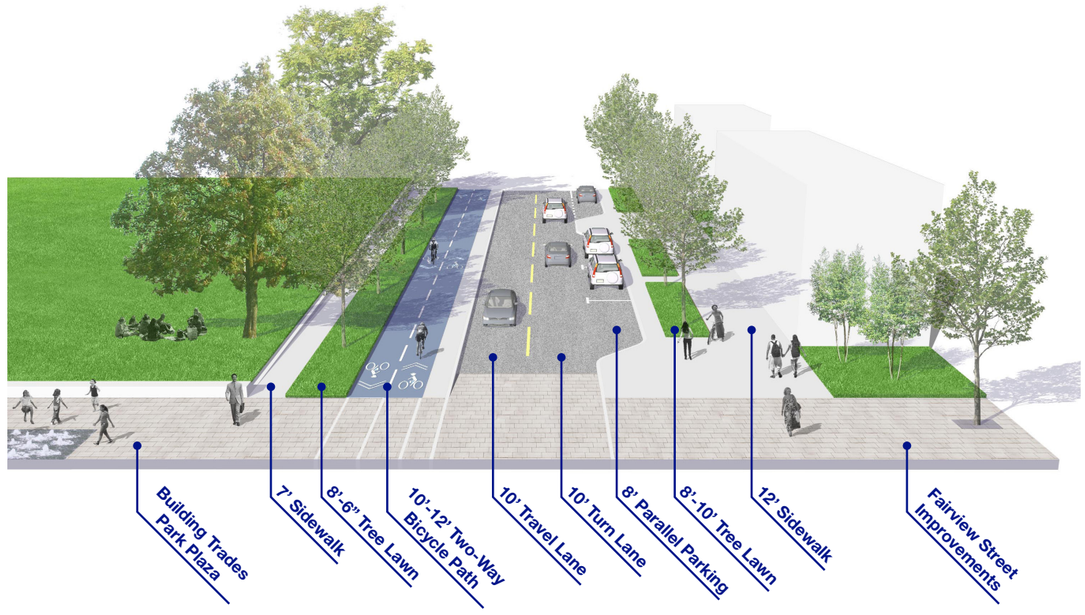
A 10'-12' wide two-way bicycle path has been incorporated at the north side of the street that would connect the B-Line Trail to an existing off-street bike path at Walker Street. A traffic study and further engineering will be necessary to confirm the 2nd Street design and intersection at Fairview Street and Building Trades Park.

Existing 2nd Street View

Existing 2nd Street



Proposed 2nd Street

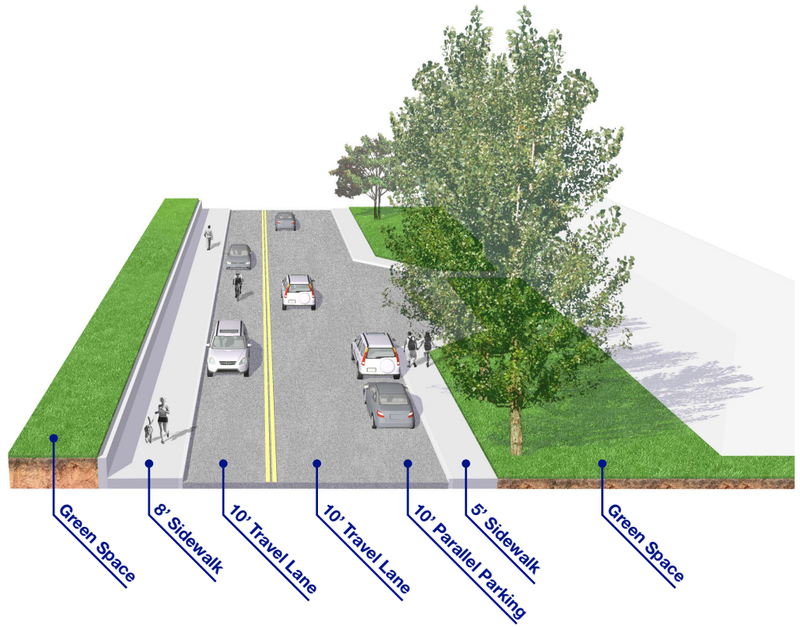


Street Network
Rogers Street

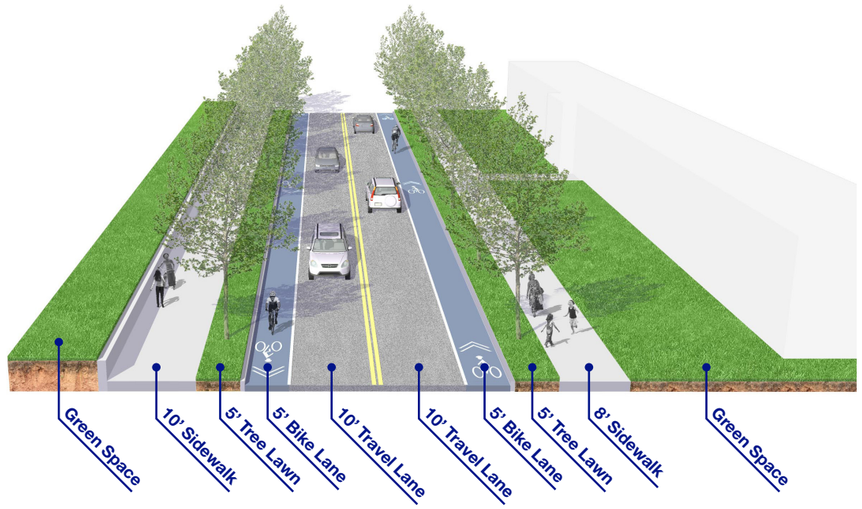
Traffic calming is proposed for Rogers Street as an important pedestrian corridor for the Master Plan. Today, limited pedestrian space and wide travel lanes make this street unsuitable for the proposed livable, walkable public realm. Through lane width reductions, introducing bike lanes, increased tree canopy, and wide sidewalks, Rogers Street will become a better urban and neighborhood connector.

Existing Rogers Street View

Existing Rogers Street



Proposed Rogers Street

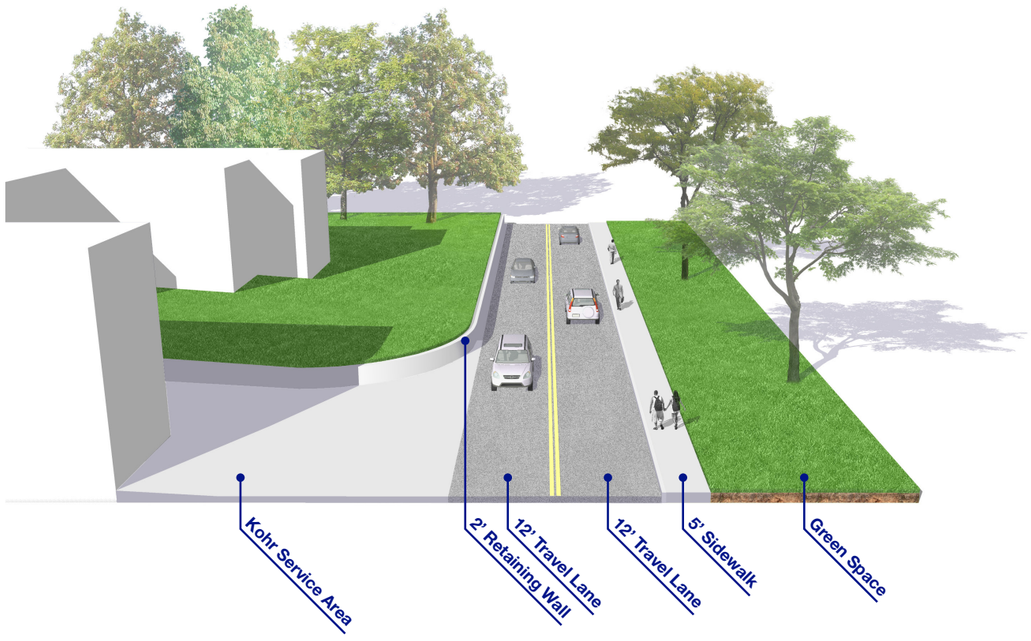


Street Network
1st Street

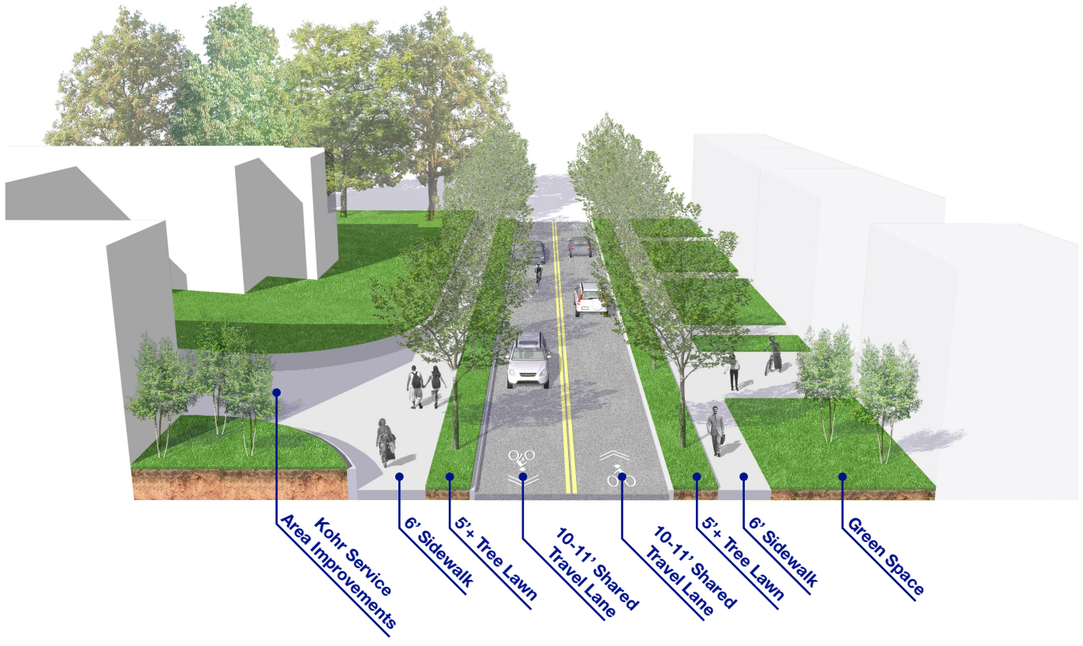
Today, 1st Street has little or no sidewalks through the Hospital Site. With safety and connectivity concerns, the proposed 1st Street calls for two-way shared vehicle and bike travel lane width reduction, parallel parking, increased tree canopy, and wider sidewalks to be a great neighborhood street.

Existing 1st Street View

Existing 1st Street



Proposed 1st Street

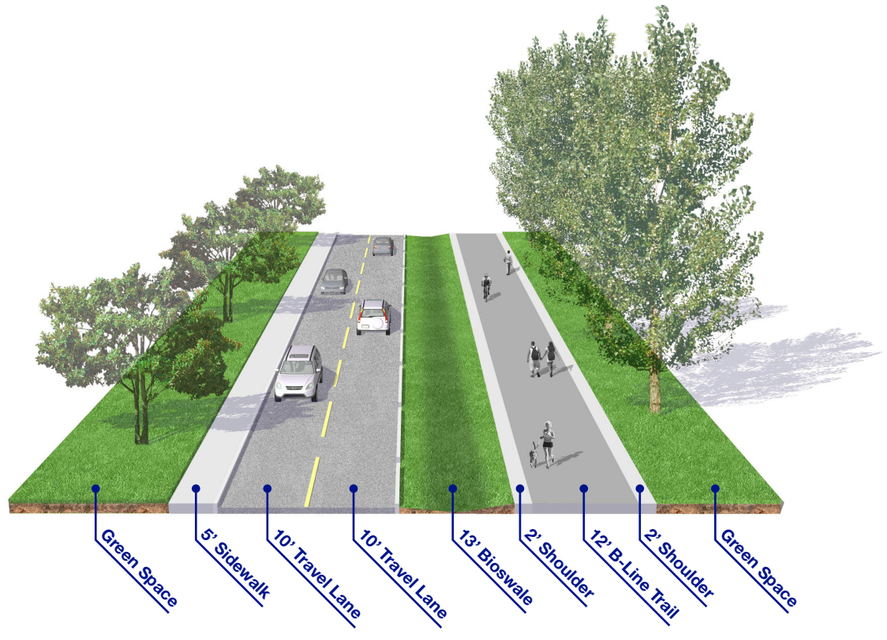


Street Network
Morton Street

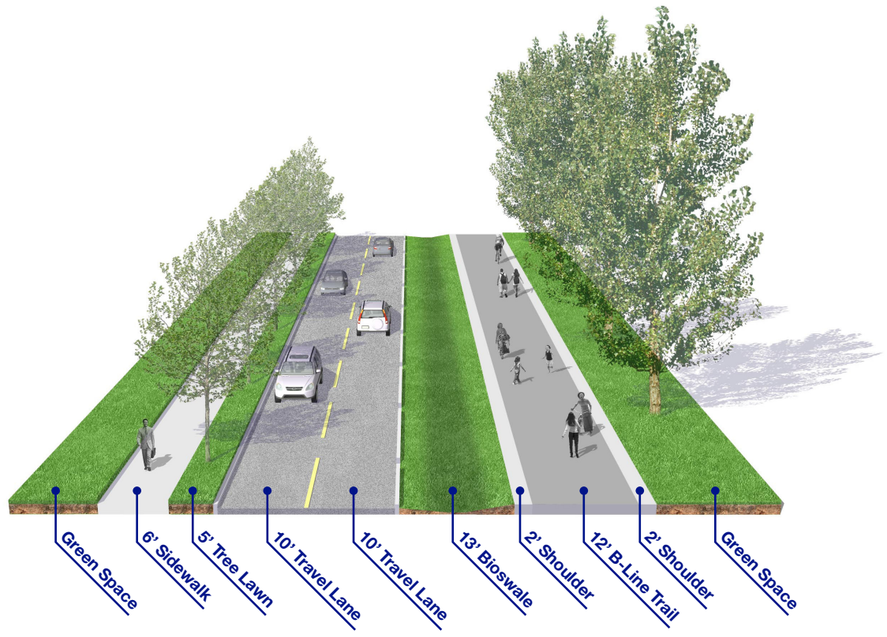
Morton Street already has desired travel lane dimensions. The B-Line Trail with parallel bioswale buffer run along the east side of the street. Proposed updates for Morton Street include improving the pedestrian condition along the west side of the street. Adding a tree lawn buffer next to the street and increasing the width of the sidewalk. Another important improvement along Morton Street will be the addition of connections linking the B-Line Trail to the new development.

Existing Morton Street View

Existing Morton Street



Proposed Morton Street



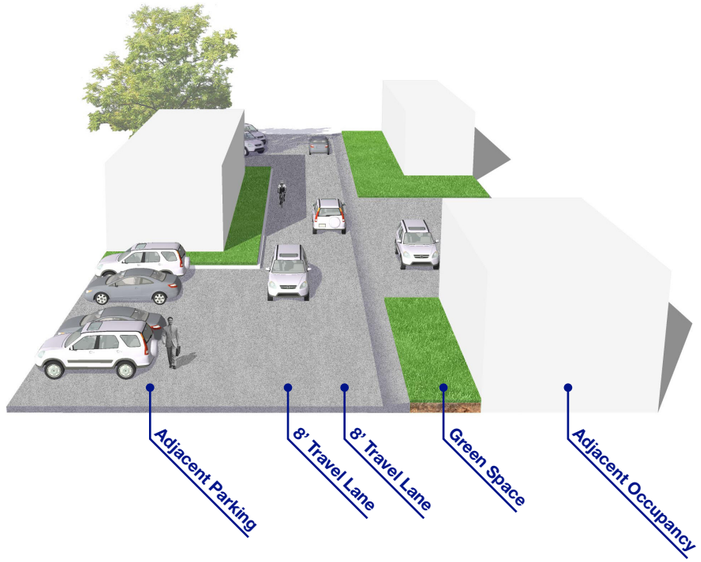
Street Network

New North-South Streets: Fairview, Jackson, Madison

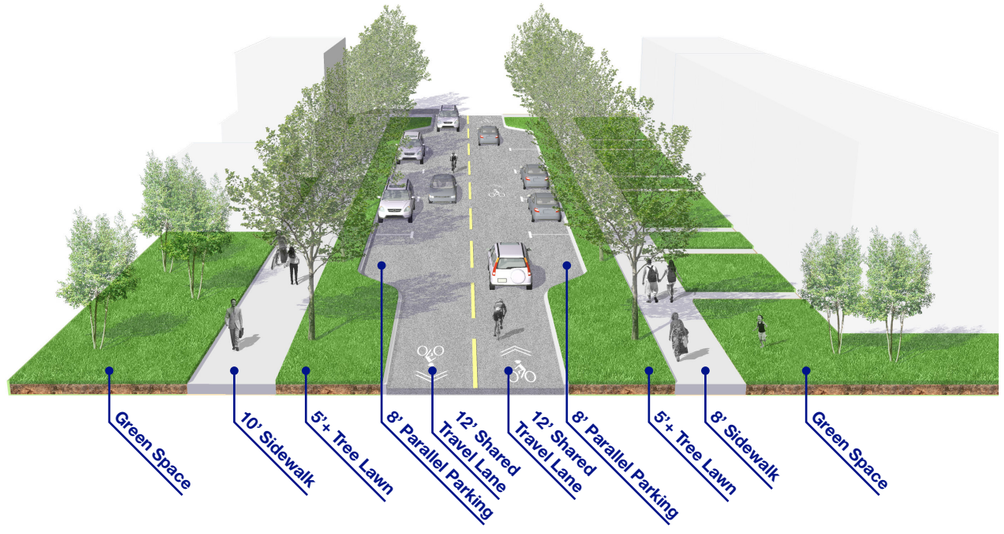
The new north-south streets are proposed to become key connectors through future development from Prospect Hill and Building Trades Park to the north to McDoel Gardens south of the Master Plan area. The proposed typical street section calls for two-way narrow shared vehicle and bike travel lanes, parallel parking, street tree planting, and sidewalks.

Existing Fairview Street View

Existing Fairview Street

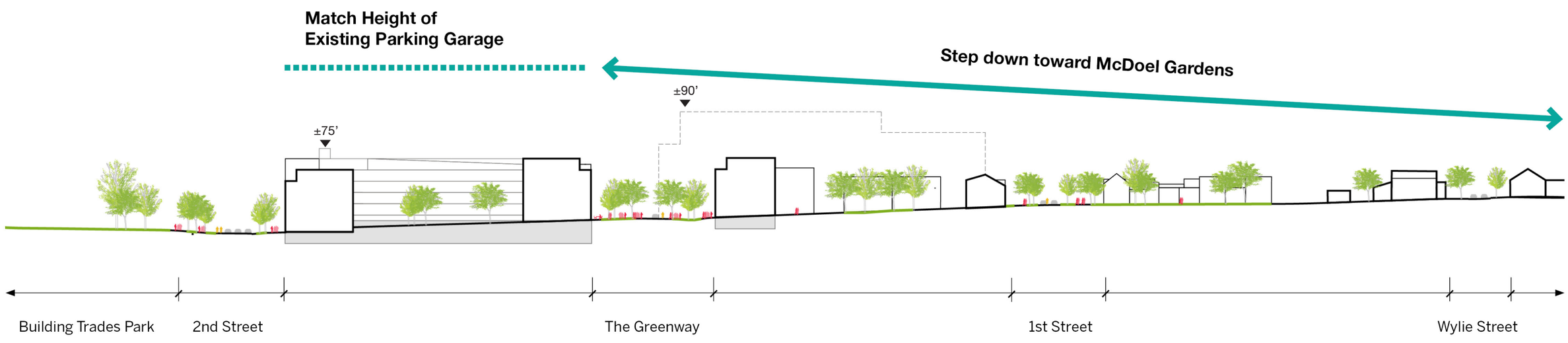


Proposed Fairview Street



Development Character

Plan for height along 2nd Street that steps down in scale towards the existing McDoel Gardens neighborhood



Development Character

The B-Line Plaza

An active community node along Bloomington's linear trail system

The Next Great Place to Live

A neighborhood that embraces diversity, sustainability, and people-first design

The 2nd Street Corridor

A vibrant mixed-use development connected to a great neighborhood park

4

Public Realm + Landscape Guidelines

Open Space Principles

Through an extensive public outreach effort, the Hospital Site Master Plan builds upon Bloomington resident values focusing on the character, experience, and connectivity of the public realm serving as a framework for future development.

The public realm is designed to connect people-first streets, plazas, gardens, and park spaces into a network of active, social public spaces throughout the development. Increased connectivity of trails, sidewalks, and bike lanes around and through the development will increase the vitality and vibrancy of the neighborhood.

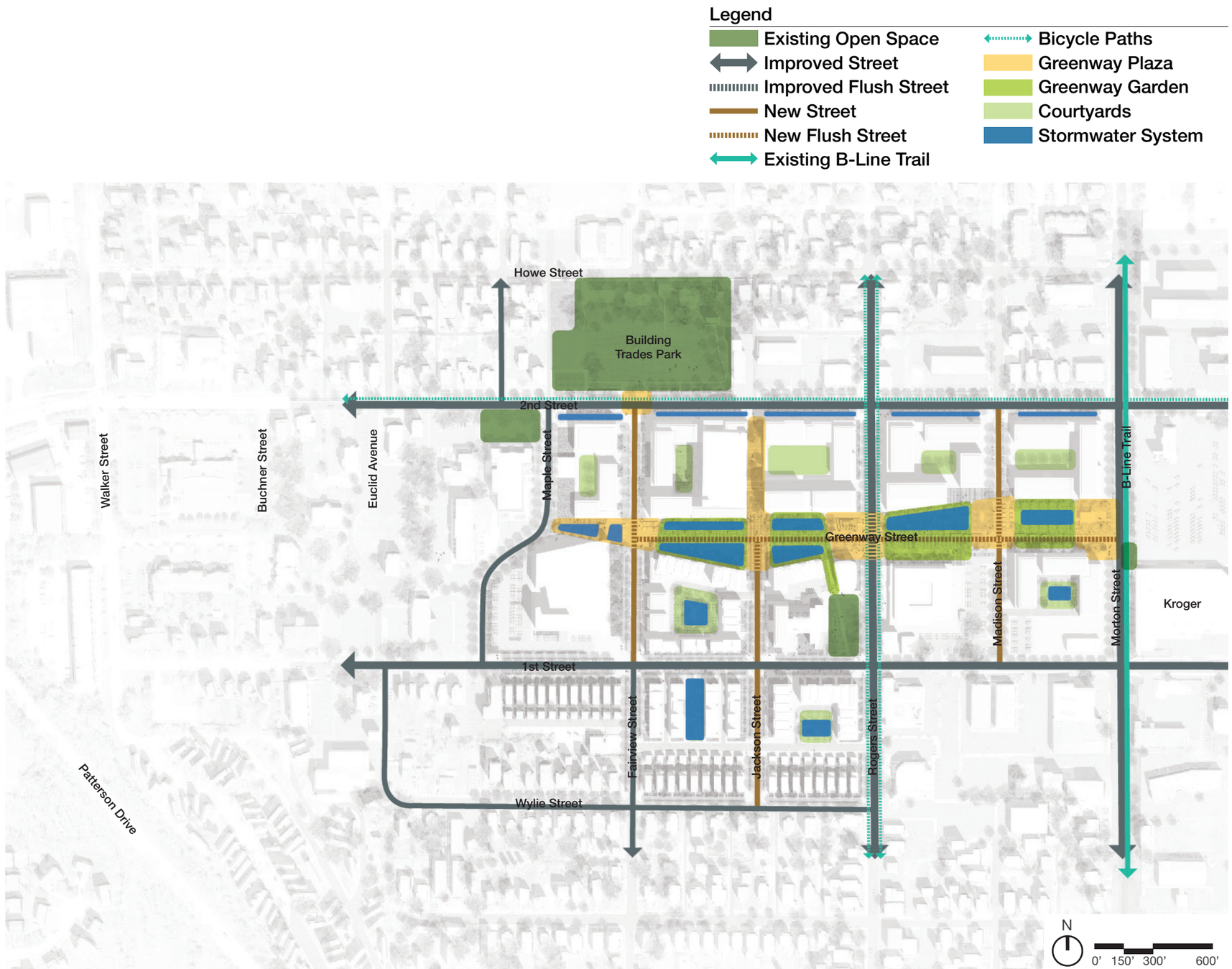
A diversity of public space types and scales are created to contribute to a lively mix of uses, flexibility and adaptability, and increased programming and activation potential. A public realm framework that is diverse and well connected will be more welcoming and inclusive.

With sustainability as a driver for the public realm framework, all stormwater is managed on site. The east-west shared Greenway Street serves as an ecological corridor increasing habitat and promoting stormwater infiltration. The connected public spaces are designed to serve as infrastructure creating social vitality and cultural vibrancy with a robust ecology.

Public Realm Character

Within the street network, the public realm framework leverages existing open space assets such as the B-Line Trail, Building Trades Park, and the landscapes in front of the Kohr Building and Hunter School. A significant new east-west shared Greenway Street is proposed through the middle of the development connecting the B-Line Trail west through a series of public plazas and garden spaces that are the social heart of the neighborhood.

The shared Greenway Street connects a mix of vibrant active social plazas with intimate gardens that provide ecological habitat and stormwater management. Within each block, green courtyards are proposed to extend the public realm character to the interior of each development block.



Public Realm Character

Streets

Complete street design is utilized as an approach to prioritize space for pedestrians, cyclists, and landscape. The east-west shared Greenway Street is designed to be flush with no curbs to allow for seamless pedestrian connection across the street. This street type functions day-to-day as a public plaza that can be closed to cars for programming and events.

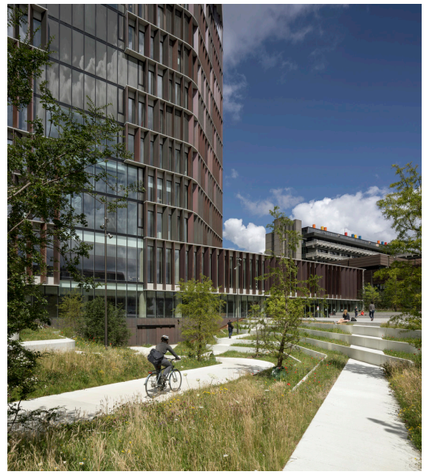
Public Realm Character

Plazas

The plazas are located at key street intersections, the B-Line Trail gateway, and along active building ground floor edges. Each plaza is designed to be unique with elements that encourage gathering, social connection, public art, and diverse programming and activation. Through engaging and expressive paving, seating, planting, and water elements, the plazas become the social heart and identity of the neighborhood.

Public Realm Character
Gardens

Public gardens are integrated across the plan to connect plazas through more intimate, lush green spaces. The gardens utilize local, native planting and manage stormwater through a series of urban wetlands. The public garden spaces are located mid-block where primary private entries or residential spaces on building ground floors interact with the landscape.



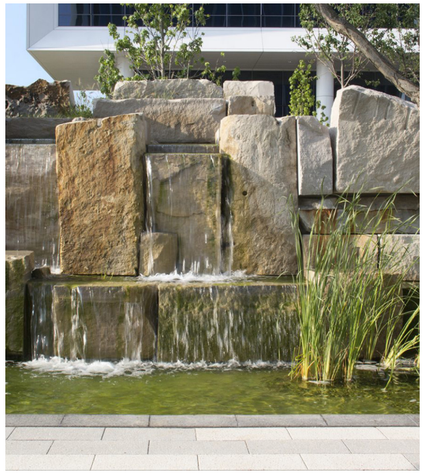
Public Realm Character
Courtyards

Throughout the plan, public private courtyards are proposed to provide green connections from the public realm to the interior of each block. The courtyards are designed to be primarily green space balancing active and passive recreation with amenities for respite, play, and growing food.

Public Realm Character

Water Feature

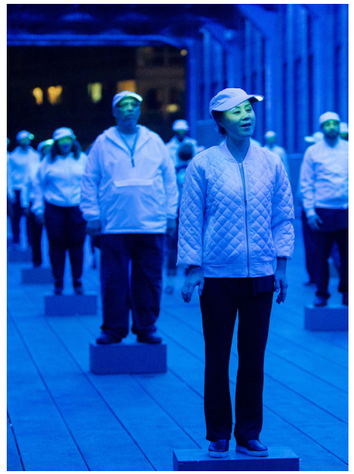
A connected water feature system is integrated through the east west shared Greenway Street. This meandering wetland garden is imagined to serve as bioretention to manage stormwater for the development. Accessible bridges, pathways, seating, and terraces are integrated along the wetland garden. At key plaza locations, the wetland garden transforms into an interactive water feature with limestone recalling the history and geology of Bloomington and materiality of the former hospital.

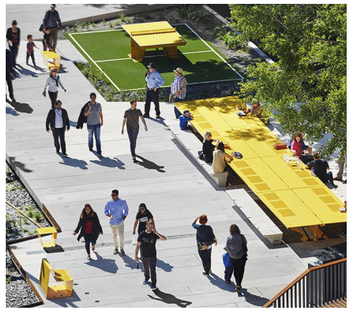


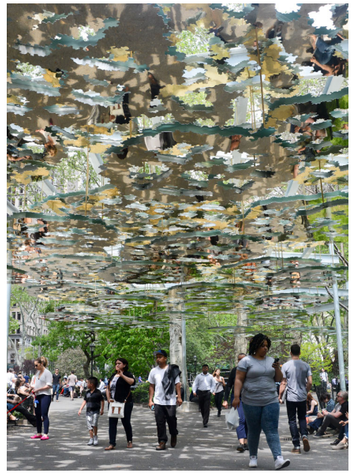
Public Realm Character

Public Art

Public art should be considered integral to a holistic public realm experience. This redevelopment should curate and design a public art experience that is innovative, represents the identity of the development, neighborhood, and city, and challenges the perspective and understanding of the city through thoughtful design and social art practice. The public art should tell a story, be layered with meaning, and have the ability to transform one's understanding and perception of the built environment. The character and type of public art should not just be "plop sculpture" but rather transcend traditional disciplinary definitions of art, performance, architecture, landscape, and infrastructure in order to implement a public art program that is varied in scale, time, medium, and material.

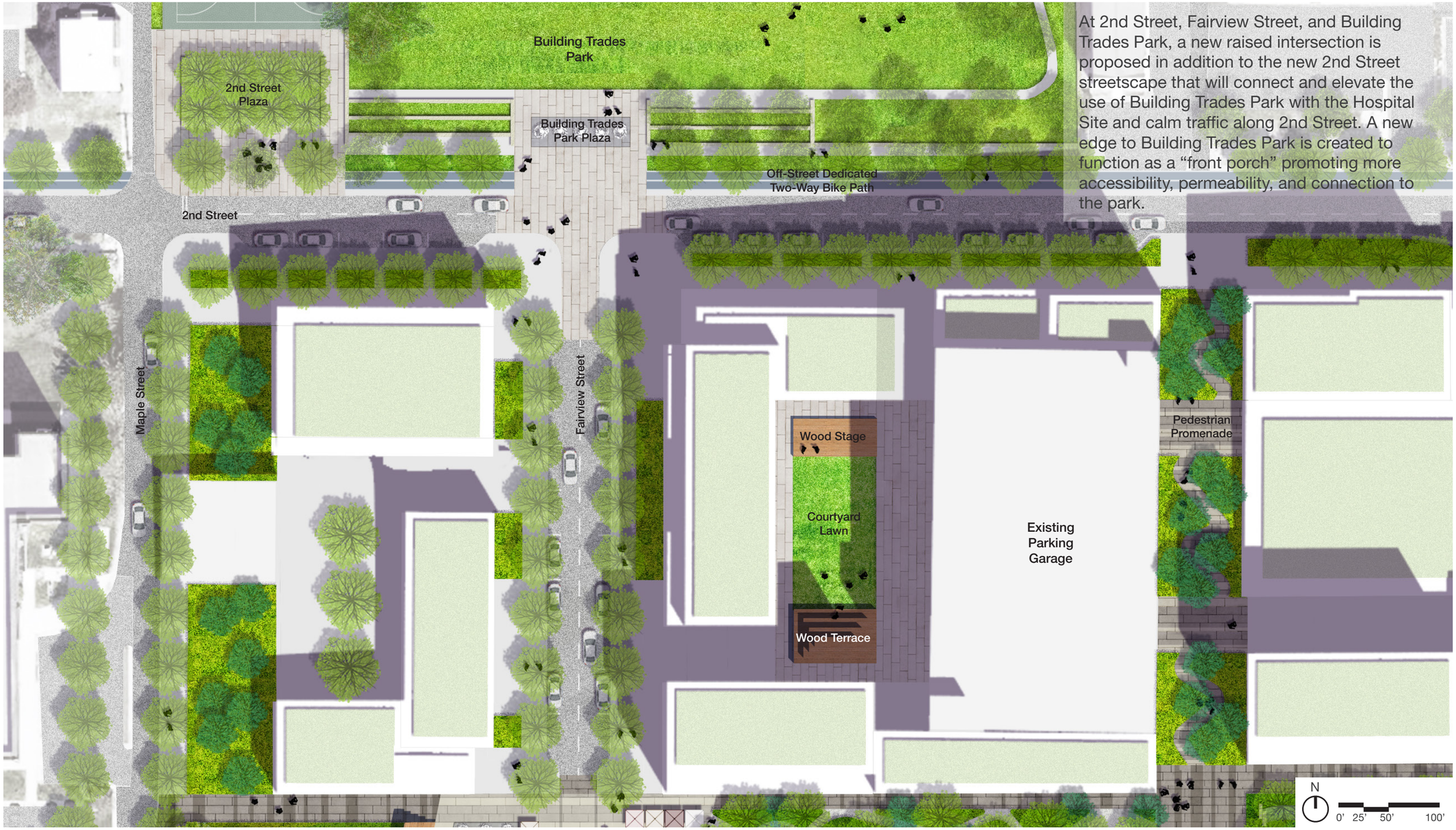






Site Illustrative

Site Enlargement

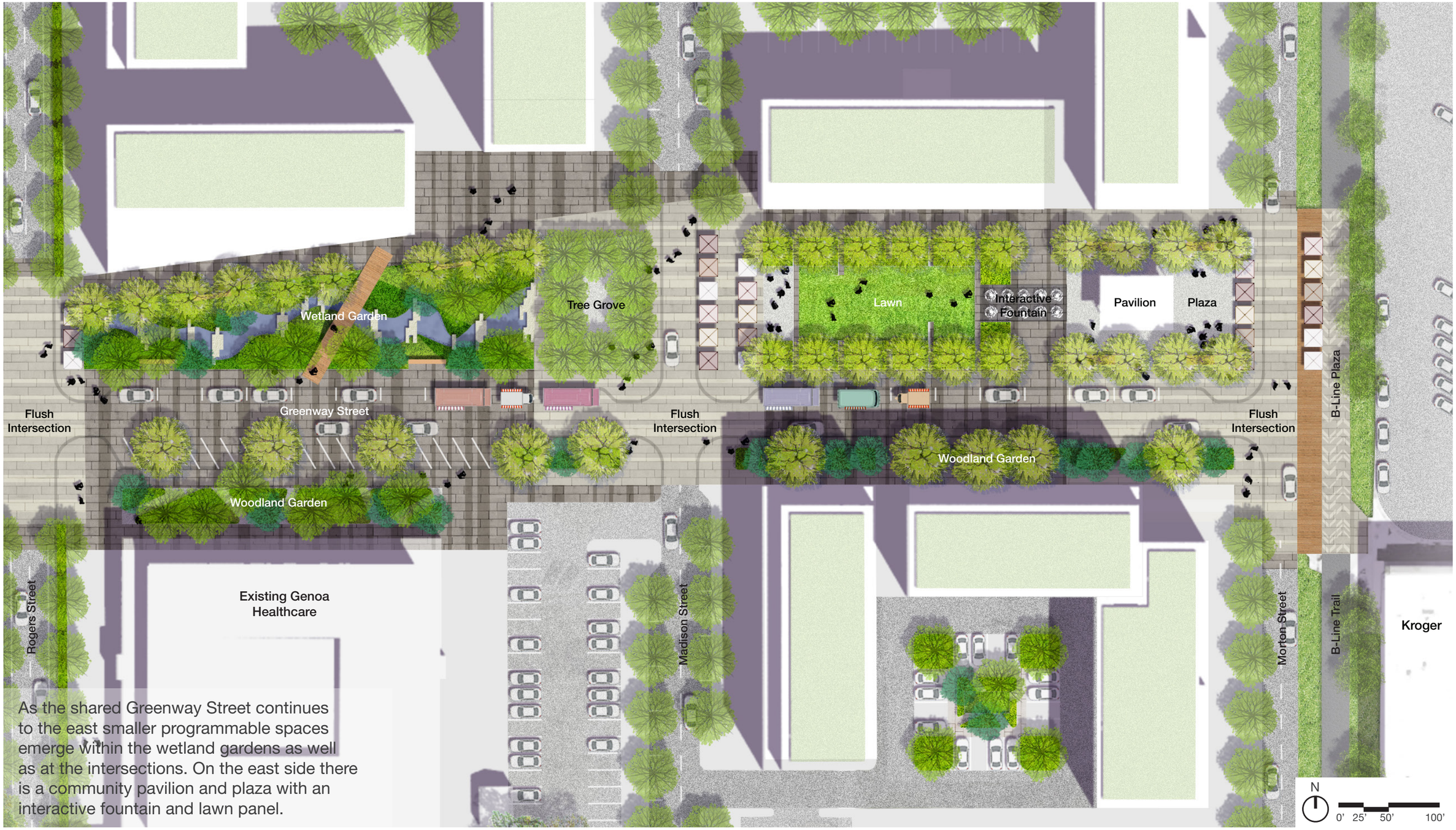


At 2nd Street, Fairview Street, and Building Trades Park, a new raised intersection is proposed in addition to the new 2nd Street streetscape that will connect and elevate the use of Building Trades Park with the Hospital Site and calm traffic along 2nd Street. A new edge to Building Trades Park is created to function as a “front porch” promoting more accessibility, permeability, and connection to the park.

Site Enlargement

The east west shared Greenway Street is a flush street that functions as a public plaza and linear wetland garden. On the west side there is a public overlook at the high point of the site and on the east side a new gateway plaza at the B-Line Trail. A series of garden spaces and public gathering spaces serve as connections and destinations moving through the street.

Site Enlargement



As the shared Greenway Street continues to the east smaller programmable spaces emerge within the wetland gardens as well as at the intersections. On the east side there is a community pavilion and plaza with an interactive fountain and lawn panel.

Planting Areas

The ground plane is defined by three distinct areas of planting typologies: lawn, perennial and shrubs, and wetland gardens, with the addition of green roofs elevated above the Greenway.

The lawns are characterized by key panels of multi-functional open space planted with climate-appropriate turf grass species. The lawn panels can be utilized as informal areas for the community to gather, programmed events throughout the year, as well as temporary pop-up installations.

The perennial and shrub planting areas are defined by the wild Indiana plant communities they reflect. These areas blend seamlessly whether comprised of plant species grown best in sun or species grown best in shade.

The wetland garden are comprised of native plant species that flourish within standing water as well as on the margins and sloped banks of stream beds.

The green roofs are characterized by being designed as either intensive or extensive green roofs, depending on the depth of soil that the buildings can structurally support.

An intensive green roof can support the growth of a wide range of plants, including shrubs and small trees. An extensive green roof can only accommodate a selection of drought-tolerant plants with shallow roots systems.

Planting Areas

Character and Precedents

All of the planting areas are comprised of species selected from native plant communities around the state of Indiana. The character of the landscape areas reflect the planting palettes that occur naturally in the wild. Planting species classified as invasive in Indiana and the Midwest are prohibited. Invasive plant species spread quickly and can displace native plants, prevent plant growth, and reduce the quality and quantity of native habitats.

Perennials and Grasses

Planting species should be grouped with the color, form, and texture in mind. Care should be taken to make sure the characteristics of each species complement or contrast well with adjacent plantings.

Wetland

The wetland gardens can be characterized by large swathes of grasses punctuated by flowering perennials.

Parking Lot

The parking lot plantings should be designed to accommodate and manage stormwater runoff from the adjacent paved surfaces. Choosing plant species that are tolerant of urban pollution and salts is key.

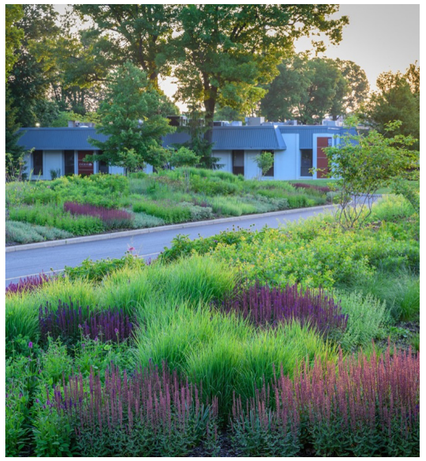
Lawn

As a result of the varying activity that the lawn areas will see, turf grass species that can accommodate a large amount of foot traffic is fundamental.

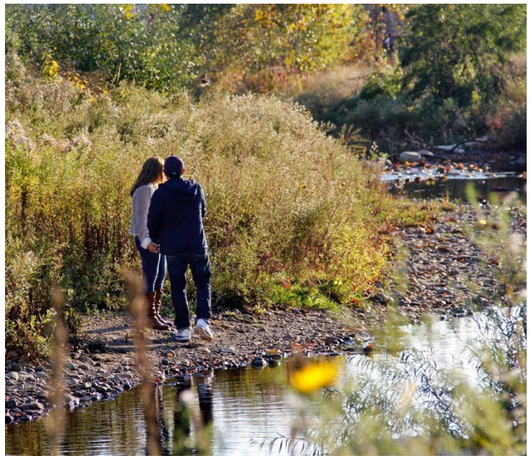
Green Roof

The green roofs play an important role in mitigating solar heat gain of the buildings within the development. Priority should always be given to intensive green roofs, especially when human interaction is possible.

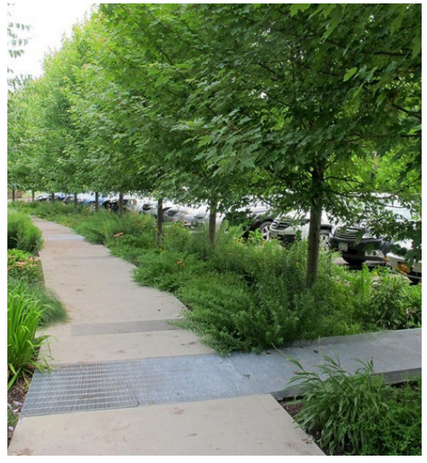
Perennial and Grasses Precedents



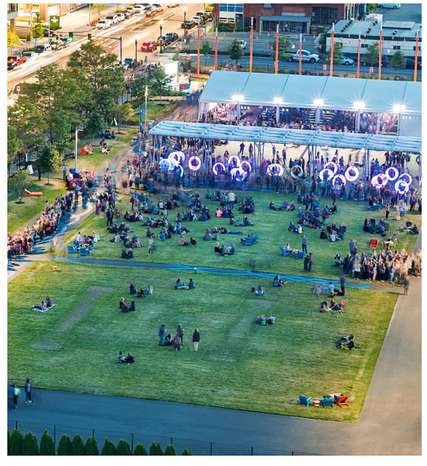
Wetland Precedents



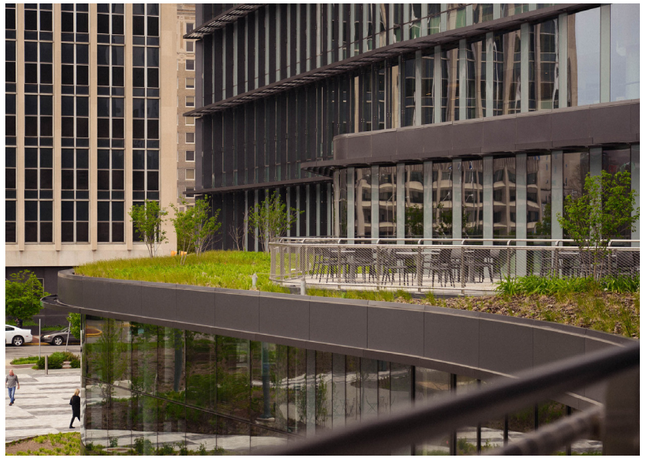
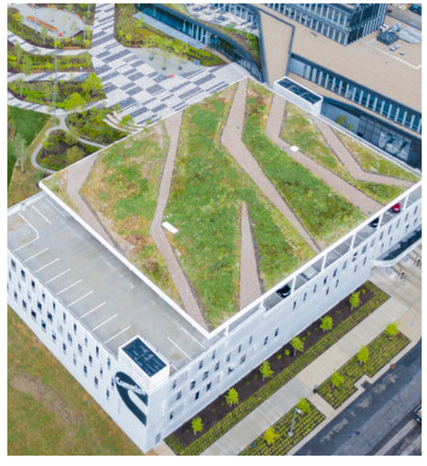
Parking Lot Precedents



Lawn Precedents



Green Roof Precedents

Planting Areas

Species Recommendations

All planting species must be compliant with the Unified Development Ordinance 20.04.080 Landscaping, Buffering, and Fences permitted plant species. No prohibited plant species are allowed.

Shrubs

Aronia melanocarpa - Black Chokeberry*
- 'Autumn Magic'
- 'Morton' (Iroquois Beauty)

Ceanothus americanus - New Jersey Tea*
Cephalanthus occidentalis - Buttonbush*
- 'Bailoptics'

Corylus americana - American Hazelnut*
Hamamelis virginiana - Eastern Witchhazel*
Hydrangea arborescens - Smooth Hydrangea*
- 'Annabelle'

Ilex glabra - Inkberry
Ilex verticillata - Common Winterberry*
- 'Red Sprite' (needs male pollinator)
- 'Jim Dandy' (male pollinator)

Itea virginica - Virginia Sweetspire*
- 'Henry's Garnet'

Juniperus communis - Common Juniper*
Lindera benzoin - Spicebush*
- 'Xanthocarpa'

Physocarpus opulifolius - Common Ninebark*
- 'Center Glow'
- 'Coppertina'
- 'Summer Wine'

Prunus pumila - Sand Cherry*
Rhus aromatica - Fragrant Sumac*
- 'Gro-Low'

Rhus glabra - Smooth Sumac*
Salix discolor - Pussy Willow*
Sambucus canadensis - Elderberry*
Symphoricarpos orbiculatus - Coralberry*
Vaccinium corymbosum - Highbush Blueberry*
Vaccinium pallidum (vacillans) - Blue Ridge Blueberry*
Viburnum acerifolium - Mapleleaf Viburnum*
Viburnum dentatum - Arrowwood Viburnum*
- 'Christom' (Blue Muffin)

Viburnum lentago - Nannyberry Viburnum*
Viburnum prunifolium - Blackhaw Viburnum*
- 'Early Red'

Perennials

Aquilegia canadensis - Red Columbine*
- 'Corbett'

Asclepias incarnata - Swamp Milkweed*
- 'Cinderella'
- 'Ice Ballet'

Asclepias syriaca - Common Milkweed*
Asclepias tuberosa - Butterfly Weed*
- 'Hello Yellow'

Baptisia australis - Blue Wild Indigo*
Coreopsis tripteris - Tall Coreopsis*
Dalea purpurea var. *purpurea* - Purple Prairie Clover*
Delphinium tricorne - Woodland Larkspur*
Echinacea purpurea - Purple Coneflower*
- 'Magnus'
- 'White Swan'

Eutrochium maculatum - Spotted Joe Pye Weed*
Geranium maculatum - Wild Geranium*
Helenium autumnale - Autumn Sneezeweed*
Helianthus pauciflorus - Prairie Sunflower*
Heliopsis helianthoides - Smooth Oxeye*
Lespedeza violacea - Violet Lespedeza*
Liatris aspera - Rough Blazing Star*
Liatris pycnostachya - Prairie Blazing Star*
Liatris spicata - Blazing Star*
- 'Floristan White'
- 'Kobold Original'

Lobelia cardinalis - Cardinal Flower*
- 'Black Truffle'

Lobelia siphilitica - Blue Lobelia*
Mertensia virginica - Virginia Bluebell*
Monarda fistulosa - Beebalm*
- 'Claire Grace'

Penstemon digitalis - Beardtongue*
- 'TNPENDB' (Dakota Burgundy)
- 'Husker Red'

Phlox divaricata - Blue Phlox*
Phlox paniculata - Garden Phlox*
- 'Blue Flame'
- 'David'

Physostegia virginiana - Obedient Plant*
- 'Crystal Peak White'

Ratibida pinnata - Prairie Coneflower*
Rudbeckia fulgida var. *deamii* - Deam's Black-Eyed Susan*
Rudbeckia hirta - Black-Eyed Susan*
Rudbeckia laciniata - Cutleaf Coneflower*
- 'Autumn Sun'

Rudbeckia subtomentosa - Sweet Black-Eyed Susan*
- 'Henry Eilers'

Solidago caesia - Blue-Stemmed Goldenrod*
Solidago nemoralis - Gray Goldenrod*
Solidago rigida - Stiff Goldenrod*
Silene regia - Royal Catchfly*
Silene virginica - Fire Pink*
Stylophorum diphyllum - Celandine Poppy*
Symphyotrichum laeve - Smooth Aster*
Symphyotrichum shortii - Short's Aster*
Veronicastrum virginicum - Culver's Root*

Groundcovers

Anemone canadensis - Canada Anemone*
Asarum canadense - Wild Ginger*
Euonymus obovatus - Running Strawberry Bush*
Fragaria virginiana - Wild Strawberry*
Iris cristata - Dwarf Crested Iris*
- 'Powder Blue Giant'
- 'Tennessee White'

Phlox subulata - Creeping Phlox*
Mitchella repens - Partridge Berry*
Sedum ternatum - Wild Stonecrop*
Tiarella cordifolia - Foamflower

Ferns

Athyrium filix-femina - Common Lady Fern*
Dryopteris goldieana - Goldie's Wood Fern*
Dryopteris marginalis - Shield Fern*
Matteuccia struthiopteris - Ostrich Fern*
Osmundastrum cinnamomea - Cinnamon Fern*
Polystichum acrostichoides - Christmas Fern*

Grasses

Andropogon gerardii - Big Bluestem*
- 'Blackhawks'

Bouteloua curtipendula - Side-Oats Grama*
Carex muskingumensis - Muskingum Sedge*
Carex pensylvanica - Pennsylvania Sedge*
Chasmanthium latifolium - Northern Sea Oats*
Elymus virginicus - Virginia Wild Rye*
Panicum virgatum - Switch Grass*
- 'Cloud Nine'
- 'Shenandoah'

Schizachyrium scoparium - Little Bluestem*
- 'Standing Ovation'

Sporobolus heterolepis - Prairie Dropseed*

Vines

Bignonia capreolata - Cross Vine*
Campsis radicans - Trumpet Creeper*
- 'Flamenco'
- 'Flava'

Clematis virginiana - Virgin's Bower*

* Indiana Native

Tree Planting

The tree planting is defined by three categories: street trees, specimen canopy trees, and ornamental trees.

Street trees are fundamental in setting up the character and rhythm of the thoroughfares of the development. Refer to the requirements set forth in the City of Bloomington Tree Ordinance for specifics on species and best practices.

The trees located within the development that are not classified as street trees should be characterized as specimen canopy trees. As these trees are located within the larger planting areas of the Greenway, these trees provide a vertical continuation of the character of the ground plane plant palette.

The ornamental trees play a leading role in the seasonal aesthetic of the Greenway. Tree species should be chosen to complement the ground plane as well as the specimen canopy trees while also bringing flowering and fruiting interest throughout the year.

A full list of recommended tree species can be found on the following pages.

Tree Planting

Species Recommendations

All planting species must be compliant with the Unified Development Ordinance 20.04.080 Landscaping, Buffering, and Fences permitted plant species. No prohibited plant species are allowed.

Street Tree | Small Species

Height under 25 feet at maturity

1. *Amelanchier canadensis* - Shadblow Serviceberry
2. *Amelanchier laevis* - Allegheny Serviceberry*
3. *Cercis canadensis* - Eastern Redbud*
4. *Cornus florida 'Cherokee Princess'* - Cherokee Princess Flowering Dogwood*
5. *Crataegus crus-galli* 'Inermis' - Thornless Hawthorn*
6. *Crataegus phaenopyrum* - Washington Hawthorn*
7. *Crataegus viridis* 'Winter King' - Winter King Hawthorn*

Street Tree | Medium Species

Height of 25-45 feet at maturity

8. *Acer rubrum* 'Autumn Flame' - Autumn Flame Maple*
9. *Amelanchier arborea* - Downy Serviceberry*
10. *Carpinus caroliniana* - American Hornbeam*
11. *Cladrastis lutea* - Yellowwood*
12. *Ostrya virginiana* - Hophornbeam*

Street Tree | Large Species

Height of 45+ feet at maturity

13. *Acer rubrum* - Red Maple*
14. *Acer saccharum* - Sugar Maple*
15. *Celtis laevigata* - Sugarberry*
16. *Celtis occidentalis* - Hackberry*
17. *Fagus grandifolia* - American Beech*
18. *Gleditsia triacanthos* var. *inermis* - Honeylocust*
    a. 'Imperial'
    b. 'Shademaster'
    c. 'Skyline'
    d. 'Sunburst'
19. *Gymnocladus dioicus* - Kentucky Coffeetree*
20. *Liquidambar styraciflua* 'Moraine' - Moraine Sweetgum*
21. *Liriodendron tulipifera* - Tulip Tree*
22. *Nyssa sylvatica* - Blackgum*
23. *Platanus occidentalis* 'Bloodgood' - American Sycamore*
24. *Quercus alba* - White Oak*
25. *Quercus bicolor* - Swamp White Oak*
26. *Quercus coccinea* - Scarlet Oak*
27. *Quercus imbricaria* - Shingle Oak*
28. *Quercus macrocarpa* - Bur Oak *
29. *Quercus rubra* - Red Oak*
30. *Quercus shumardii* - Shumard Oak*
31. *Quercus velutina* - Black Oak*
32. *Taxodium distichum* - Bald Cypress*
33. *Tilia americana* 'Redmond' - Redmond Linden*

Interior Tree | Small Species

Height under 25 feet at maturity

34. *Asimina triloba* - Pawpaw*
35. *Cornus alternifolia* - Pagoda Dogwood*
36. *Diospyros virginiana* - Persimmon*
37. *Halesia carolina* - Carolina Silverbell
38. *Prunus americana* - Wild Plum*
39. *Rhus typhina* - Staghorn Sumac*

Interior Tree | Medium Species

Height of 25-45 feet at maturity

40. *Betula nigra* - River Birch*
41. *Sassafras albidum* - Sassafras*
42. *Thuja occidentalis* - American Arborvitae*

Interior Tree | Large Species

Height of 45+ feet at maturity

43. *Aesculus glabra* - Ohio Buckeye*
44. *Aesculus octandra* - Yellow Buckeye*
45. *Carya cordiformis* - Bitternut Hickory*
46. *Carya glabra* - Pignut Hickory*
47. *Carya laciniosa* - Shellbark Hickory*
48. *Carya ovata* - Shagbark Hickory*
49. *Carya tomentosa* - Mockernut Hickory*
50. *Catalpa speciosa* - Northern Catalpa*
51. *Juglans nigra* - Black Walnut*
52. *Juniperus virginiana* - Easter Red Cedar*
53. *Magnolia acuminata* - Cucumber Magnolia*
54. *Pinus strobus* - White Pine*
55. *Pinus virginiana* - Virginia Pine*
56. *Prunus serotina* - Black Cherry*
57. *Quercus montana* - Chestnut Oak*
58. *Tsuga canadensis* - Eastern Hemlock*

* Indiana Native

Street Tree Small Species

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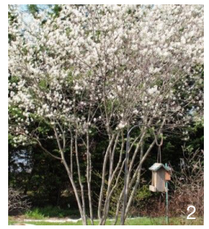
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Street Tree Medium Species

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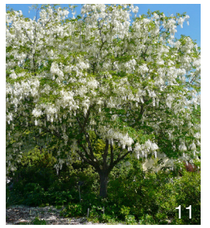
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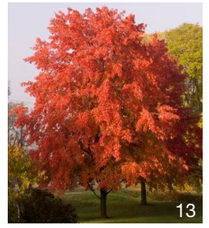
Street Tree Large Species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Street Tree Large Species [continued]

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Interior Tree Small Species

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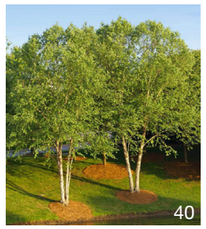
Interior Tree Medium Species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Interior Tree Large Species

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Paving and Site Furnishings

The paving material palette should remain simple and consistent throughout the development to build cohesion and harmony.

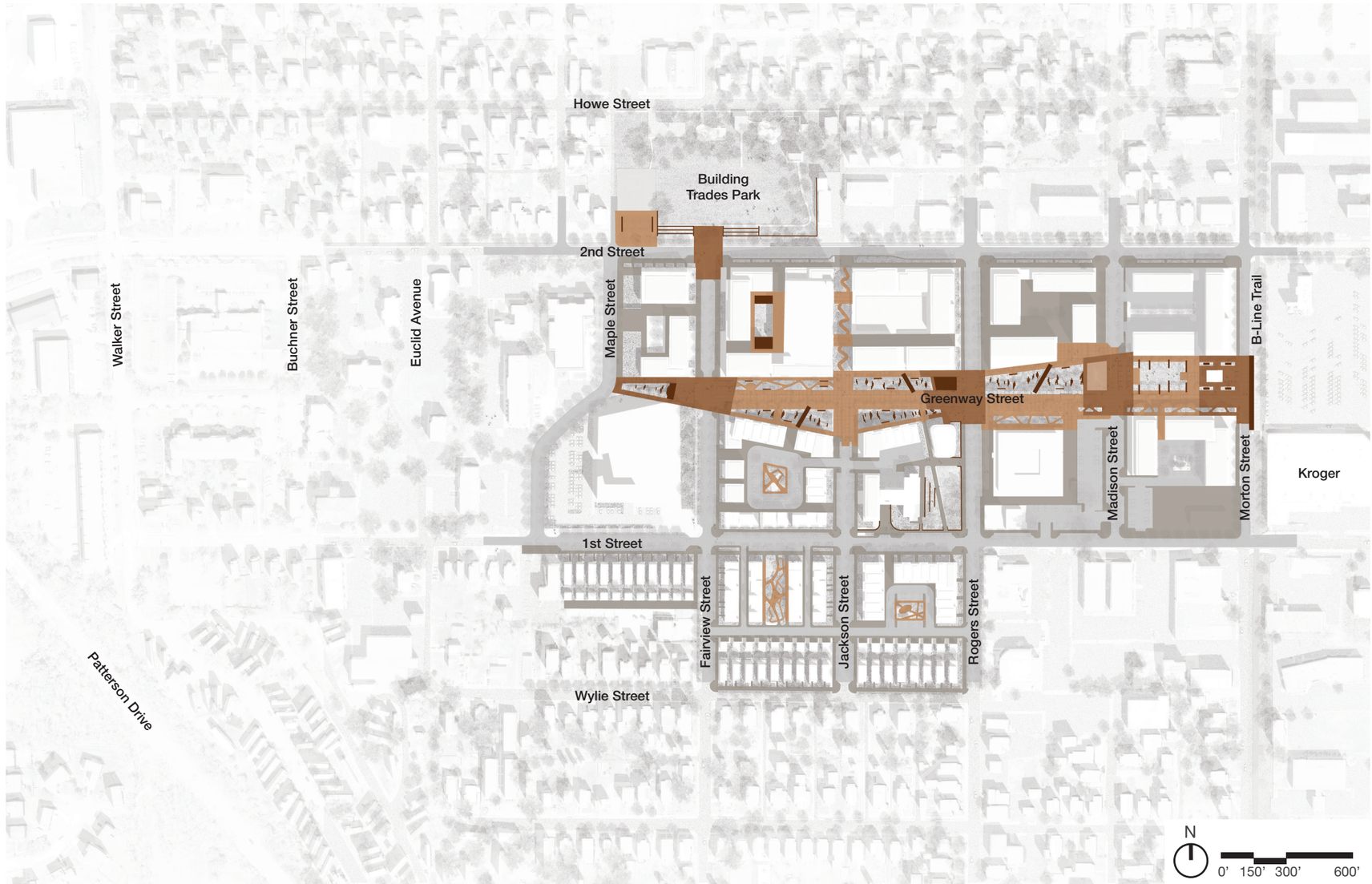
Asphalt paving should be utilized within the roadways outside the extents of the Greenway. The majority of the sidewalks in the development should be comprised on concrete paving.

As a result of its special character, the extents of the Greenway should be composed of permeable unit pavers. The pavers will heighten the quality of the spaces on the Greenway by providing opportunities for variation in scale, color, and pattern.

The stabilized crushed stone paving can be utilized in areas that desire a slower pace. This type of paving, when applied to spaces such as tree groves and woodland garden paths, solicits visitors to slow down for the hustle of the city.

Legend

- Proposed Asphalt Paving
- Proposed Concrete Paving
- Proposed Permeable Unit Pavers Type 1
- Proposed Permeable Unit Pavers Type 2
- Stabilized Crushed Stone Paving

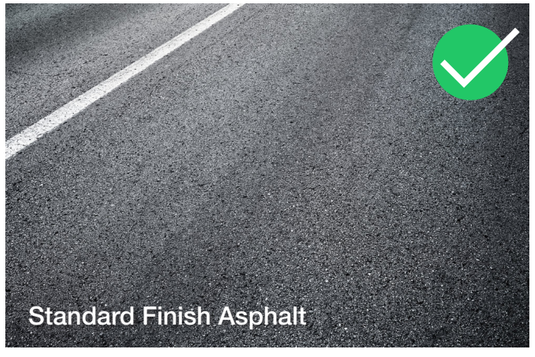


Paving and Site Furnishings

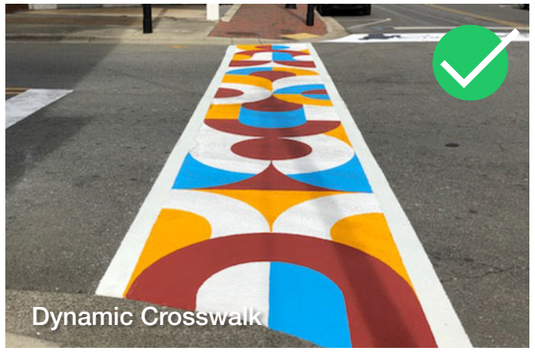
Asphalt Recommendations

The natural aesthetic of the material should be a priority when installing asphalt. In the act of stamping the asphalt paving, the inherent nature of the material is lost. In the long-term, maintenance can become an issue if the material needs to be patched and the stamped material cannot be replicated to create a seamless surface.

Outside of the Greenway extents, crosswalks applied to asphalt at intersections can be opportunities to strengthen and enhance the branding of a development. Creating crossings that elevate the character of a typical crosswalk design also provide moments where community groups and/or local artists can be engaged.


Standard Finish Asphalt

Stamped Asphalt

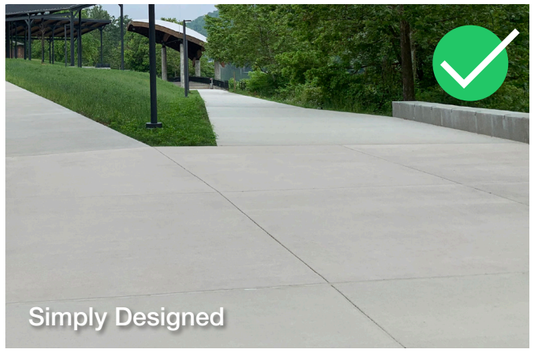

Dynamic Crosswalk

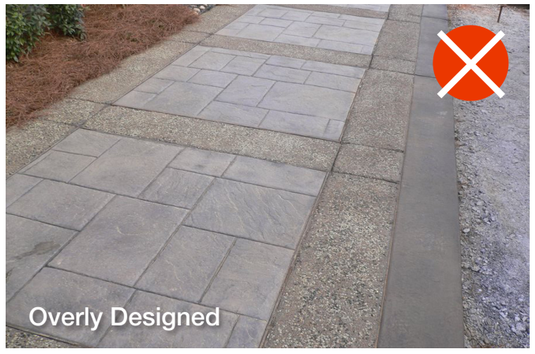
Typical Crosswalk

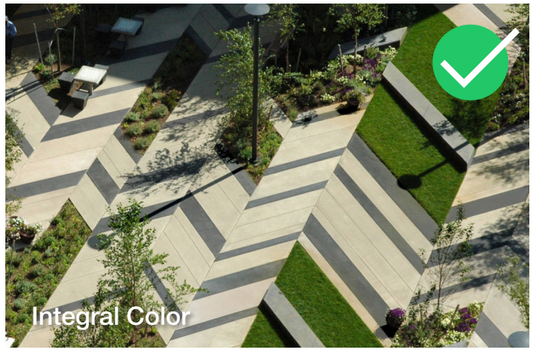
Concrete Recommendations

Areas of concrete paving should be designed as simple typologies. Overly designed paving can pose long-term maintenance issues which can quickly detract from the initial composition. Jointing patterns should be employed to create a more dynamic design as opposed to stamping concrete.

Integral color is another tool that can create simple and dynamic paving designs. The addition of concrete color admixtures provides a wide array of possibilities. Surface applied colors are not recommended as the color can wear away to expose the concrete below.


Simply Designed


Overly Designed


Integral Color

Surface Applied Color

Paving and Site Furnishings

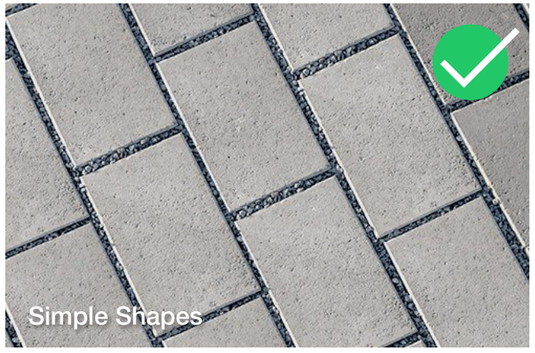
Permeable Unit Paver Recommendations

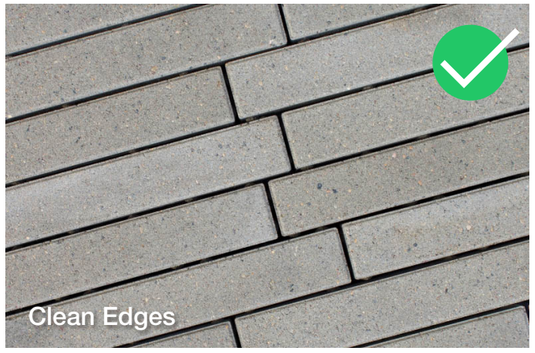
The simplicity of permeable unit paver shapes provides a strong continuity within the Greenway. Complex shapes, which are often times larger and more lacking in structural integrity than simple shapes, are more susceptible to cracking with heavier loads.

The clean edges of permeable unit pavers provides a formal appearance to all the paved areas of the Greenway. The aesthetic of tumbled or rustic edges adds an element of antiquity that is better positioned in historic districts or redevelopments.

Most, if not all, permeable unit pavers have edge forms to produce a consistent joint width. Enlarged joints can pose problems if the joint width has been manually created without the support of spacers. Pavers can shift with general wear which can compromise the initial composition or pattern.

Planting that is incorporated into the overall paving should be done so in designated areas. This allows the characteristics of the paving pattern to be complemented. Integrated planting areas can cause maintenance issues as it is difficult to keep the plantings as designed and provides more real estate for weeds to thrive.





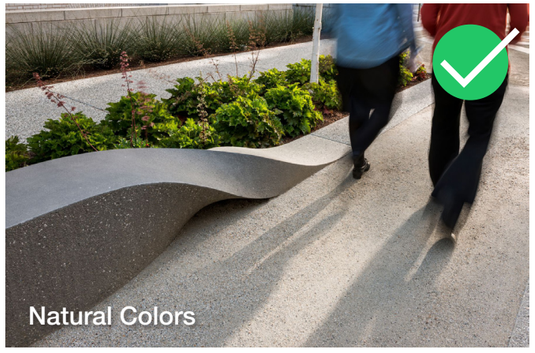
Paving and Site Furnishings

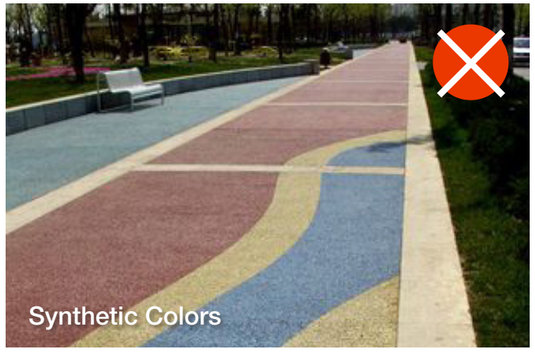
Stabilized Crushed Stone Recommendations

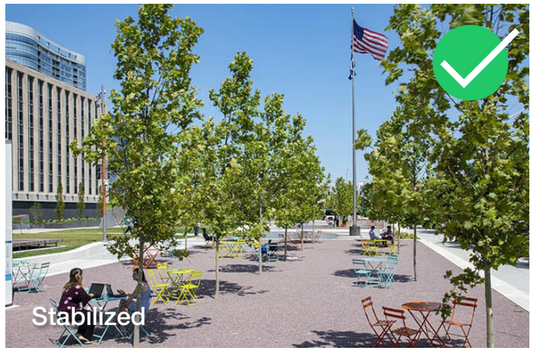
Stabilized crushed stone paving provides an opportunity for the natural aesthetic and characteristics of the stone to be presented. Synthetic or dyed colors can pose long-term maintenance issues if the paved surfaces require patching.

All areas of crushed stone paving should be stabilized within the extents of the Greenway development. Stabilization of the material provides a wider range of uses and activities, while non-stabilized surfaces can wash out and require daily maintenance.

Permeability is essential in the Greenway development. Providing an additional opportunity for stormwater runoff to be managed by paving systems allows the catchment of particulates and pollution before stormwater interacts with planting areas.





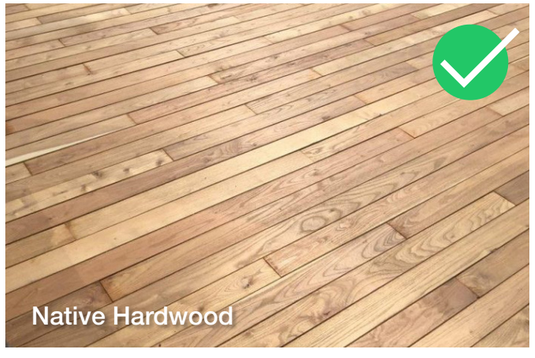


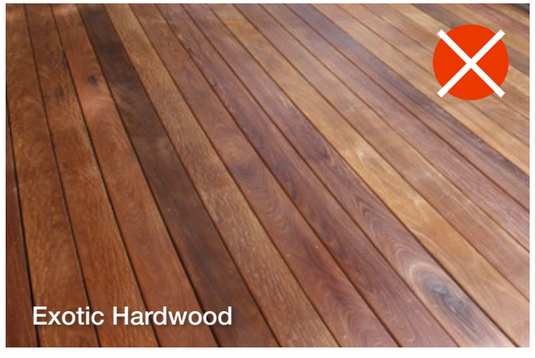
Paving and Site Furnishings

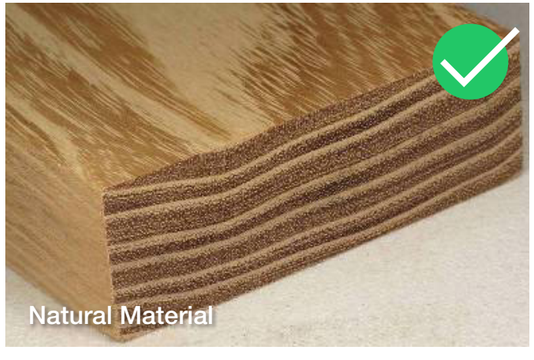
Wood Structure Recommendations

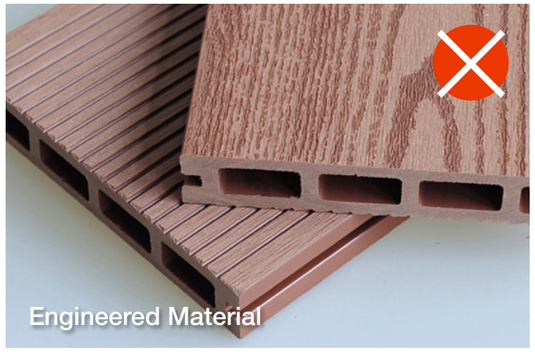
Native hardwood should be given priority over exotic hardwood for all wood structures within the development. In addition, opportunities to use reclaimed native hardwood present themselves as wood from old structures in the Midwest can be salvaged.

Natural wood materials are essential to the character of the Greenway development. Natural wood provides warmth in appearance and interaction that is lacking in engineered wood materials.



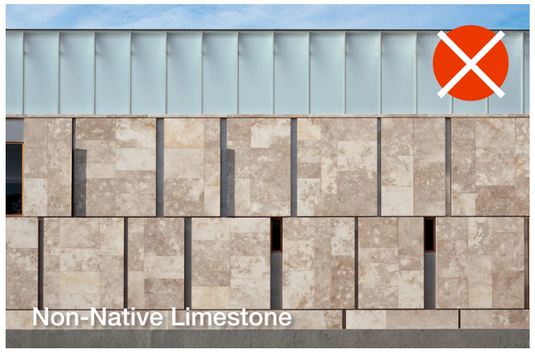






Limestone Wall & Bench Recommendations

The limestone walls and benches within the Greenway development should be inherent of the environment in which they are installed. Indiana limestone should be the first choice when material is being investigated. Reclaimed material provides a quality that is often lost with newly quarried materials.



Paving and Site Furnishings

Table + Chair Recommendations

Movable tables and chairs provide an opportunity for every visitor to rearrange the movable furniture into a configuration that meets their specific needs. This ability also provides the sense of ownership for the visitor, granting them the capacity to create their own space. Contrary to this, fixed furniture creates a more static interaction with visitors and this sense of ownership is not awarded.

Movable Furniture

Fixed Furniture

Litter + Recycling Recommendations

The opportunity to introduce smart litter and recycling receptacles provides real-time data collection on the fullness of the receptacles. This data collection can be utilized by the City to deploy sanitation personnel to specific locations for maximum efficiency as opposed to a typical route that may not require collection of a certain percentage.

Smart Fixtures

Typical Fixtures

Bollard Recommendations

The use of materials that complement the finishes of the development is important to create a cohesive, contemporary district character. Aged materials are best located in historic districts or redevelopments that call for an element of antiquity.

Contemporary Materials

Aged Materials

A Standard Family of Furnishings

The development should have a standardized family of furnishings that complement and enhance the character of the district. Materials, colors, and finishes should be chosen to create a cohesive family of elements that can be deployed seamlessly within the development.

Paving and Site Furnishings

Site Lighting Recommendations

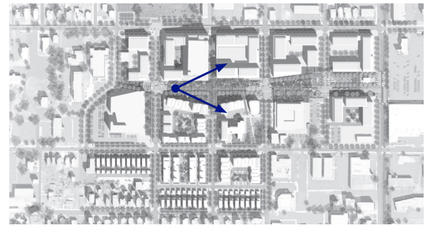
All site lighting, whether it is located at the Greenway Street or within the adjacent plaza or gardens, should be scaled for the pedestrian experience. Vehicular scale fixtures may provide light for the pedestrian, but often times create a less desirable experience for visitors.

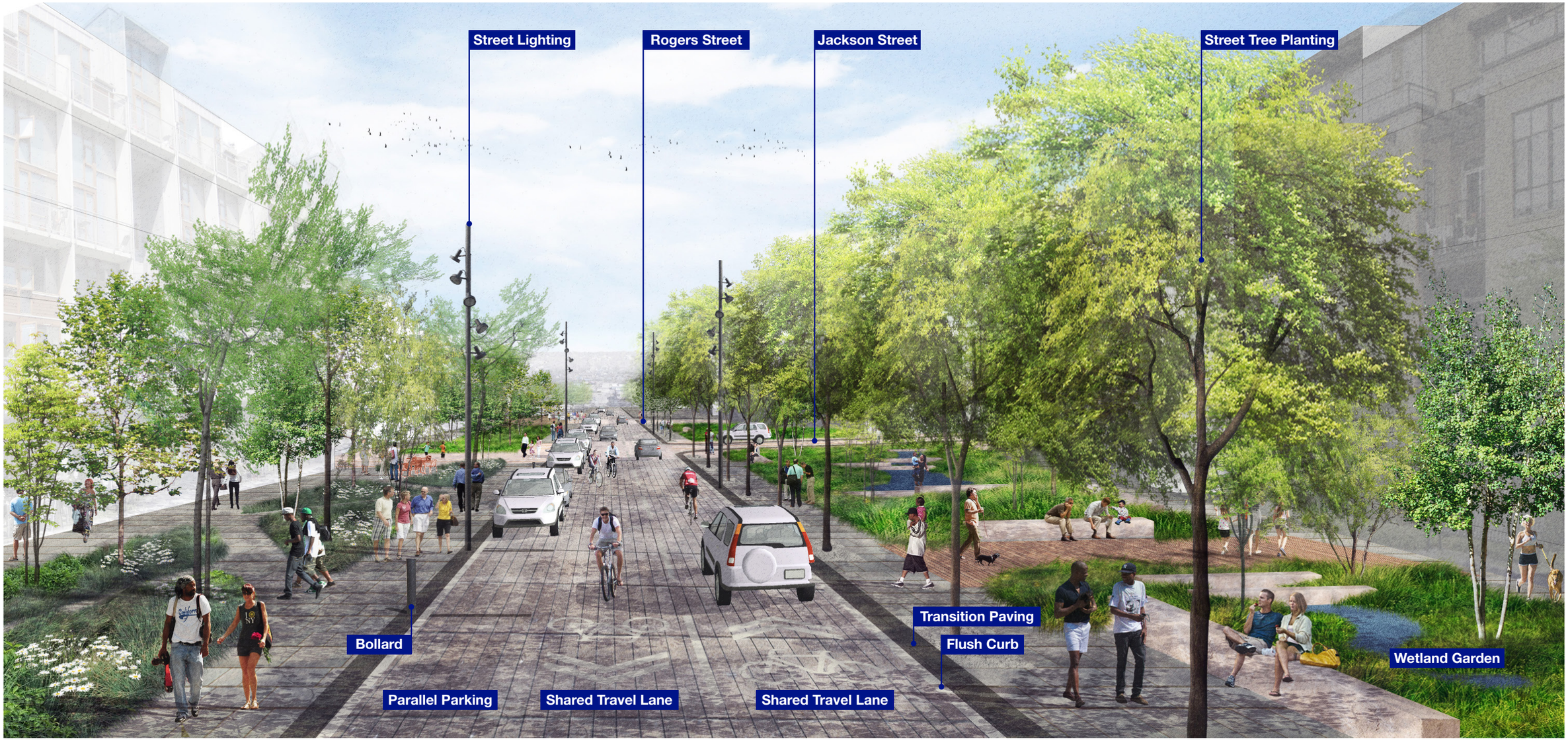
Pedestrian Scale Fixtures

Vehicular Scale Fixtures

Greenway Street

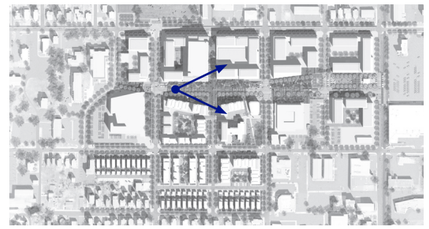
Flush Greenway Street Looking East | Every Day

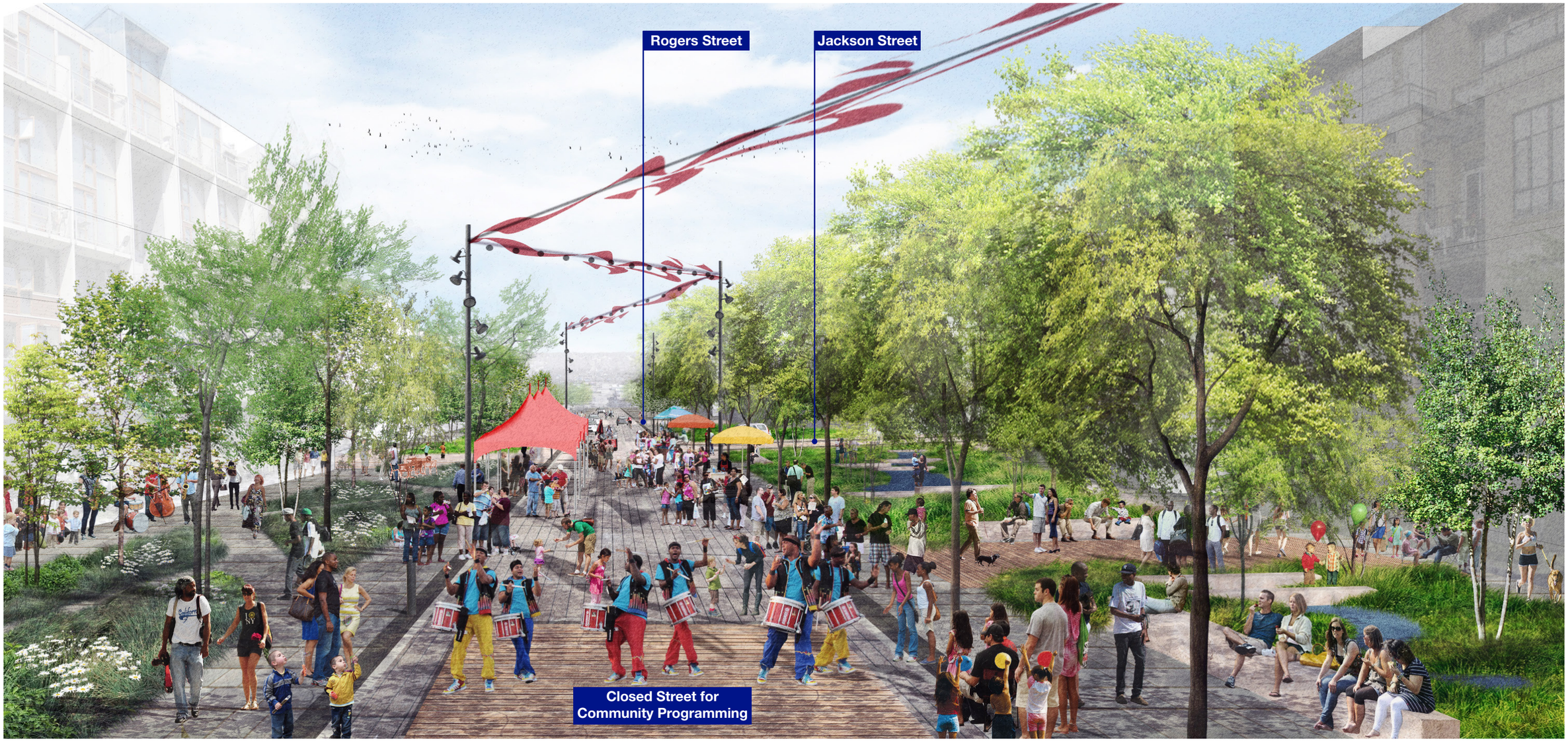




Greenway Street

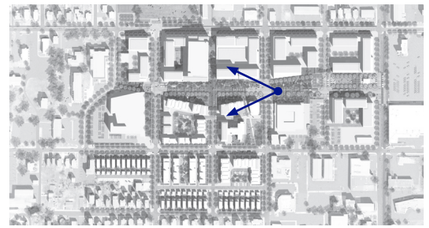
Flush Greenway Street Looking East | Event Day

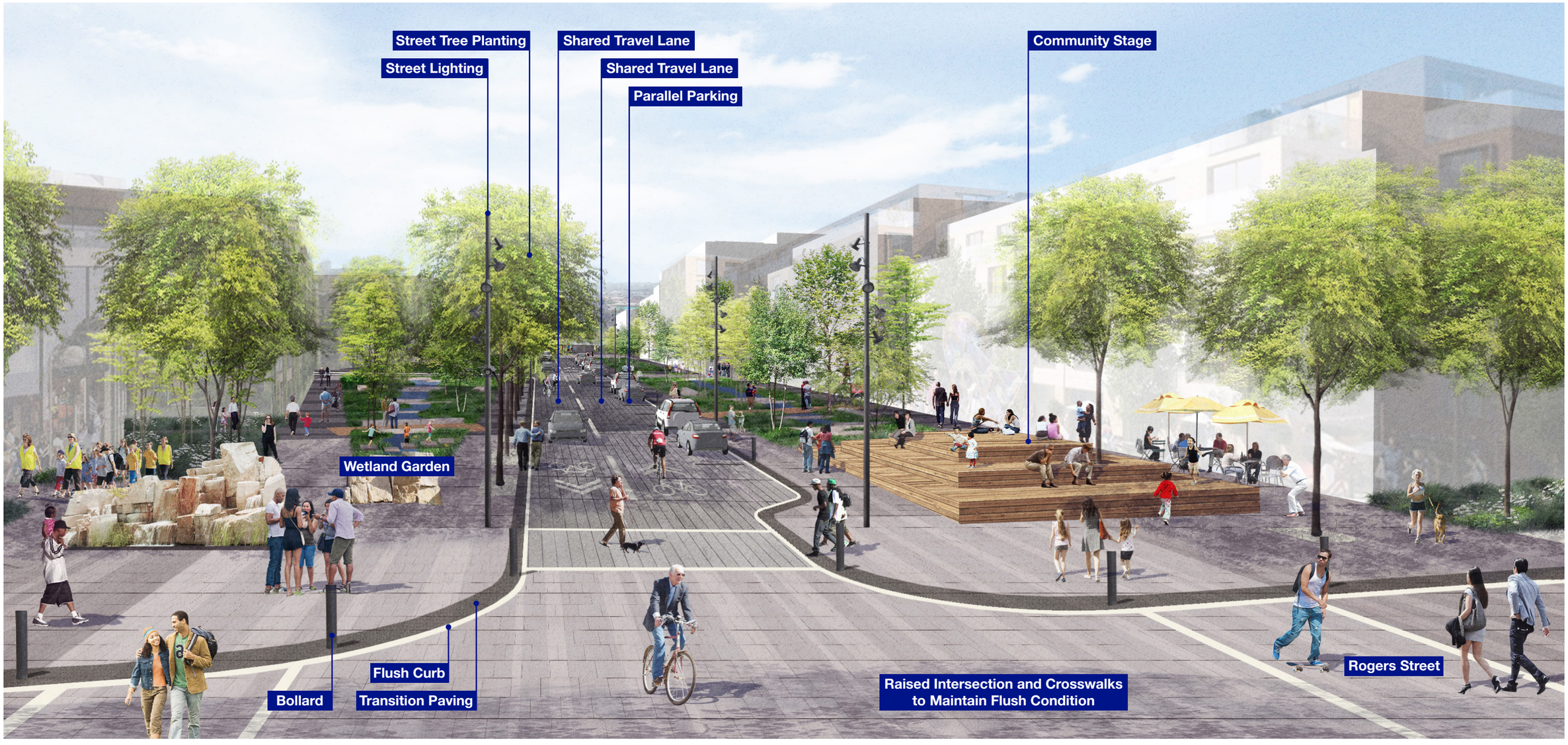




Greenway Street

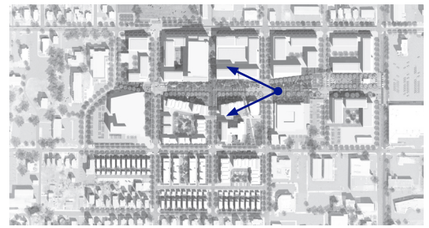
Flush Greenway Street Looking West | Every Day





Greenway Street

Flush Greenway Street Looking West | Event Day



5

Infrastructure

Traffic Impact Study

Scope

The purpose of this Traffic Impact Study is to examine the existing traffic conditions around the redevelopment site, to determine the proposed traffic conditions of the redeveloped site, and to recommend improvements to mitigate any deficiencies that might arise with the redevelopment.

In coordination with City of Bloomington Engineering, the 8 intersections within and around the redevelopment area were identified as being of interest. Turning movement traffic counts were performed as each of these study intersections, and adjusted for COVID-19 impacts based on traffic information provided by the City. Based on the existing and proposed land uses and intensity of each parcel, the existing and proposed trip generation calculations were performed. Traffic was calculated for each study intersection for each of the following scenarios: the Existing Conditions (2020), Phase One Opening (2022), and Full Buildout (2037). The resulting capacity analyses show the level of services and impacts for each intersection and for each of the 3 scenarios. Recommendations for improvements are based on the capacity analyses results. The full report can be found in section 7.4 of the Appendix.

Findings

- Intersections of 2nd Street & Patterson St. and 2nd Street and College Ave. had worsening conditions during AM or PM peak traffic times
- The remainder of the Level of Service results for the studied intersections remain the same as existing conditions for the Phase 1 and Full Build out Scenarios
- The existing Level of Service at 1st Street and Rogers Street is currently unacceptable in the PM peak traffic time

Recommendations

- Existing Signal timings should be adjusted to mitigate the worsening conditions at 2nd Street & Patterson St. and 2nd Street & College Ave
- Upgrade 1st Street & Rogers Street from an all-way stop control to a traffic control signal. This improvement is necessary regardless of the site redevelopment.

Intersections Examined

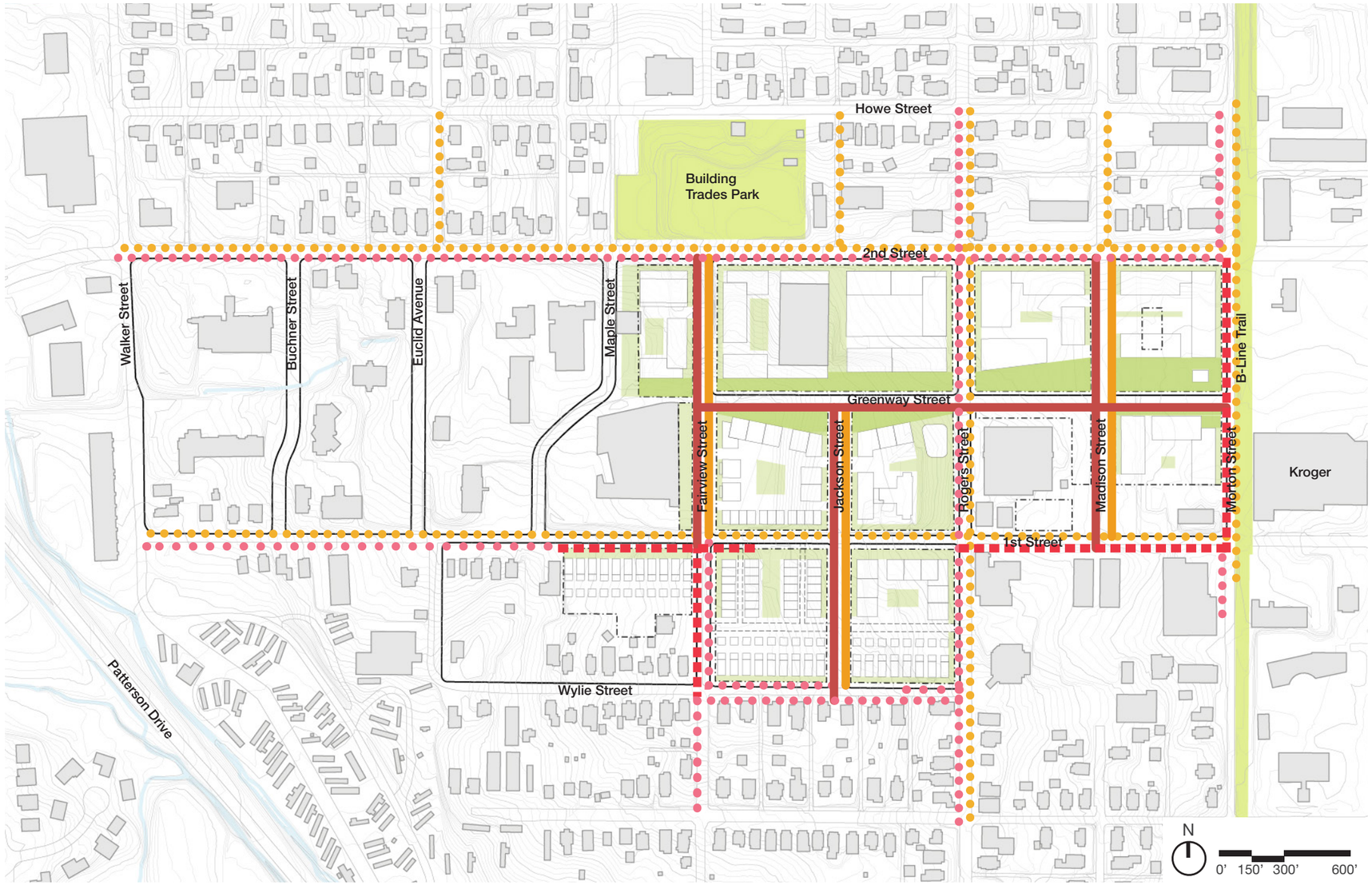
- West 2nd Street & South Patterson Dr
- West 2nd Street & South Walker Street
- West 2nd Street & South Rogers Street
- West 2nd Street & South College Ave
- East 2nd Street & South Walnut Street
- West 1st Street & South College Ave
- West 1st Street & South Rogers Street
- East 1st Street & South Walnut Street

Legend

- No upgrades needed at this time
- Signal timings should be adjusted
- Upgrade to a traffic control signal

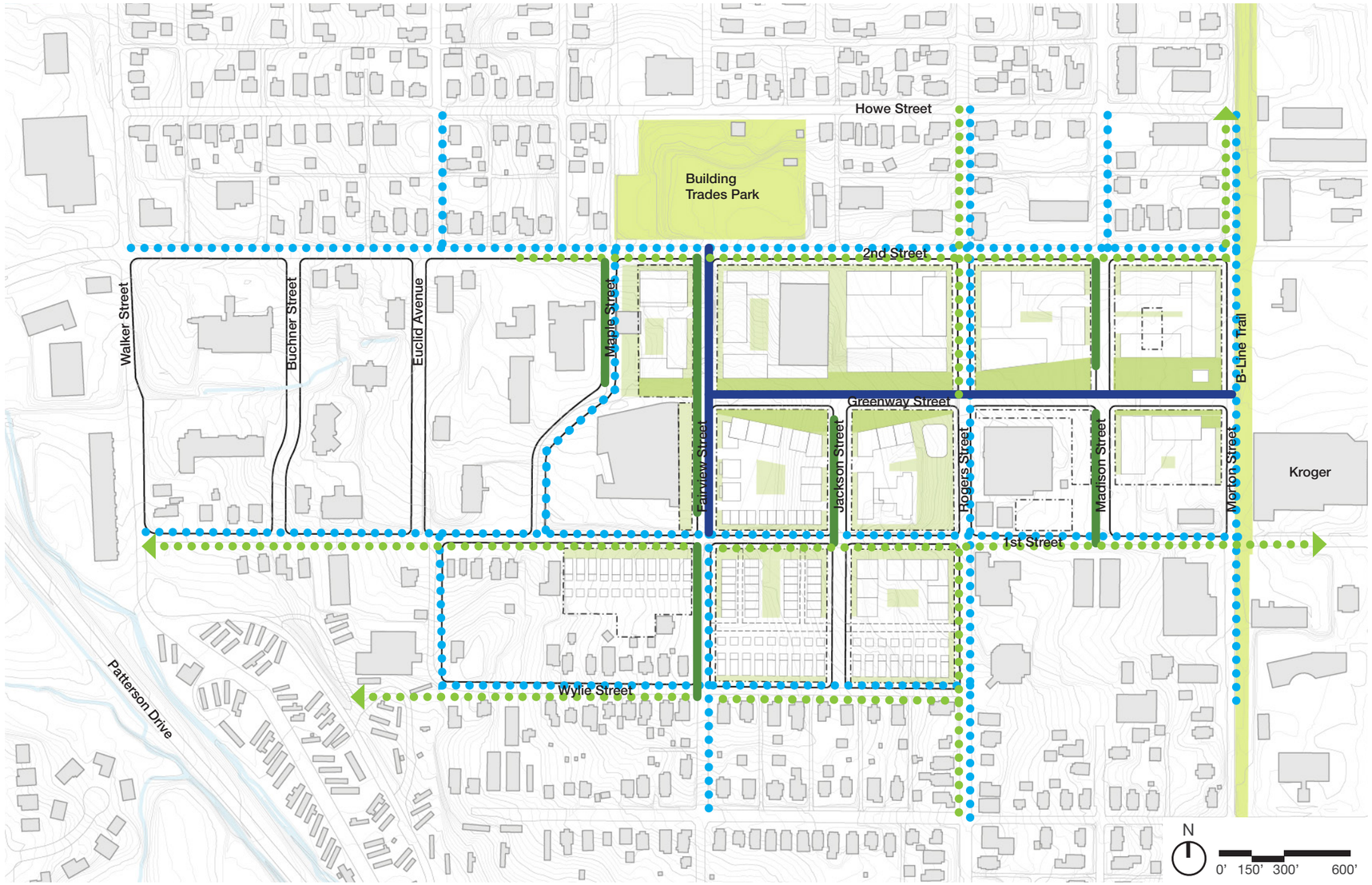
Electric + Natural Gas Utilities

- Given the location of the project area and the established nature of this part of the city there is already an extensive network of high and medium pressure natural gas lines that follow the existing roadway framework. This system will stay in place and be added to in areas where the roadway framework is being expanded.
- The electrical system in and around the project area is shown to be expanded to accommodate the new roadways in the same way that the natural gas has been, but the electrical system also shows existing service lines being relocated as roadway widths expand or with the hope that existing above ground services can be moved underground.
- Improved coordination on proposed utility service between the 1st Street project and the redevelopment effort is critical.



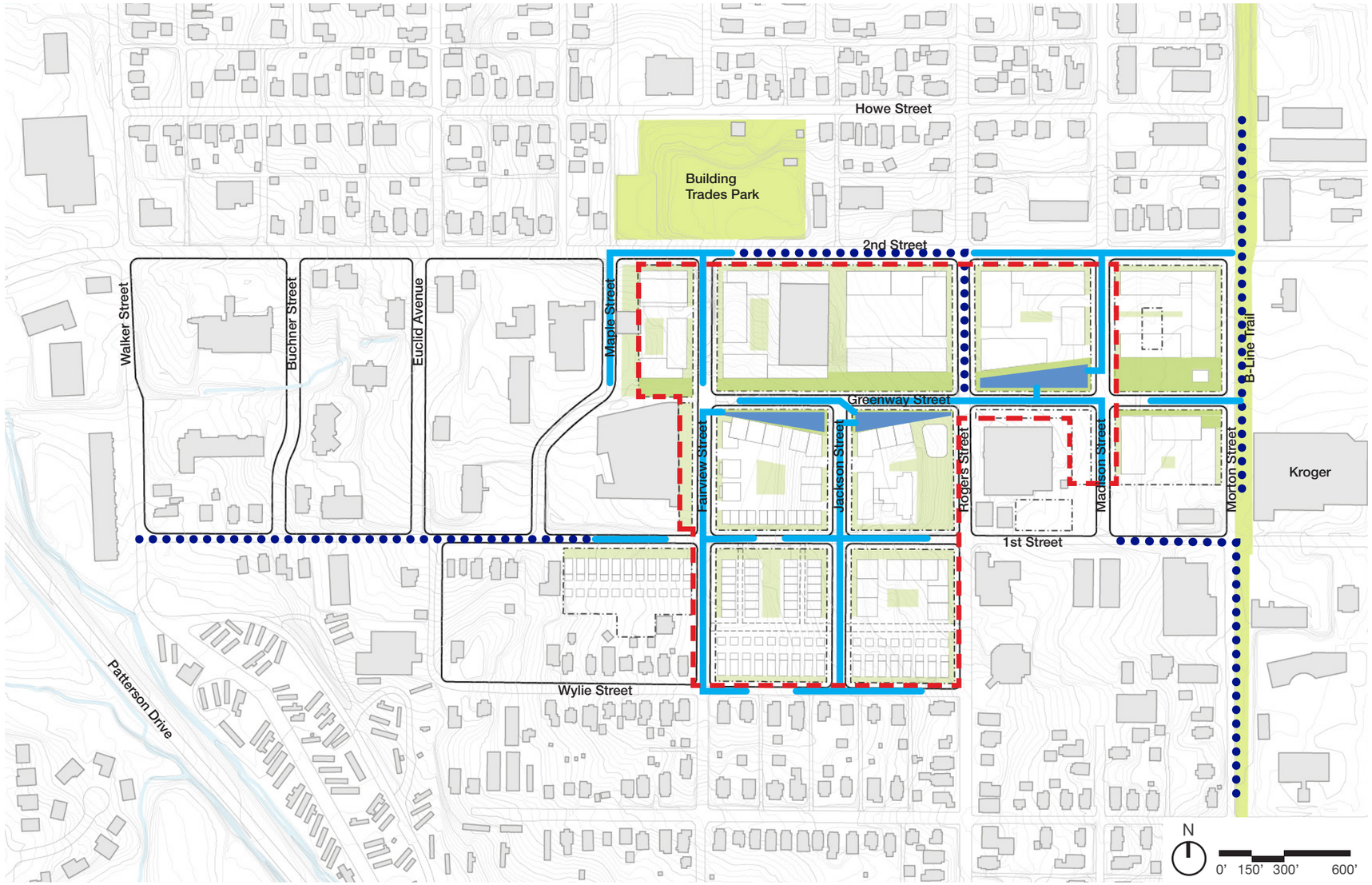
Sanitary Sewer + Water Utilities

- Fairview Street is the high point of the sanitary sewer system, with smaller mains running west to Patterson Drive and its 15” trunkline or east to Walnut Street to connect to the 24” pipe that runs along that corridor.
- The majority of the proposed system would run west to the Patterson Drive pipeline, with the exception being the portion of the project west of Fairview
- Since the proposed uses of the project area are rather dense, 8” sanitary main extensions are currently being shown.
- The existing water utility shows a 24” main along Morton Street, a 12” main along 2nd Street, as well as a 12” main starting at 1st Street and extending south on Fairview Street.
- As part of the master plan, an 12” line is being suggested along the new portion of Fairview Street that would loop the existing 12” pipes.
- With the existing water service on 1st Street being rather small, it is suggested that a new 8” main be extended from Fairview Street to Morton Street along the new Greenway Street. This should provide ample capacity to this marginal area.
- Improved coordination on proposed utility service between the 1st Street project and the redevelopment effort is critical.



Stormwater Network + Storage

- The existing stormwater system in this area is sparse due to its age. To bring the master plan area up to modern standards, include curb inlets along the roadways to reduce flooding, BMP's to remove contaminates, and detention areas to reduce the burden on the existing system and limit downstream flooding.
- As part of the master plan, three detention ponds have been added in the Greenway Areas. These detention ponds have enough capacity to detain the 100 year storm runoff from the area bordered by the red dashed line. This means that over 50,000 cubic feet of runoff will be cleaned and held on-site, only to be released back into the system at an appropriate rate.
- Given the topography of the area, no runoff will be detained in the greenway ponds from the far west or the far east portions of the site. These areas will need additional stormwater measures to clean and detain the last 14% of runoff from the project area. Ideas for additional, low-impact additions can be found on the following page.
- Improved coordination on proposed utility service between the 1st Street project and the redevelopment effort is critical.



Sustainability Best Practices

The following items are best practices in sustainable development that should be considered in the further development of this area; this list is not meant to be complete, and not all strategies may be applicable to this development. Further study, evaluation, and engineering is required.

Renewable Energy / Energy Conservation

- Incorporate on-site nonpolluting renewable energy generation, such as solar, wind, geothermal, small-scale or micro-hydroelectric, or biomass
- Energy storage solutions such as batteries and/ or microgrids

Transportation/Connectivity

- Bicycle and Pedestrian Mobility
  - Implement intersection improvements
  - Include bicycle storage (short term & long term); shower and changing facilities
  - Walkable Streets
  - Continuous sidewalks/walking routes are provided along both sides of circulation network
  - Sidewalks at least 8 feet wide on retail or mixed-use blocks, and at least 4 feet wide on all other blocks
  - Charging Stations in parking garages
  - Include Transit accessibility
  - Speed limits for cars under 20 MPH

Local Food & Agriculture

- Food gardens (neighborhood or community supported)
  - Establish covenants, conditions, and restrictions (CC&R) or other forms of deed restrictions stating that the growing of produce is not prohibited in project areas, including greenhouses, any portion of residential front, rear, or side yards; or balconies, patios, or rooftops.

Stormwater Management

- Erosion and sedimentation control plan, incorporating BMPs to control erosion and sedimentation in runoff during construction
- Water quality and quantity BMPs – green infrastructure / LID
  - Bio-retention areas
  - Permeable pavements
  - Cisterns/recycling
  - Green roofs
  - Green parking
  - Vegetated swales and filter strips
- Maintenance plans/agreements for BMPs
- Manage all stormwater that falls inside the project boundary

Waste Reduction

- Use post consumer recycled content, onsite reused materials for roadways, parking lots, sidewalks, paving, water retention tanks, and utility piping
- Include recycling or reuse station, available to all project occupants
- Include drop-off point, available to all project occupants, for potentially hazardous office or household wastes and establish a plan for collection/ disposal
- Include as part of the project at least one compost station or location, available to all project occupants, dedicated to the collection and composting of food and yard wastes, and establish a plan for post collection use
- On every mixed-use or nonresidential block or at least every 800 feet, whichever is shorter, include recycling containers either adjacent to or integrated into the design of other receptacles.
- Recycle, reuse, or salvage nonhazardous construction, demolition, and renovation debris.

Greenspace Conservation

- Greenspace preservation in site plans
- Invasive plant removal
- Native Species Planting and maintenance plan
- No or reduced irrigation in public landscaping
- Retain large, significant, and/or heritage trees

Light Pollution Reduction

- Exterior Lighting for Residential Areas – use backlight-up light-glare (BUG) rating of no more than B2-U2-G2
- Exterior Lighting for circulation network – do not install street lighting unless conditions warrant the need for it
- Street Lighting luminaries must not emit any light above 90 degrees

Neighborhood Pattern & Design

- Majority of new buildings have functional entry onto circulation network or other public space (not a parking lot)
- Reduce parking footprint
- Preferred parking for carpool or shared-use vehicles
- Tree-lined blocks / shaded sidewalks

Sustainability for Individual Buildings

- Energy Simulation/Energy design
- Water conservation by use of water-sense fixtures
- High reflective and vegetated roofs
- Enhanced indoor air quality

6

Implementation

Implementation

Zoning

The first step towards implementing the master plan will be to update the zoning designations for the redevelopment area.

The City of Bloomington recently updated its Unified Development Ordinance (UDO). The UDO governs land use and development throughout the City of Bloomington planning jurisdiction. The UDO is drafted based on guidance from the adopted Comprehensive Plan and became effective on April 18, 2020

The redevelopment project area is 24-acres of a 76-acres area zoned for Mixed-Use Healthcare (MH). The MH district is intended to allow for the continued viability of medical related uses surrounding the current hospital site during the transition of the hospital from this zoning district to its new site in northeast Bloomington, and to control redevelopment of land surrounding the old hospital site while planning for redevelopment of the area is underway.

The MH zoning designation is no longer relevant for the site. The next step towards the redevelopment of the site is to change the zoning designations for the proposed parcels on site.

Phasing and Development Strategies

The purpose of this report is to provide a roadmap for redevelopment of the site, particularly around public realm and parcelization. The main goal of the development framework was to provide a series of blocks that allowed for flexibility, allowing for a variety of building products and typologies. Planning for a mix of housing typologies and income levels can ensure the creation of a dynamic residential neighborhood.

The rezoning of the site will ensure that the new development is 5-6 stories or less. The framework plan locates height in key locations, specifically along 2nd Street, feathering back down to appropriately scaled buildings adjacent to the McDoel Gardens neighborhood.

The development parcels can accommodate small lot single-family homes (10-12 du/ac) up to large 200-unit apartment buildings (50-80 du/ac). The diversity of product will broaden appeal and help to accelerate the pace of development by providing options for a variety of households and affordability levels. The integration of active ground floor commercial/retail uses will help in the development of a mixed-use neighborhood for all.
This development will take many years to be built out and will occur in phases. The market will dictate a portion of what happens and when.

The Phase 1 of this project will be determined by the timeline of the Bloomington Hospital demolition. Certain portions of the site will be available before the hospital proper site and should be considered for Phase 1. Two options are outlined on page 170-171. The goal should be to create a sense of completion at every phase of development. The two areas put forward as Phase 1 options can achieve this goal.

Funding for this project will come from both the public and private sectors. A capital plan should be developed by the City for infrastructure, parks and public realm improvements. This investment could lead to an estimated $185-200 million in private investment at full buildout.

Implementation

Phasing and Development Strategies, continued

A mix housing types and affordability levels is a key objective of the plan. The market on its own will likely produce market-rate units. However, to facilitate development of income-restricted and workforce housing, the City will need to outline a strategy, leverage existing resources, such as the Housing Trust Fund, and identify additional financial resources.

The City could also offer discounted land to projects that meet its housing-related objectives. Density and land pricing will be tied to entitlements. Strategic decisions could be tested financially to ensure viability.

A financial model could be developed to evaluate various strategic decisions, such as phasing, density and the mix of land uses. The analysis could then be used to establish land pricing, estimate the ability of future development to finance infrastructure, public realm improvements and affordable housing objectives, and identify any associated funding gaps.

Key Projections from Market Study

Housing potential for site

Market-Rate Housing (>120% AMI)	
• Single Family Attached & Small Lot	100-125
• Multifamily	160-225
Workforce Housing (80-120% AMI)	
• Single Family Attached & Small Lot	45-50
• Multifamily	225-305
Income Restricted Affordable (<80% AMI)	130-300
Total Units	**660-1005**

Retail potential for site

General Merchandise / Small Footprint Grocery	20,000
Health & Wellness	11,000
Dining & Drinks	6,000
Specialty Retail	6,000
Total Retail Square Footage	**43,000**

Preliminary Estimate of Redevelopment Market Value

Low Estimate

Use	Unit Count	GSF / Unit	Total GSF	Estimated Value / Unit	Estimated Value / SF	Total Estimated Value [1]	Valuation Approach
Single Family	28			$410,000		$11,500,000	Sales Comparison
Townhome	39			$210,000		$8,200,000	Sales Comparison
Multi-Family	375	1,100			$204	$84,200,000	Income Based
Multi-Family Affordable	187	1,100			$102	$21,000,000	Income Based
Early Phase Retail / Commercial			43,000		$210	$9,000,000	Income Based
Future Retail / Commercial			207,000		$200	$41,400,000	Income Based
Arts / Culture			31,000		$300	$9,300,000	Cost Approach
Estimated Total Value						**$184,600,000**	

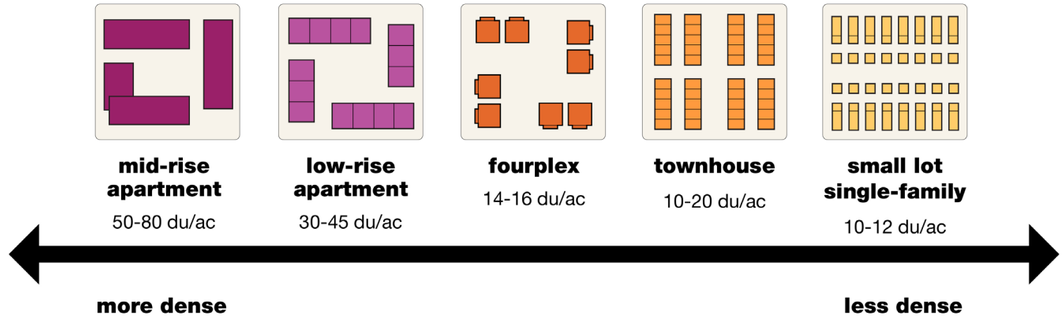
[1] In 2021 dollars, rounded to $100,000
All estimates are preliminary

High Estimate

Use	Unit Count	GSF / Unit	Total GSF	Estimated Value / Unit	Estimated Value / SF	Total Estimated Value [1]	Valuation Approach
Single Family	28			$410,000		$11,500,000	Sales Comparison
Townhome	39			$210,000		$8,200,000	Sales Comparison
Multi-Family	465	1,000			$204	$94,900,000	Income Based
Multi-Family Affordable	232	1,000			$102	$23,700,000	Income Based
Early Phase Retail / Commercial			43,000		$210	$9,000,000	Income Based
Future Retail / Commercial			207,000		$200	$41,400,000	Income Based
Arts / Culture			31,000		$300	$9,300,000	Cost Approach
Estimated Total Value						**$198,000,000**	

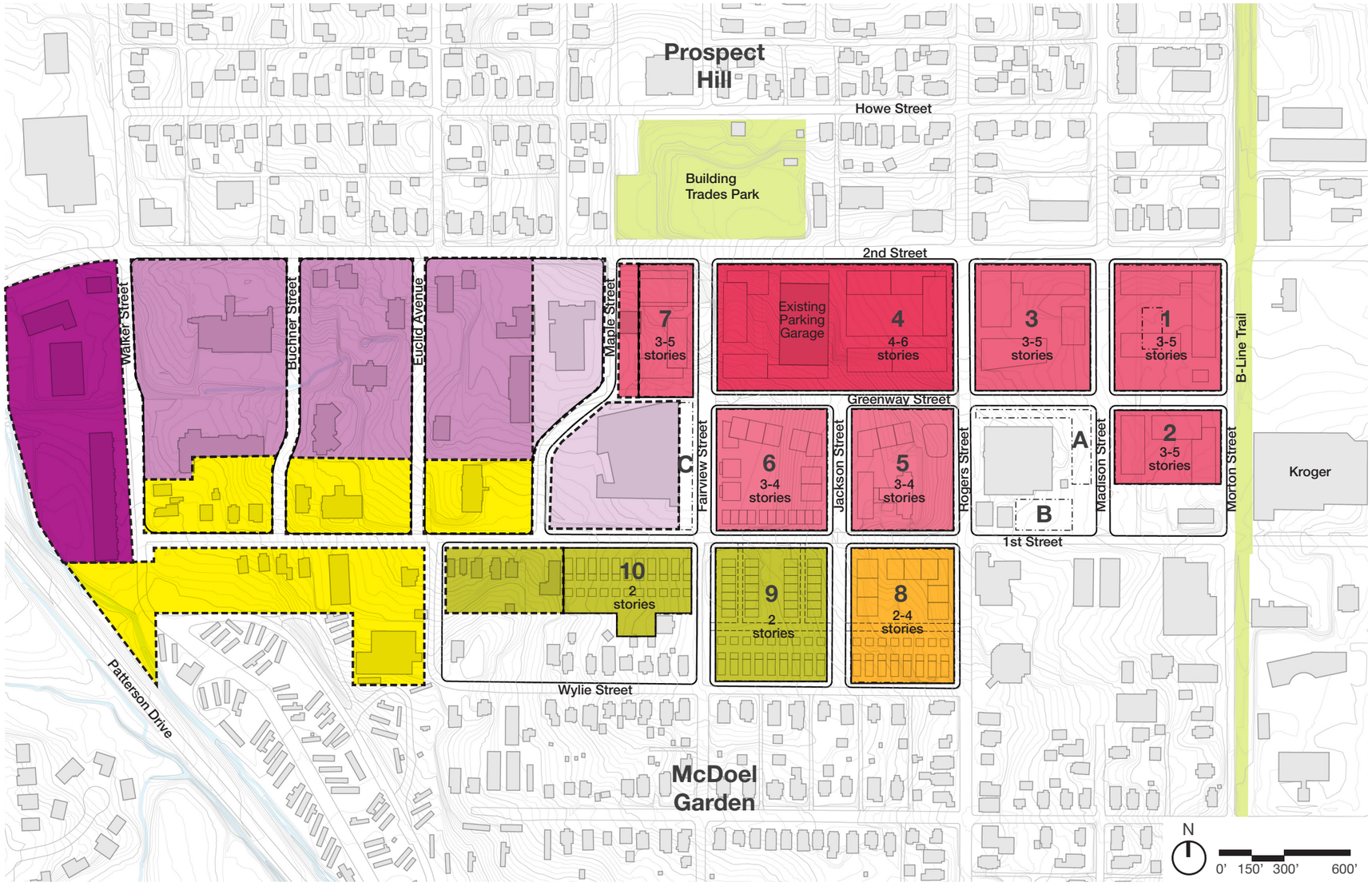
[1] In 2021 dollars, rounded to $100,000
All estimates are preliminary

Potential Zoning Designations



Recommendations:

- Lower scale development, including small lot single-family, townhomes, and fourplexes, adjacent to McDoel neighborhood and along 1st Street
- Low to Medium scale development, including fourplex, low-rise, and strategically placed mid-rise apartments, along B-Line and center of site as transition zones
- Medium scale development, including mid-rise apartments, along 2nd Street and the existing parking structure
- Promote first floor activation in mid-range and higher density zones along the B-Line, 2nd Street and the Greenway
- MM currently allows for up to 4 stories however there are both affordable housing and sustainability incentives that offer up to 2.5 additional stories
- Utilize height bonuses to achieve 5*-6** stories along 2nd Street



- MC - Mixed-Use Corridor | 4 Stories
- MM** - Mixed-Use Medium Scale | 4-6 Stories
- MM* - Mixed-Use Medium Scale | 3-5 Stories
- MM - Mixed-Use Medium Scale | 3-4 Stories
- MN - Mixed-Use Neighborhood Scale | 3 Stories
- MI - Mixed-Use Institutional | 4 Stories
- RM* - Residential Multifamily | 3-4 Stories
- R4 - Residential Urban | 40 feet
- R3 - Residential Small Lot | 35 feet

Potential Phase 1 Development

Phase 1 West

Enabling Projects

- 1st Street improvements (as part of current approved project)
- Demolition of existing buildings

Development Potential

- ± 10-12 units
- Parcel Area 1.4 acres
- Parking

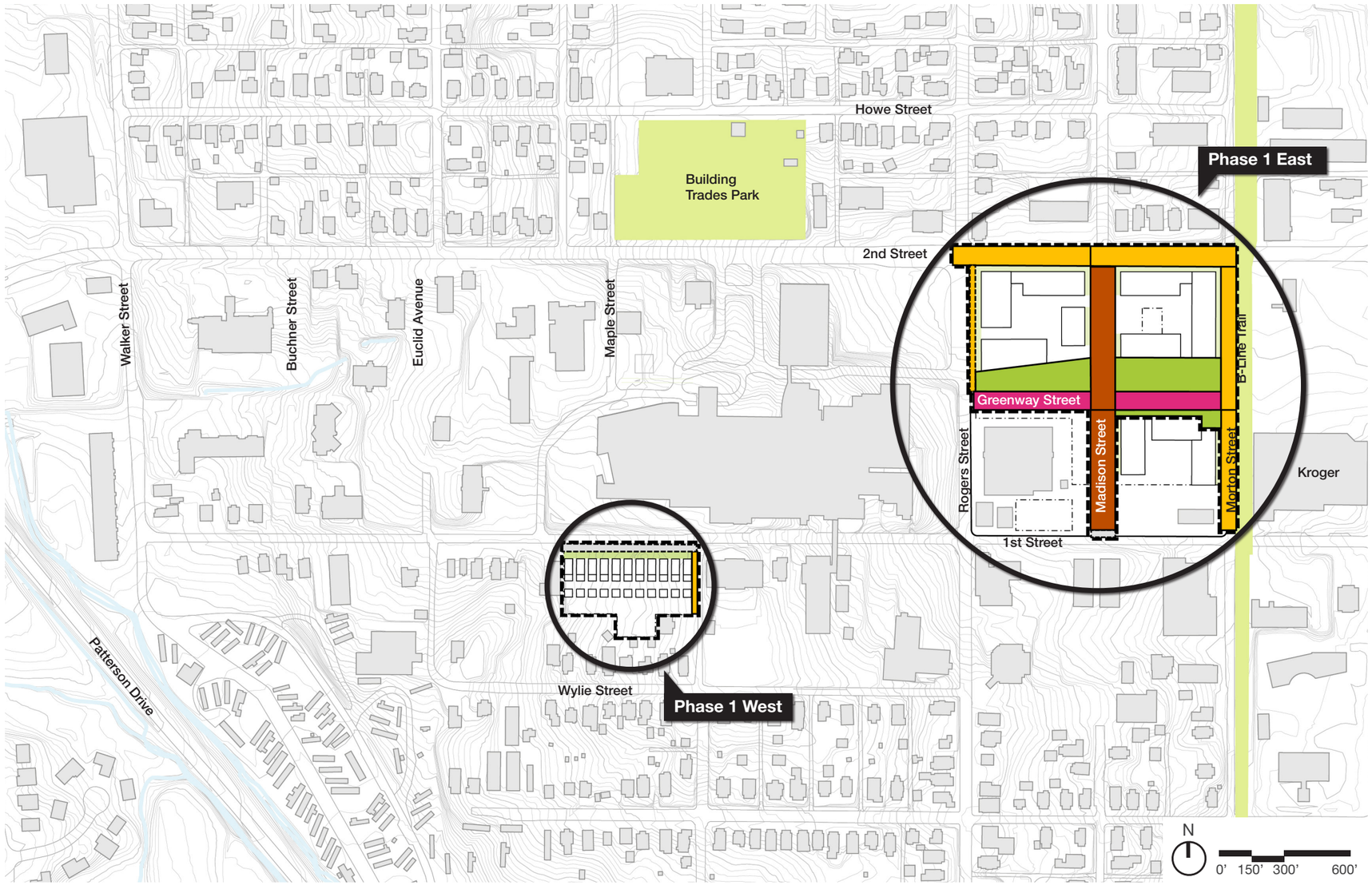
Phase 1 East

Enabling Projects

- Acquire remaining parcels
- Coordinate parking replacement for Centerstone
- Realign Madison Street from 2nd Street to 1st Street
- Morton Street Improvements from 2nd Street to 1st Street
- Build initial phase of Greenway from Morton Street and Rogers Street
- 2nd Street near term improvements – road diet + dedicated protected bikeway
- Demolition of existing buildings

Development Potential

- ± 200-350 of units
- Parcel Area 5.3 acres
- On-site Parking



Potential Later Phase Development

Legend

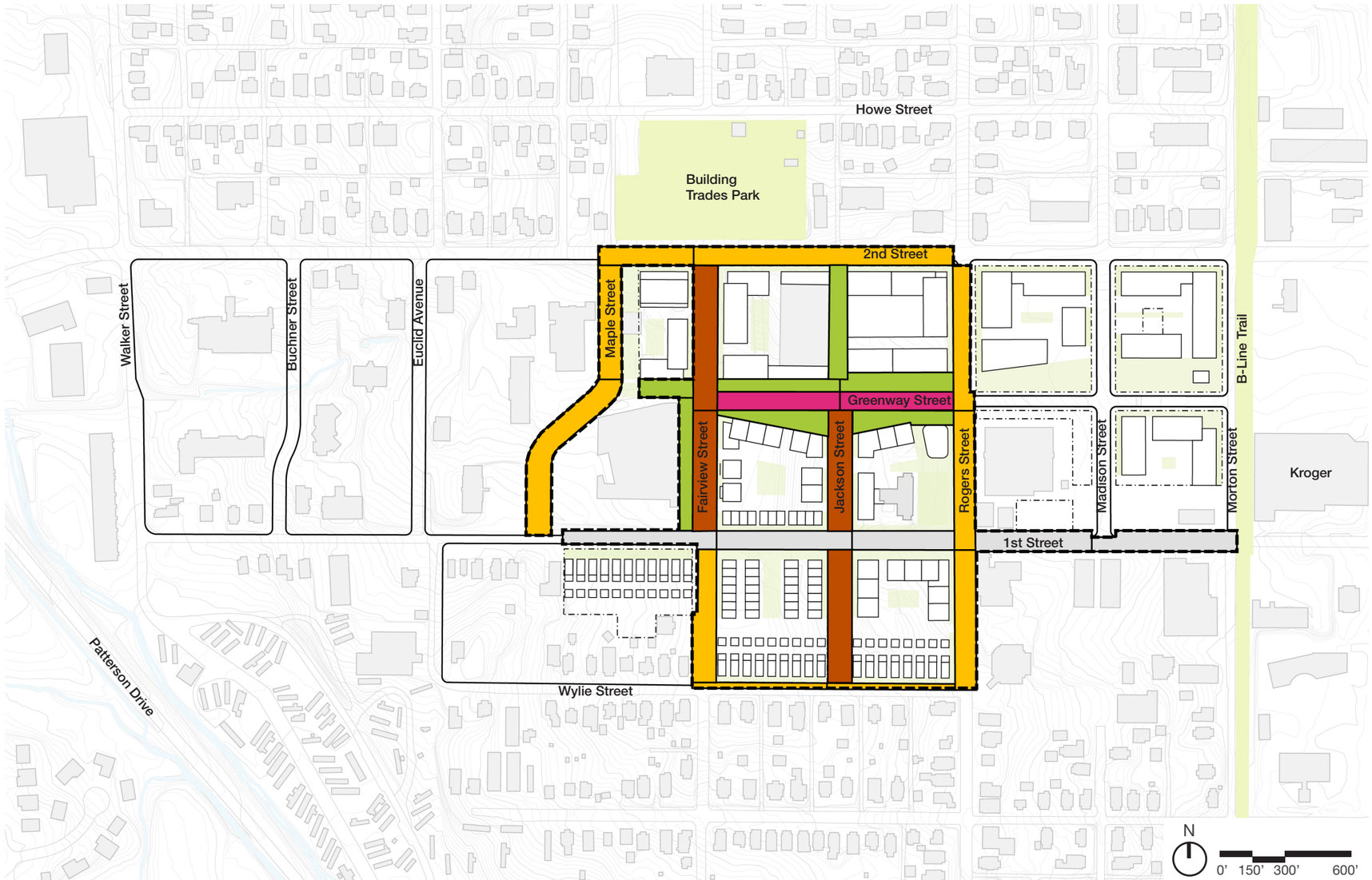
- Site Prep Area
- Street Improvements
- New Streets
- New Shared Street (pedestrian, bicycle, cars)
- Funded Street Improvements
- New Greenway

Enabling Projects

- 2nd Street long term improvements - setback, bikeway
- Rogers Street Improvements from 2nd Street to Wylie Street
- Widen Fairview Street from 1st Street to Wylie Street
- Creation of Fairview Street between 2nd and 1st Streets
- Creation of Jackson Street between 1st Street and Greenway
- Creation of Greenway between Rogers Street and Maple Streets
- Creation of green buffer next to remaining IU Health facility
- Demolition of existing buildings
  * part of IU Health site transfer

Development Potential

- ± 400-550 of units
- Parcel Area 13.6 acres
- On-site Parking



Cost Estimate Summary

The cost estimate is broken down into four main categories: Site Preparation, Street Improvement, New Streets, and New Greenway.

Site preparation is broken down by proposed city block and only calculate the area that is outside of the Right-of-Way

The Street Improvement projects are divided into two categories based on funding, those that have already been funded and those that have not yet been funded.

The New Streets category has been further broken down to separate the proposed streets by use and level of aesthetic value.

The street categories, including both new and improved, are broken down to represent the Right-of-Way / Street areas of one proposed block. These categories only calculate the area inside of the ROW and have been carefully drawn to strategically include intersections.

The New Greenway areas are currently being proposed as on-parcel improvements. These areas are outside of the ROW, but confined to predetermined areas within the parcels, along the proposed Greenway Street.

Each category has a list of elements that are included and excluded from the cost range that is listed that can be found on each page.

All categories carry 8% for Construction costs, 10% for Soft Costs and a 20% contingency. The construction costs are to include the contractor's general conditions, the maintenance of traffic, and the mobilization / demobilization. The soft costs are to include professional services, such as design and legal fees, and permitting.

A 20% contingency was added due to the schematic nature of the proposed design. The costs are based on the specific design scenario put forward during the master planning process and can change dramatically based on changes to design.

These cost were estimated utilizing 2020 numbers. Approximately 4% should be added to these values for each year following 2020.

Land acquisition was excluded from consideration, as was any required building / structure demolition.

Total Project Cost Estimate

	Cost Range	
	Low	High
Project Total	**$34,201,500**	**$37,801,900**
Site Preparation	$6,386,200	$7,058,600
Street Improvements	$7,418,600	$8,199,500
New Streets	$5,644,900	$6,239,100
New Pedestrian Street	$4,871,700	$5,384,600
Funded Street Improvements	$2,553,600	$2,822,300
New Greenway	$7,326,500	$8,097,800

Phase 1 East Project Cost Estimate

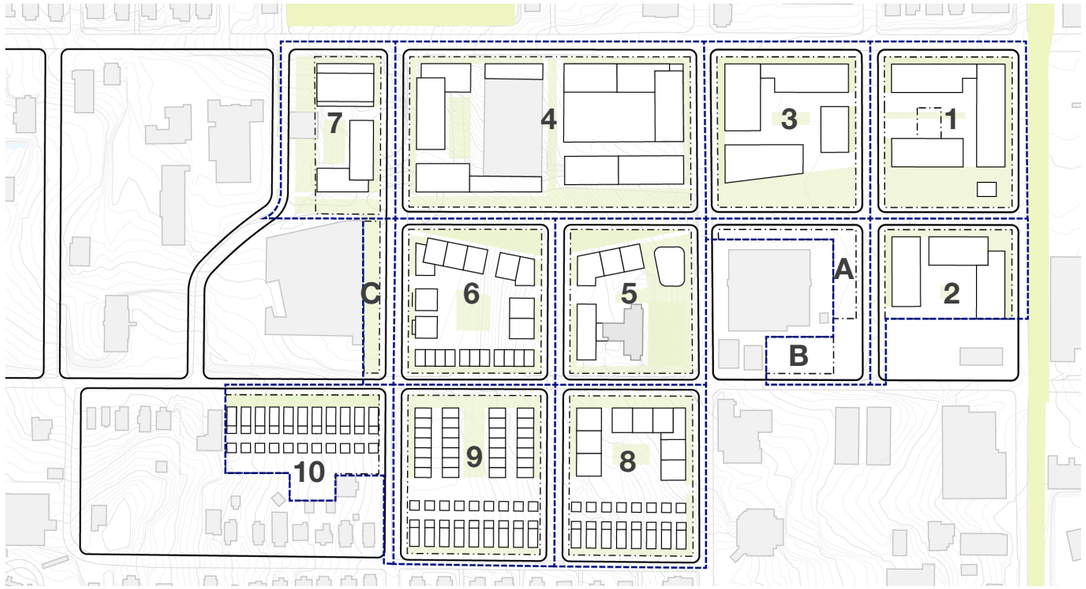
	Cost Range	
	Low	High
Phase 1 - East	**$11,483,400**	**$12,692,200**
Site Preparation	**$1,162,900**	**$1,285,400**
Area #1	$366,400	$405,000
Area #2	$241,900	$267,400
Area #3	$355,800	$393,200
Area #A & B	$198,800	$219,800
Street Improvements	**$2,661,300**	**$2,941,400**
2nd Street	**$770,300**	**$851,400**
Area S1	$524,400	$579,600
Area S3	$245,900	$271,800
Morton Street	**$1,376,800**	**$1,521,700**
Area Mr1	$846,500	$935,600
Area Mr2	$530,300	$586,100
Rogers Street	**$514,200**	**$568,300**
Area R4-1	$514,200	$568,300
New Streets	**$1,868,500**	**$2,065,100**
Madison Street	**$1,868,500**	**$2,065,100**
Area Md3	$1,155,800	$1,277,400
Area MdA	$712,700	$787,700
New Pedestrian Street	**$2,361,100**	**$2,609,700**
Greenway Street	**$2,361,100**	**$2,609,700**
Area Gr1	$1,086,400	$1,200,800
Area Gr3	$1,274,700	$1,408,900
New Greenway	**$3,429,600**	**$3,790,600**
Area G1	$2,031,600	$2,245,500
Area G2	$325,000	$359,200
Area G3	$1,073,000	$1,185,900

Phase 1 West Project Cost Estimate

	Cost Range	
	Low	High
Phase 1 - West	**$671,375**	**$742,000**
Site Preparation	**$174,900**	**$193,300**
Area #10	$174,900	$193,300
Street Improvements	**$153,675**	**$169,850**
Fairview Street		
Area F9-1	$153,675	$169,850
Funded Street Improvements	**$342,800**	**$378,850**
1st Street		
Area Fr10-1	$342,800	$378,850

Cost Estimate Components

Site Preparation

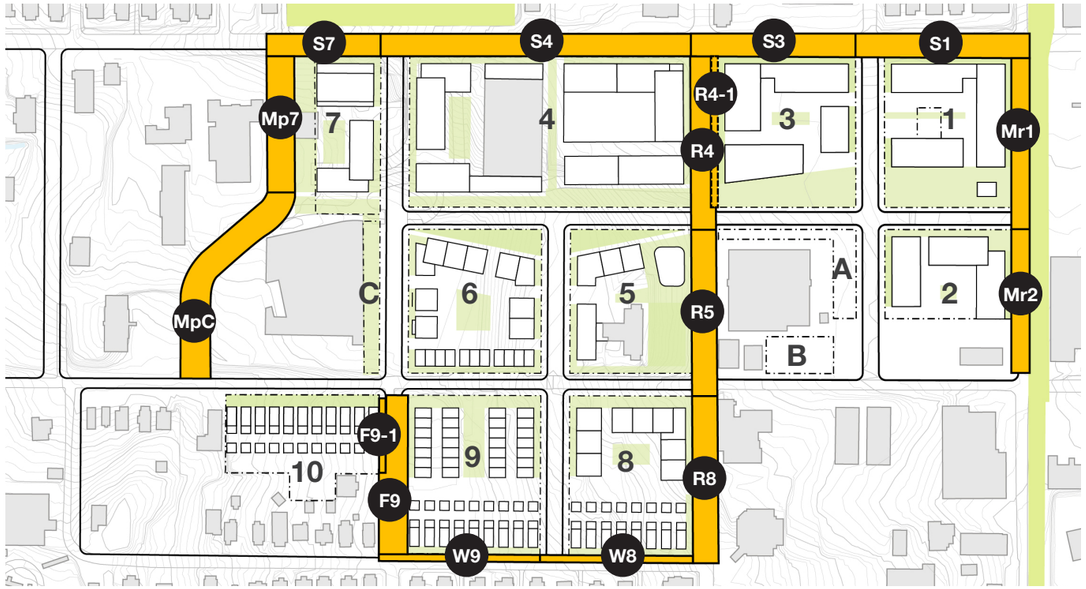


	Low	High
Site Preparation	**$6,386,200**	**$7,058,600**
Area #1	$366,400	$405,000
Area #2	$241,900	$267,400
Area #3	$355,800	$393,200
Area #4	$1,295,100	$1,431,500
Area #5	$587,700	$649,600
Area #6	$1,167,400	$1,290,300
Area #7	$561,500	$620,600
Area #8	$601,300	$664,600
Area #9	$616,500	$681,400
Area #10	$174,900	$193,300
Area #A & B	$198,800	$219,800
Area #C	$218,900	$241,900

Site Preparation	
Includes:	Clearing and Grubbing
	Tree Protection
	Mass Earthwork & Hauling
	Demolition of Hardscape
	Demolition of Utilities
	Construction Costs (8%) (Mob/MOT/GC)
	Soft Costs (10%)(Design, Permitting, Legal)
	Contingency (20%)
Excludes:	Building Demolition
	Land Acquisition

**The cost ranges are based on the proposed design in this master plan and the available GIS Data that was provided by local sources. The costs are based on contractor generated pricing from the summer of 2020 and shown as a +/- 5% from the calculated value.*

Street Improvements

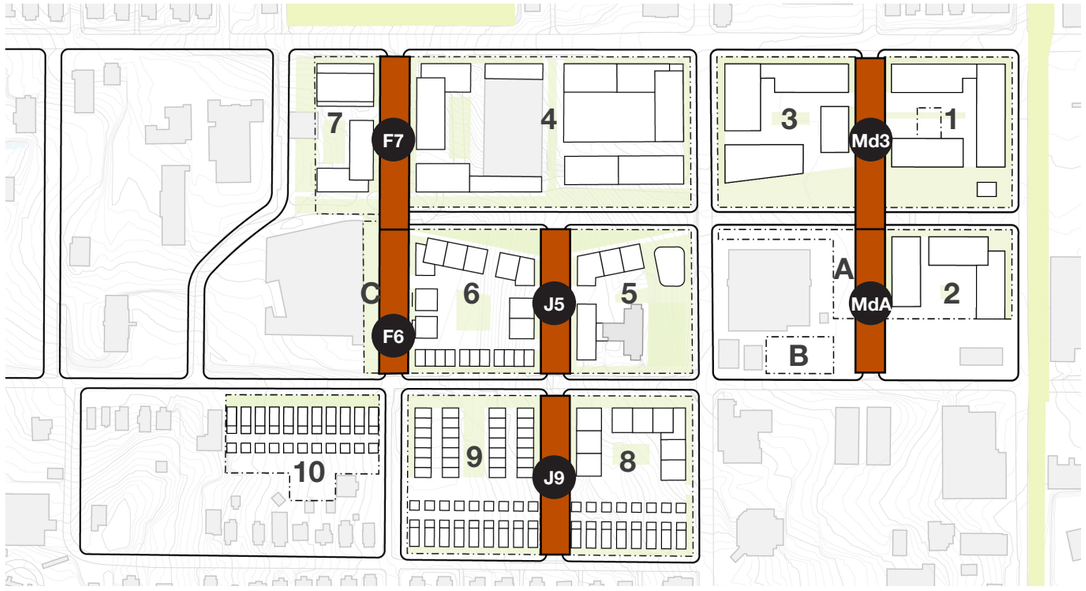


	Low	High
Street Improvements	**$7,418,600**	**$8,199,500**
2nd Street	**$1,808,400**	**$1,998,800**
Area S1	$524,400	$579,600
Area S3	$245,900	$271,800
Area S4	$721,700	$797,700
Area S7	$316,400	$349,700
Morton Street	**$1,376,800**	**$1,521,700**
Area Mr1	$846,500	$935,600
Area Mr2	$530,300	$586,100
Rogers Street	**$1,975,600**	**$2,183,500**
Area R4 (includes R4-1)	$1,028,400	$1,136,600
Area R5	$534,800	$591,100
Area R8	$412,400	$455,800
Wylie Street	**$717,600**	**$793,100**
Area W8	$274,900	$303,800
Area W9	$442,700	$489,300
Fairview Street	**$614,700**	**$679,400**
Area F9 (includesF9-1)	$614,700	$679,400
Maple Street	**$925,500**	**$1,023,000**
Area Mp7	$597,700	$660,700
Area MpC	$327,800	$362,300

Street Improvements	
Includes:	Patching and Resurfacing Asphalt
	Update Utilities as required
	Update Curbs, Sidewalks & Ramps
	Update Street Lighting
	Update Signage & Site Furnishings
	Pavement Markings
	Electrical Service as required
	Construction Costs (8%) (Mob/MOT/GC)
	Soft Costs (10%)(Design, Permitting, Legal)
	Contingency (20%)
Excludes:	Land Acquisition
	Fiber Service Relocation

Cost Estimate Components

New Streets

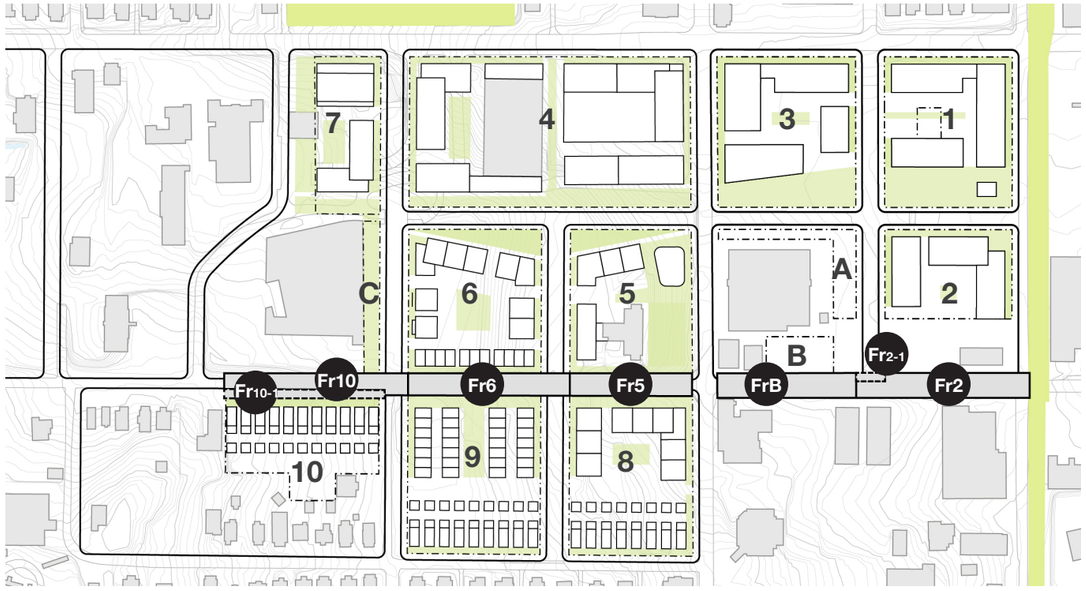


	Low	High
New Streets	**$5,644,900**	**$6,239,100**
Madison Street	**$1,868,500**	**$2,065,100**
Area Md3	$1,155,800	$1,277,400
Area MdA	$712,700	$787,700
Jackson Street	**$1,377,400**	**$1,522,500**
Area J5	$805,800	$890,700
Area J9	$571,600	$631,800
Fairview Street	**$2,399,000**	**$2,651,500**
Area F7	$970,900	$1,073,100
Area F6	$1,428,100	$1,578,400

New Streets	
Includes:	Fine Grading
	Full Depth Asphalt Pavement
	Concrete Curbs, Sidewalks & Ramps
	Pavement Markings
	Utility Extensions (Storm, Sanitary, Water)
	Tree lawn with Street Trees
	Street Lighting
	Electrical Service Extension
	Signage & Site Furnishings
	Construction Costs (8%) (Mob/MOT/GC)
	Soft Costs (10%)(Design, Permitting, Legal)
	Contingency (20%)
Excludes:	Land Acquisition
	Fiber Service Extension

**The cost ranges are based on the proposed design in this master plan and the available GIS Data that was provided by local sources. The costs are based on contractor generated pricing from the summer of 2020 and shown as a +/- 5% from the calculated value.*

Funded Street Improvements

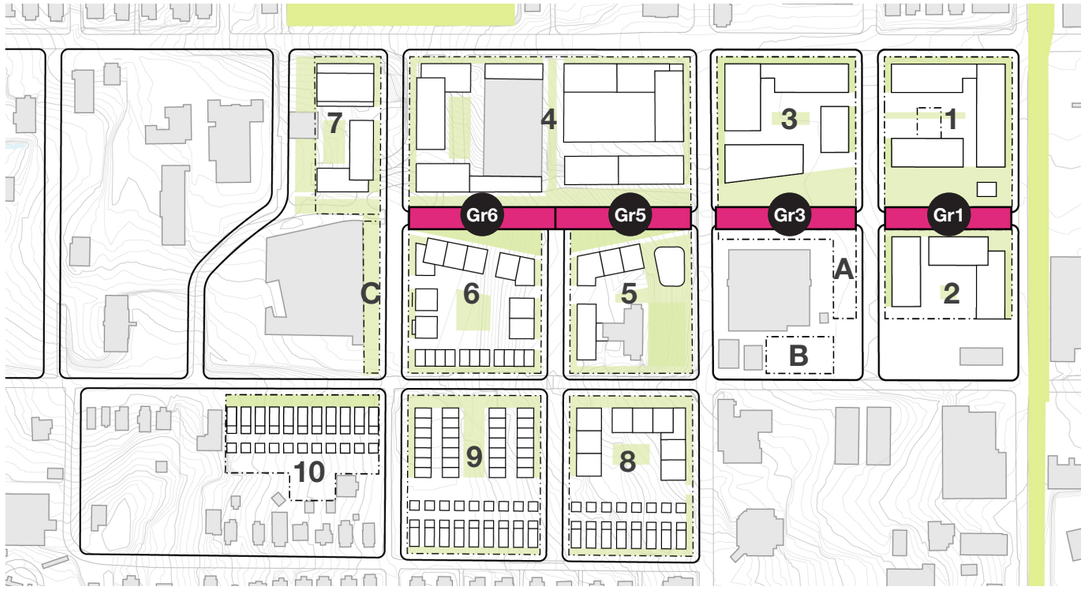


	Low	High
Funded Street Improvements	**$2,553,600**	**$2,822,300**
1st Street	**$2,553,600**	**$2,822,300**
Area Fr2	$515,200	$569,400
Area FrB	$507,900	$561,400
Area Fr5	$319,500	$353,100
Area Fr6	$525,400	$580,700
Area Fr10 (includes Fr10-1)	$685,600	$757,700

Funded Street Improvements	
Includes:	Patching and Resurfacing Asphalt
	Update Utilities as required
	Update Curbs, Sidewalks, Ramps
	Update Street Lighting
	Update Signage & Site Furnishings
	Pavement Markings
	Electrical Service as required
	Construction Costs (8%) (Mob/MOT/GC)
	Soft Costs (10%)(Design, Permitting, Legal)
	Contingency (20%)
Excludes:	Land Acquisition
	Fiber Service Extension

Cost Estimate Components

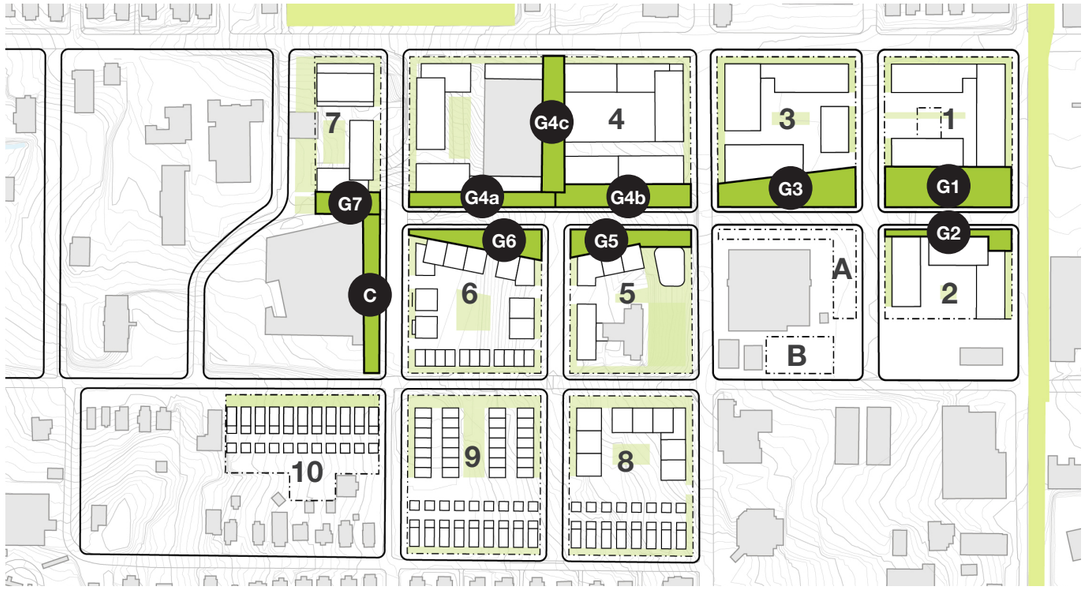
New Pedestrian Street



	Low	High
New Pedestrian Street	**$4,871,700**	**$5,384,600**
Greenway Street	**$4,871,700**	**$5,384,600**
Area Gr1	$1,086,400	$1,200,800
Area Gr3	$1,274,700	$1,408,900
Area Gr5	$1,112,200	$1,229,300
Area Gr6	$1,398,400	$1,545,600

New Pedestrian Streets	
Includes:	Fine Grading
	Full Depth Pavement Section w/ Paver Surf.
	Flush Curb with Paver Walks & Ramps
	Pavement Markings
	Utility Extensions (Storm, Sanitary, Water)
	Street Trees in Tree Grates
	Pedestrian and Street Lighting
	Signage & Site Furnishings
	Construction Costs (8%) (Mob/MOT/GC)
	Soft Costs (10%)(Design, Permitting, Legal)
	Contingency (20%)
Excludes:	Land Acquisition
	Fiber Service Extension

New Greenway



	Cost Range	
	Low	High
New Greenway	**$7,326,500**	**$8,097,800**
Area G1	$2,031,600	$2,245,500
Area G2	$325,000	$359,200
Area G3	$1,073,000	$1,185,900
Area G4a	$341,800	$377,800
Area G4b	$1,072,100	$1,185,000
Area G4c	$547,100	$604,700
Area G5	$585,400	$647,000
Area G6	$719,700	$795,500
Area G7	$588,000	$649,900
Area C	$42,800	$47,300

New Greenway	
Includes:	Fine Grading
	Paver Walkways
	Boardwalk
	Native Landscaping
	Splash Pads
	Retaining Walls
	Stepping Stones and Outcroppings
	Construction Costs (8%) (Mob/MOT/GC)
	Soft Costs (10%)(Design, Permitting, Legal)
	Contingency (20%)
Excludes:	Land Acquisition
	Fiber Service Extension

**The cost ranges are based on the proposed design in this master plan and the available GIS Data that was provided by local sources. The costs are based on contractor generated pricing from the summer of 2020 and shown as a +/- 5% from the calculated value.*

7

Appendix

Note: Refer to a separate document for information on the Traffic Impact Study (TIS).

7.1

Existing Conditions Analysis

Site History

Bloomington Hospital began as an initiative by the Local Council of Women in 1905 with the construction of the Hopewell House. Since that time, the Bloomington Hospital has been an important landmark in the community. Serving as a beacon of health and well-being, as well as, a hub for innovation for over a century.

1905 Hopewell House

The original Bloomington Hospital included four acres of land and a two-story brick Italianate house and barn built in the 1880s. Using funds raised by the Local Council of Women, it was remodeled to include 17 beds, an operation room, an office, and a reception room. The barn was remodeled and became the Nurses' Home where doctors and nurses could rest. Both were demolished as part of the 1965 expansion.

IU Libraries

1919 Wing

The new limestone building, designed by architect Alfred Grindle of Indianapolis, held 35 beds. The Hopewell House was converted into nurses' housing. Construction was funded by the Local Council of Women. The wing was demolished in the 1980's as part of another expansion.

IU Libraries

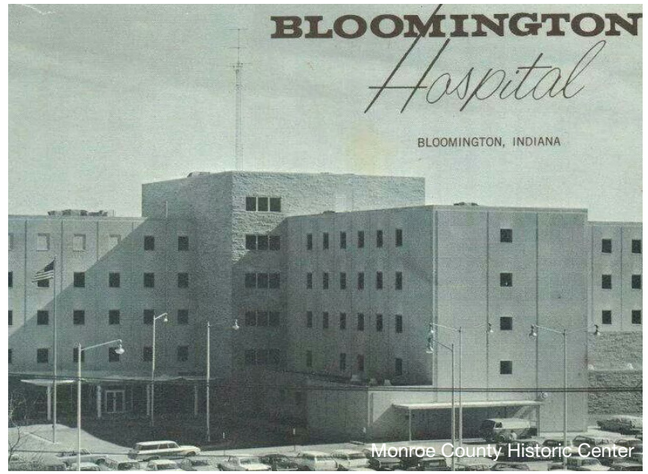
1947 Wing

The limestone addition on the east side of the 1919 Wing was designed by McGuire & Shook and built to treat soldiers returning from WWII. The wing accommodated the expectations of the American Hospital Association which required five beds per 1,000 residents, and included additional hospital services previously unavailable. The building was later renamed the Kohr Administration Building.

Monroe County Historic Center

1965 Expansion

The Hopewell House was demolished to accommodate the expansion which included an additional 140 beds and 213,000 square feet of space. Two additional stories were added during construction for future expansion, and the 1919 and 1945 Wings were remodeled as a 60-bed convalescent hospital with space for employees and records.



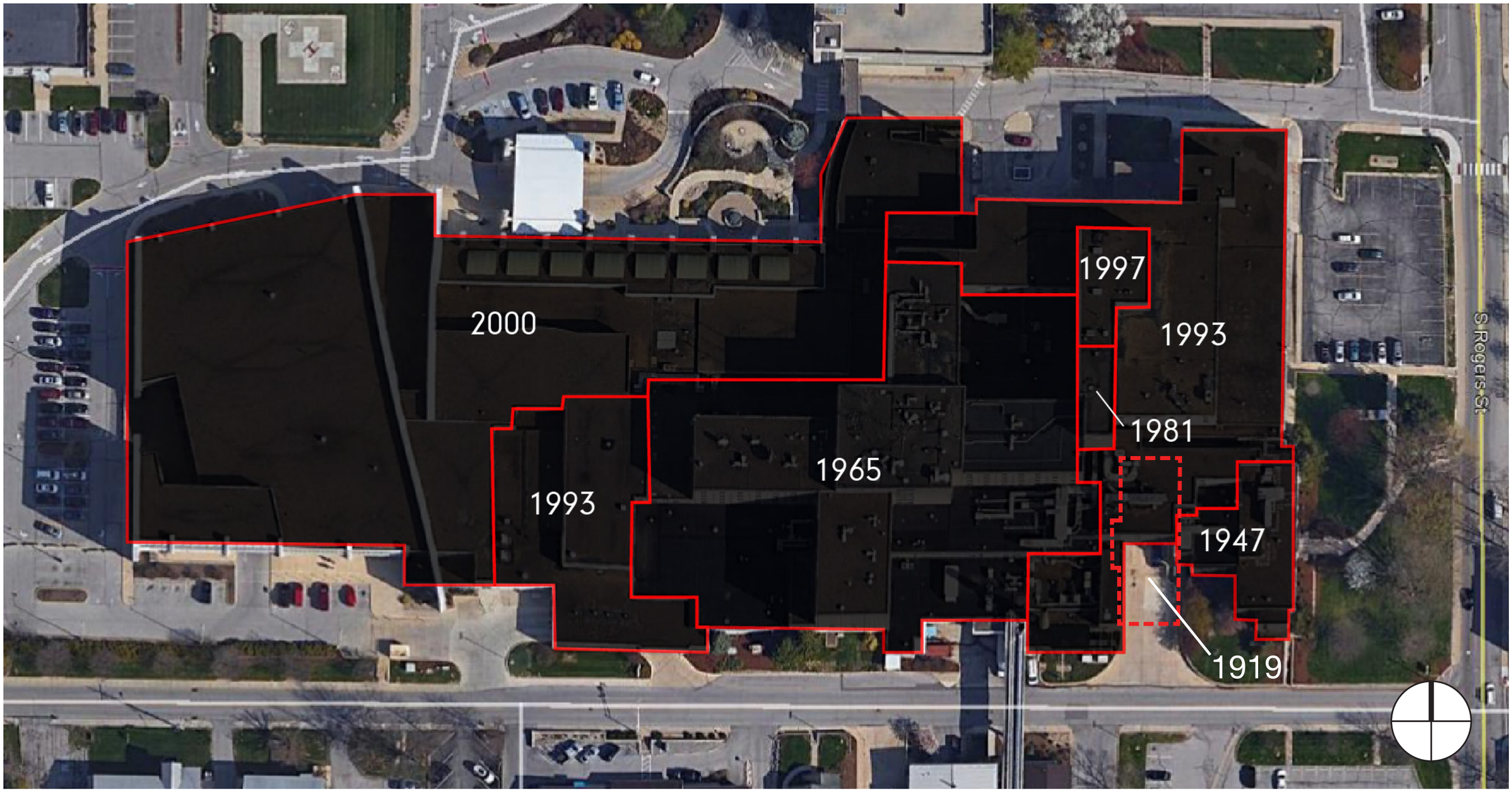
Monroe County Historic Center

Post-1965 Additions

The two stories left unfinished during the 1963 construction were completed in 1970. New buildings and services added since 1965 have included expansion to the emergency services department and maternity department, upgraded surgical facilities, additional outpatient services, a cancer unit, and a parking garage.

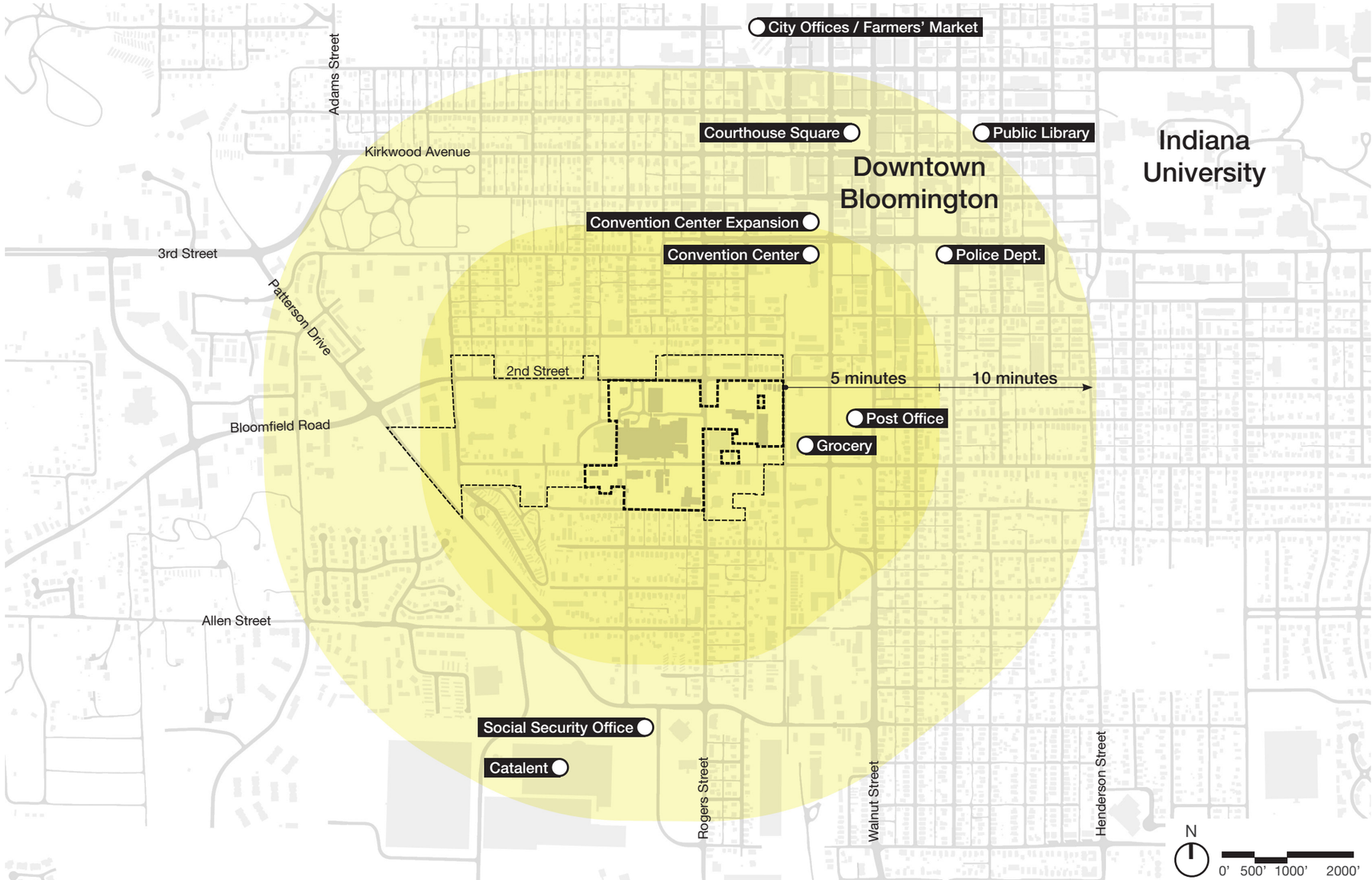
Building Timeline

Dates listed are the year that portion of construction was completed.



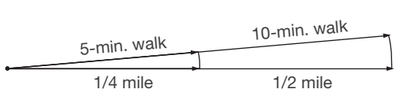
Site Relationship

- Conveniently located +/- 3 miles from Interstate 69, State Road 45 and State Road 46, making it easily accessible from all directions. Once off these major thoroughfares, local primary roads deliver you to the site.
- Ideally located between the recreation of Switchyard Park to the southeast, and convenience of downtown to the northeast, with each of these areas a 10-minute walking distance.
- Connecting suburban big box retail centers to the west with the more traditional downtown mixed uses to the east and north of the site.
- Site is located between two historical neighborhoods and provides an opportunity to activate and connect to neighborhood edges.
- Walking distance to large area employers, healthcare, coffee shops, boutiques, and schools for access to a wide range of resources and amenities.
- Current convention center with future expansion is situated between the site and downtown. The expanded convention center will serve as a new anchor for cultural life in Bloomington and a hub for the community.



Redevelopment Site

Existing MH Zoned Area



Surrounding Amenities

Destinations & Activities

Downtown Bloomington

The AME Group

Sample Gates - Indiana University

IUPUI

Building Trades Park

Bloomington Farmers' Market

WBIW

Greenspace & Recreation

B-Line Trail

IU Bloomington

Switchyard Park

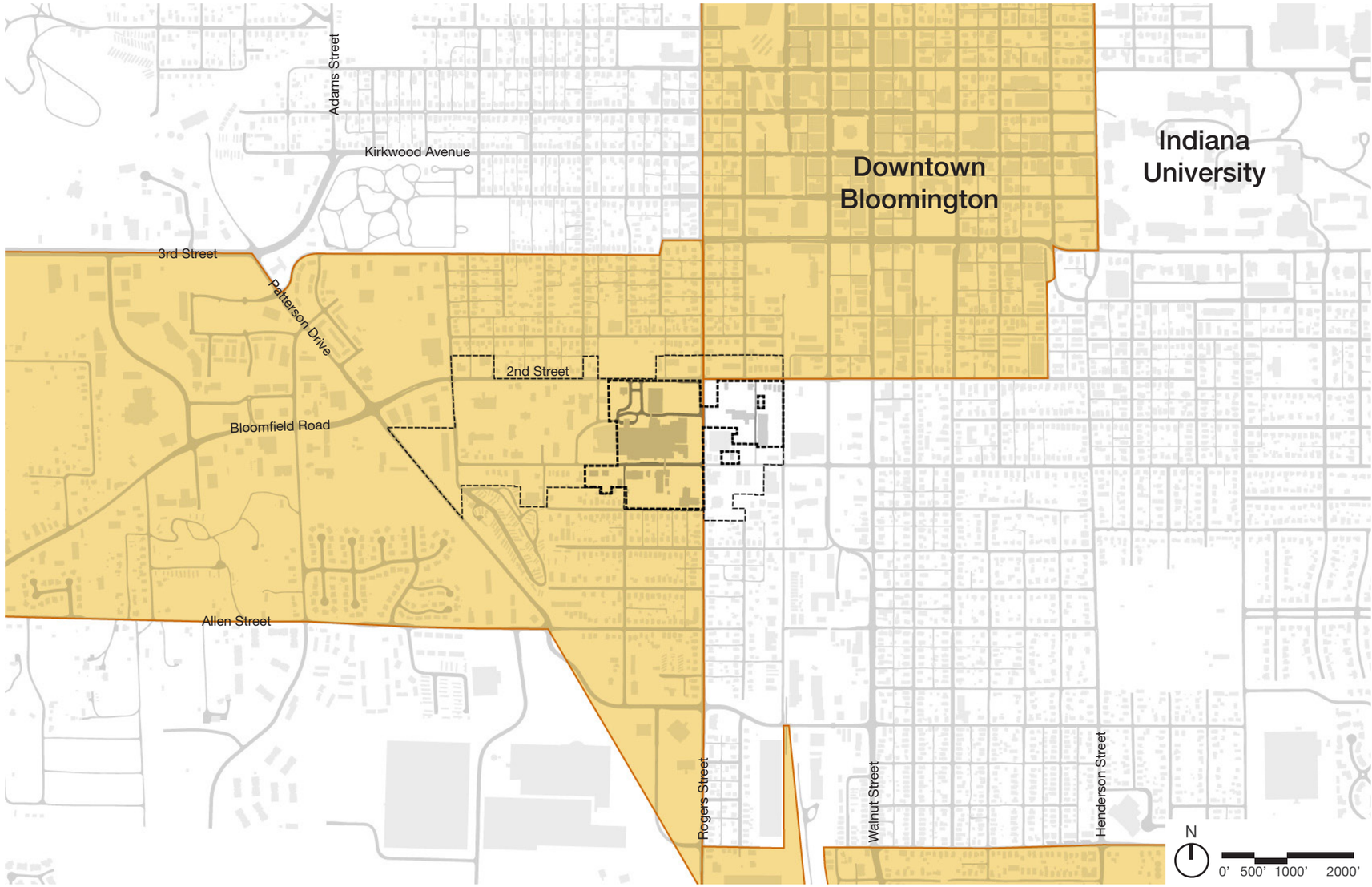
Waldron, Hill and Buskirk Park

Twin Lakes Recreation Center

Visit Bloomington

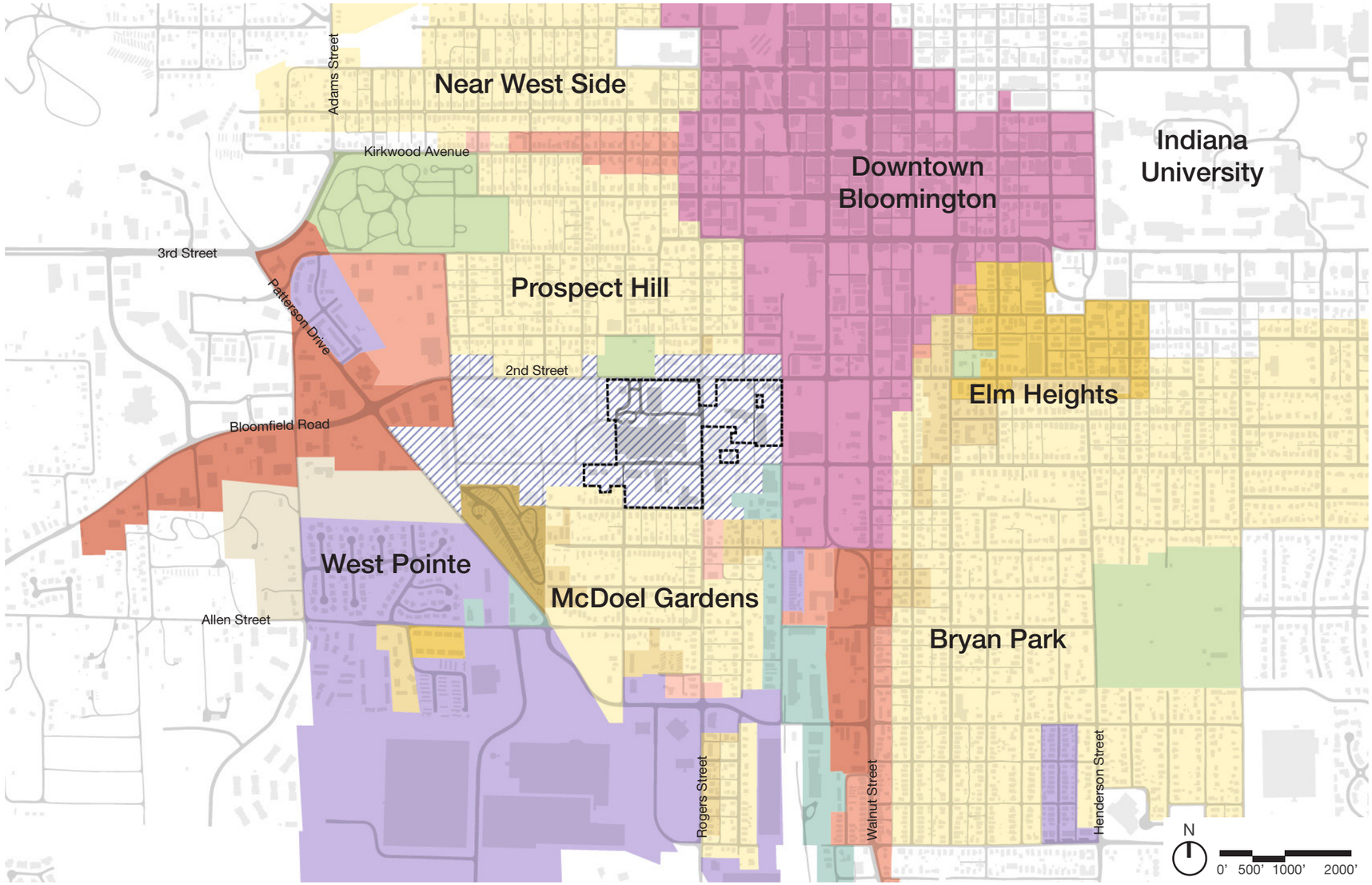
Opportunity Zone

- A portion of the Bloomington Hospital site west of Rogers street is within the boundary of one of Bloomington's four Opportunity Zones.
- The census tract that comprises this Opportunity Zone had an estimated median income of $58,895 in 2019 with just over 30% of its residents living below the poverty line.
- An additional Opportunity Zone is directly adjacent to the site beginning at the intersection of Rogers Street and 2nd Street and encompassing the Downtown Bloomington area.
- Opportunity Zones encourage investments in low-income census tracts that are nominated by the governor and approved by the U.S. Department of Treasury.



Zoning & Surrounding Area

- Site is currently zoned within the Mixed-Use Healthcare District.
- North: Prospect Hill Neighborhood, zoned mostly residential small lot for single family uses.
- South: McDoel Gardens Neighborhood, zoned mostly residential small lot for single family uses.
- East: Downtown Bloomington, zoned Mixed-Use Downtown for moderate to high density development with active street edges.
- West: Transition Area between pre-WWII development patterns and uses with post-WWII development patterns and uses.



Neighborhood Character

McDoel Gardens

- Residential neighborhood with many single family homes built to house the local workers of the factories and mills of the area in the early 20th century. A large section of homes in this neighborhood are bungalows, with another large portion of homes being built by pre-fabricated house construction kits. WPA concrete sidewalks, from the Great Depression area, still line some of the streets in this neighborhood.

Prospect Hill

- One of the oldest neighborhoods in Bloomington that has single family homes largely built between 1890 and 1925 utilizing Queen Anne, Free Classic, and Period Revival Style architecture. These houses were influenced by high styles during a period of economic growth in Bloomington. Many of these homes have been restored in recent years, and as of March 1991, the Prospect Hill Historic District has been listed on the National Register of Historic Places.

Neighborhood Character

East Commercial Corridor & Downtown

- Just east of the site, fast food chain restaurants and large, commercial groceries on the south side of the corridor give way to more dense, historic buildings as the corridor heads north to downtown. The large grocery store building, with ample surface parking, building setbacks and required landscaping, are balanced out by local restaurants, bars and small convenience stores situated in 3-story brick buildings, with sandwich board signs and on-street parking.

Cardinal Spirits

West Commercial Corridor

- The west corridor is flanked and bisected by major roads. When looking at an aerial of the site, it is obvious that the corridor was a result of sprawl. It leaves the old network of roads behind, along with the architecture of that era. The architecture of this portion of town seems to be constructed with the speed of the times, focusing on function and leaving character behind.

Building Density

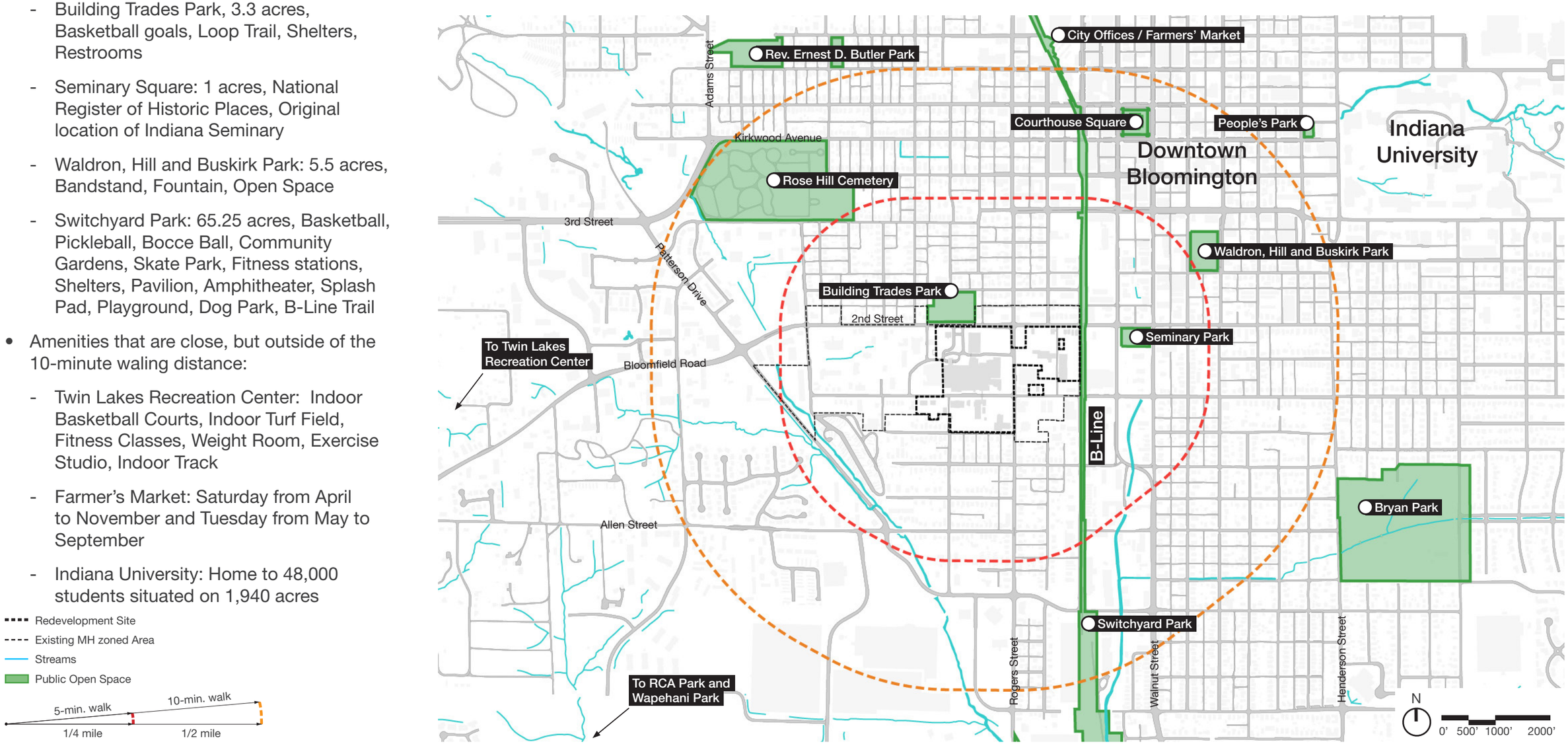
- Building density shown using the figure ground technique; showing only building locations in a black
- When looking at a plan for this portion of the city using the figure ground technique, a few items immediately stand out:
  - The three large boxes at the bottom of the screen, outlined with a blue dashed line, are quick to draw your eye. These large structures, surrounded by areas of white, indicate an industrial use with large areas of surface parking.
  - To the north, the traditional downtown, outlined with a purple dashed line, can be recognized with its zero lot line setbacks and 100 percent coverage. This allows the grid of roadways to show through.
  - Large areas of blank canvas with no significant buildings present parks or open space like Bryan Park to the east, outlined with a green dashed line.
- The majority of the map is residential with enough density to differentiate the smooth line of the front yards and roadways from the rough alignments of the backyards.

Redevelopment Site

Existing MH zoned Area

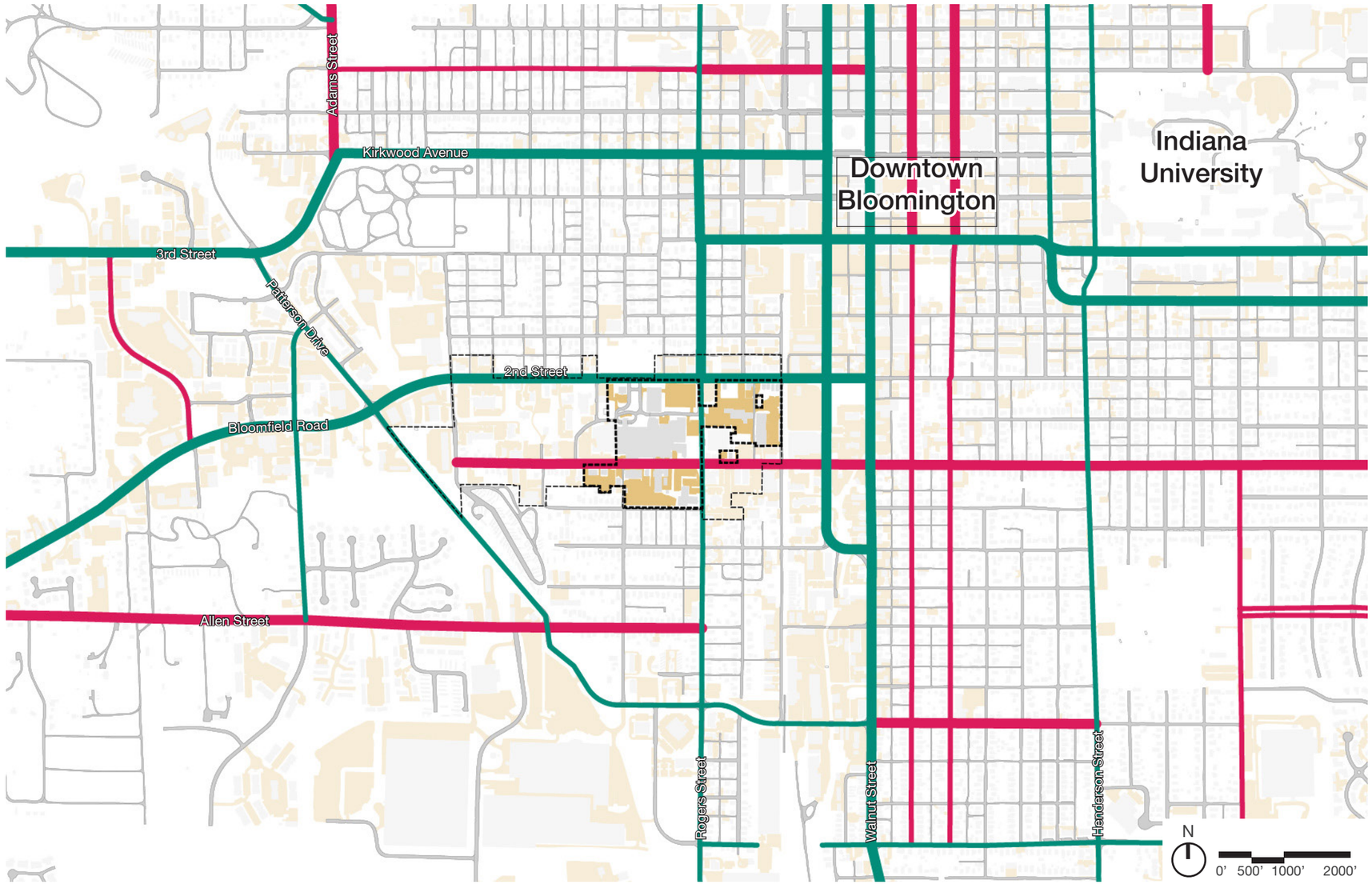
Public Open Space

- Parks within 10-minute walking distance:
  - Building Trades Park, 3.3 acres, Basketball goals, Loop Trail, Shelters, Restrooms
  - Seminary Square: 1 acres, National Register of Historic Places, Original location of Indiana Seminary
  - Waldron, Hill and Buskirk Park: 5.5 acres, Bandstand, Fountain, Open Space
  - Switchyard Park: 65.25 acres, Basketball, Pickleball, Bocce Ball, Community Gardens, Skate Park, Fitness stations, Shelters, Pavilion, Amphitheater, Splash Pad, Playground, Dog Park, B-Line Trail
- Amenities that are close, but outside of the 10-minute waling distance:
  - Twin Lakes Recreation Center: Indoor Basketball Courts, Indoor Turf Field, Fitness Classes, Weight Room, Exercise Studio, Indoor Track
  - Farmer's Market: Saturday from April to November and Tuesday from May to September
  - Indiana University: Home to 48,000 students situated on 1,940 acres



Road Classifications & Parking Lots

- 1st Street is a smaller road that connects the project site to the surrounding neighborhoods to the east and functions as a local bike route. The street, however, deadends into Walker Street to the west of the site.
- 2nd Street loses its east-west function heading west of the focus area where it turns into Bloomfield Road. This is where the grid of the old streets of town begins to dissipate. The road falls to the southwest, where it intersects Interstate 69.
- 3rd Street is a mile north of the hospital. It is a major east-west connector that turns into Kirkwood Avenue, which runs along the south side of the courthouse.
- Morton Street functions as a local connection for those traveling north-south. The B-line trail is just east of the street, making the corridor usable for those in vehicles or those utilizing other forms of transportation.
- Rogers Street is a major North-South thoroughfare. North of downtown it becomes Kinser Pike and connects to State Road 45.



- Redevelopment Site
- Existing MH zoned Area
- Primary Arterial
- Primary Collector
- Secondary Collector
- Local
- On-Site Parking Lot
- Parking Lot

Typical Right-Of-Way

- 1st Street is a two lane asphalt roadway and primary collector. It has concrete sidewalks directly adjacent to the drive lanes, and is designated as a bike route.
- 2nd Street is a two lane asphalt roadway and primary arterial that connects directly to I-69. It has concrete sidewalks behind tree lawns on both sides, does not allow on-street parking, and has an occasional turn lane.

1st Street

2nd Street

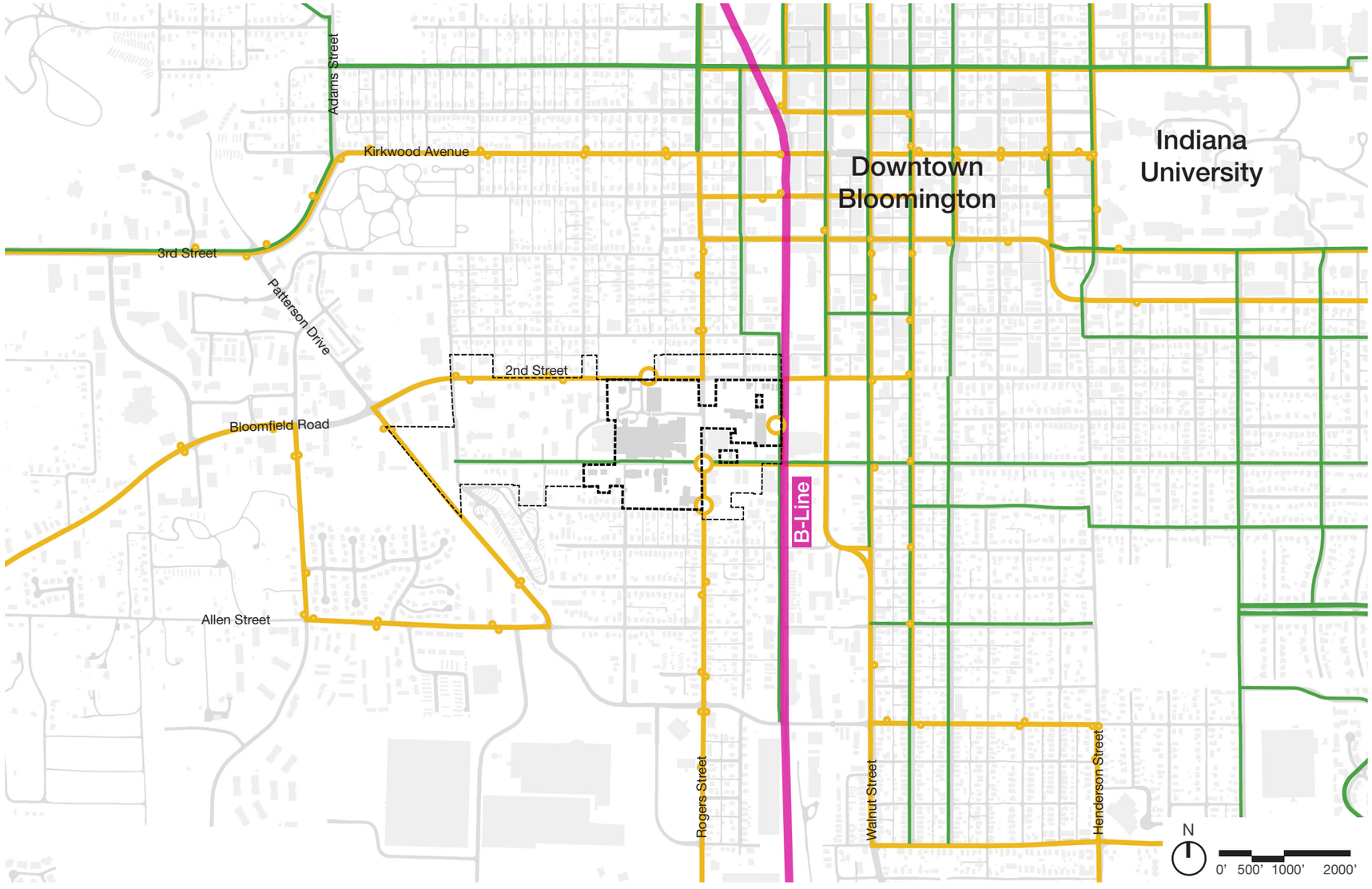
- Rogers Street is a primary arterial, two lane asphalt roadway. It has concrete sidewalks directly adjacent to the drive lanes and allows for on-street parking in various locations.
- Morton Street is a local street, two lane asphalt roadway. It has a concrete sidewalk on the west side. On the east side there is a ditch that separates the roadway from the B-Line Trail

Rogers Street

Morton Street

Community Circulation

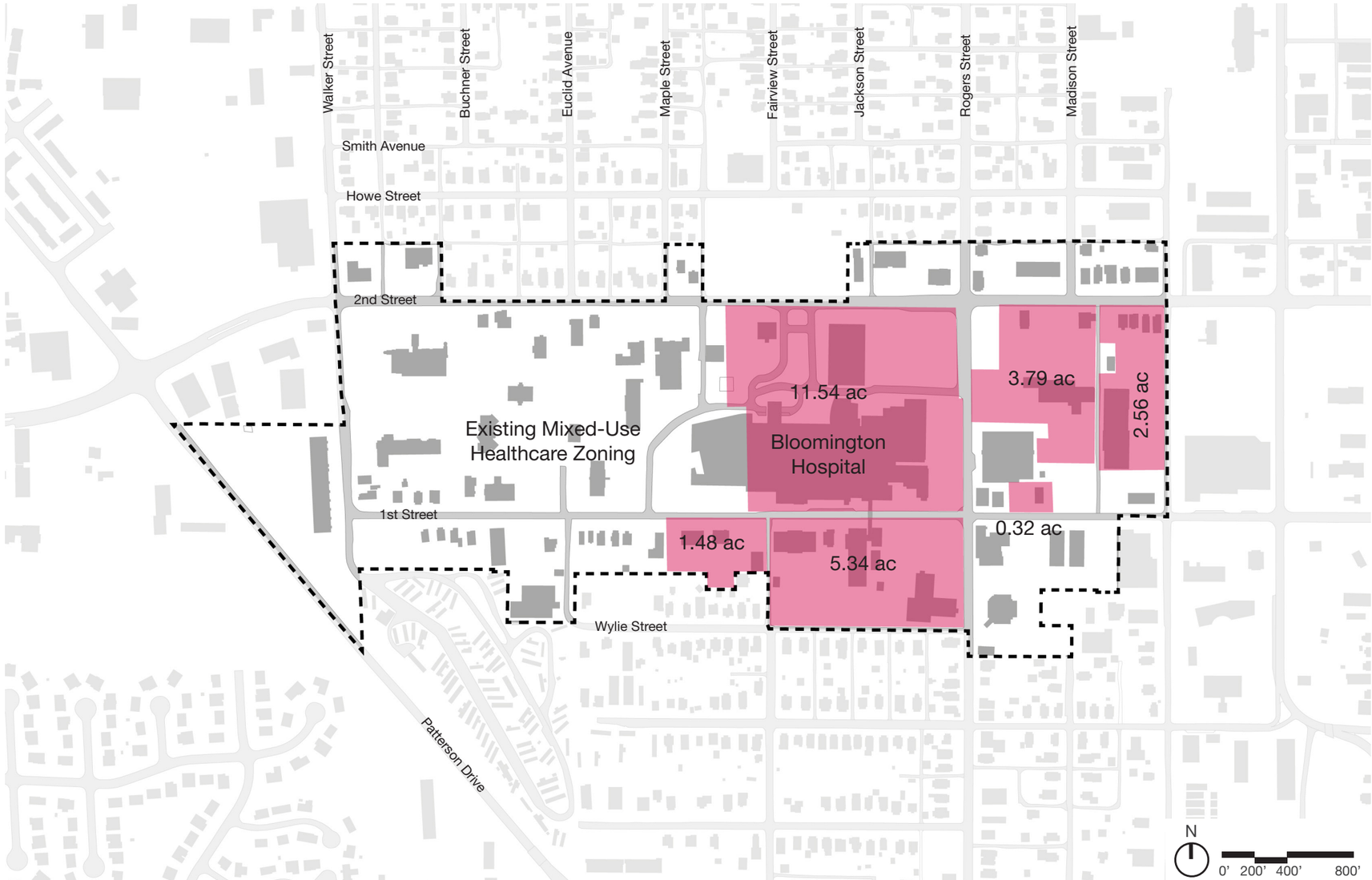
- Project is adjacent to the B-Line trail, which extends a total of 3.1 miles, from Adams Street to Country Club Drive
  - Connects to the Bloomington Rail Trail to the south - additional 2 miles of trail
- Bike routes along 1st Street and Madison Street are signed bike routes, but not dedicated bike lanes
  - This will change as the City expands its bike network
- 4 bus stops adjacent to project site, and buses on this route run every 30-60 minutes
  - Route 2: West 11th Street via Showers Complex, South Rogers/Countryview
  - Route 4: High Street/Sherwood Oaks, Bloomfield Road/Heatherwood



Redevelopment Site
Existing MH zoned Area
B-Line
Bike Route
Bus Route
Bus Stop

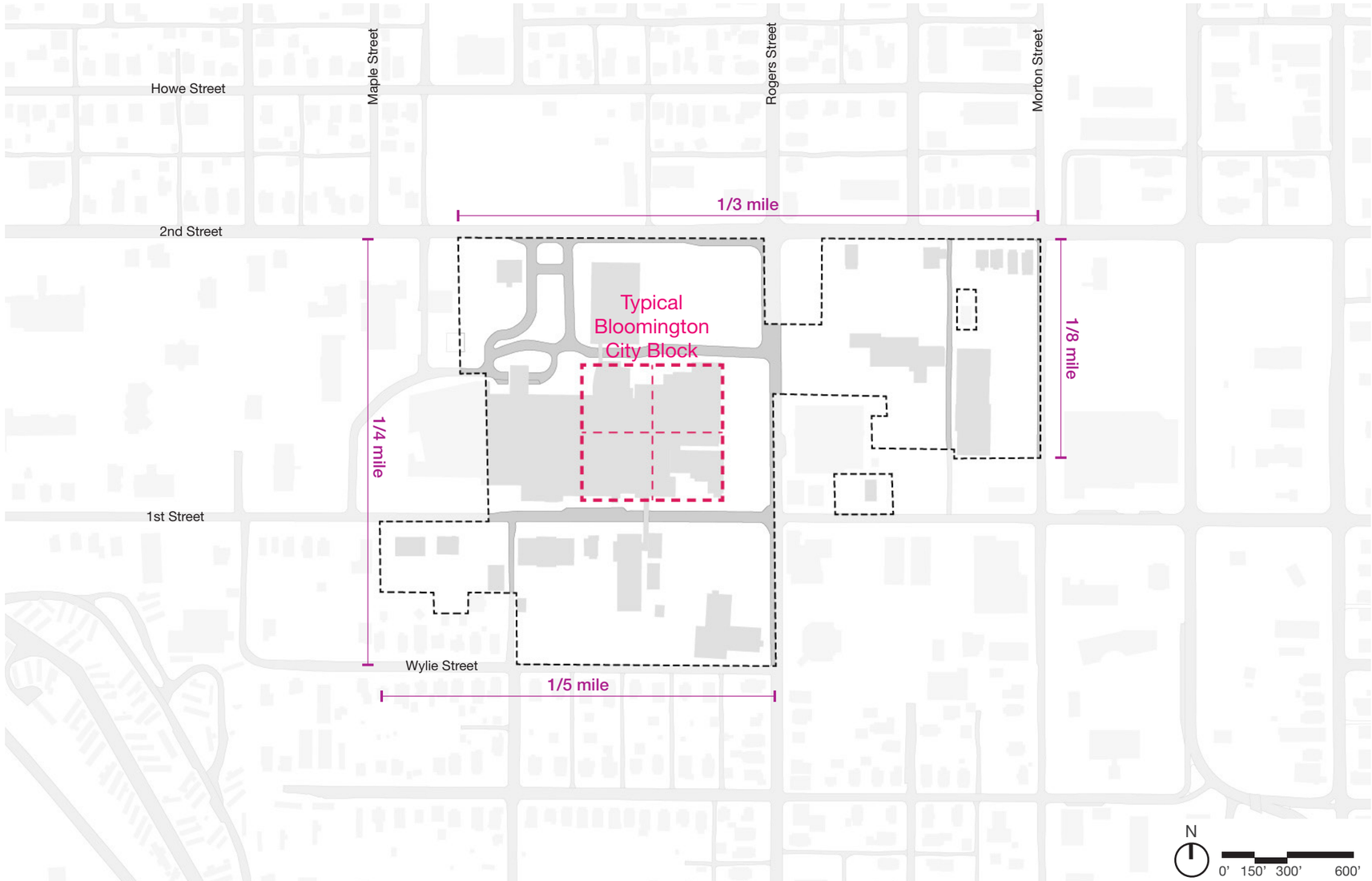
Study Area

- Study area includes the existing Mixed-Use Healthcare Zone:
  ± 76 Acres
- Redevelopment Site:
  ± 24 Acres
- Mixed-Use Healthcare Zone to be explored for rezoning. This will allow the uses of the redevelopment site to expand as demand for redevelopment stretches across the rest of the zoning area.
- Redevelopment Site (pink) to be handed over to the city following necessary site demolition and remediation, per purchase agreement. This will leave a largely blank canvas that can be backfilled with the results of this master plan.



Site Boundary & Size

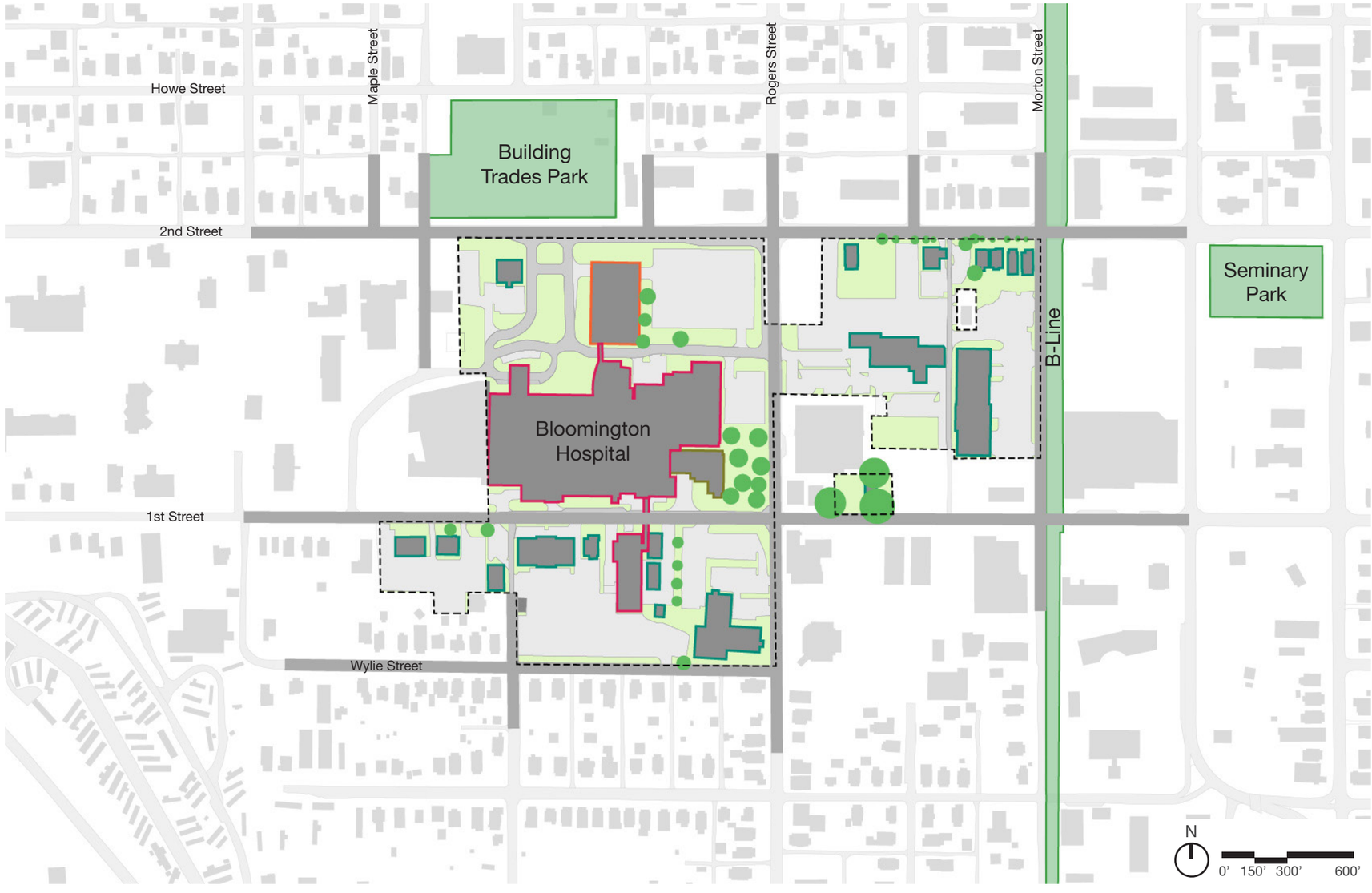
- 1/3 mile of frontage along 2nd Street, opposite Residential/Park Uses
- 1/4 mile of frontage along Rogers Street, opposite Business/Office Uses
- 1/5 mile of frontage along 1st Street, all included in the Mixed-Use Health Use
- 1/8 mile of frontage along Madison Street, B-Line, commercial use
- Site perimeter totals 1.25 miles
- Expansive street frontage along 2nd Street and Rogers Street provide opportunity for commercial/retail



Redevelopment Site
Typical Bloomington City Block
Typical Bloomington City Quarter Block

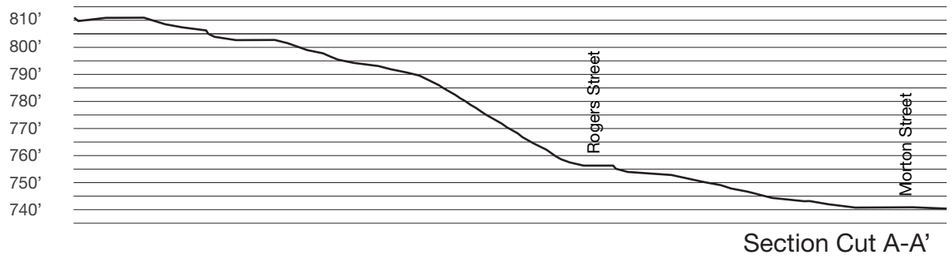
Site Conditions

- ± 5.0 Acre hospital building to be demolished per purchase agreement
- ± 2.75 Acres non-IU medical office buildings to remain
- 5-story parking garage with approx. 390 parking spaces
- ± 2400’ LF of private roads
- ± 10 acres of surface parking
- Consider notable trees in planning future upgrades



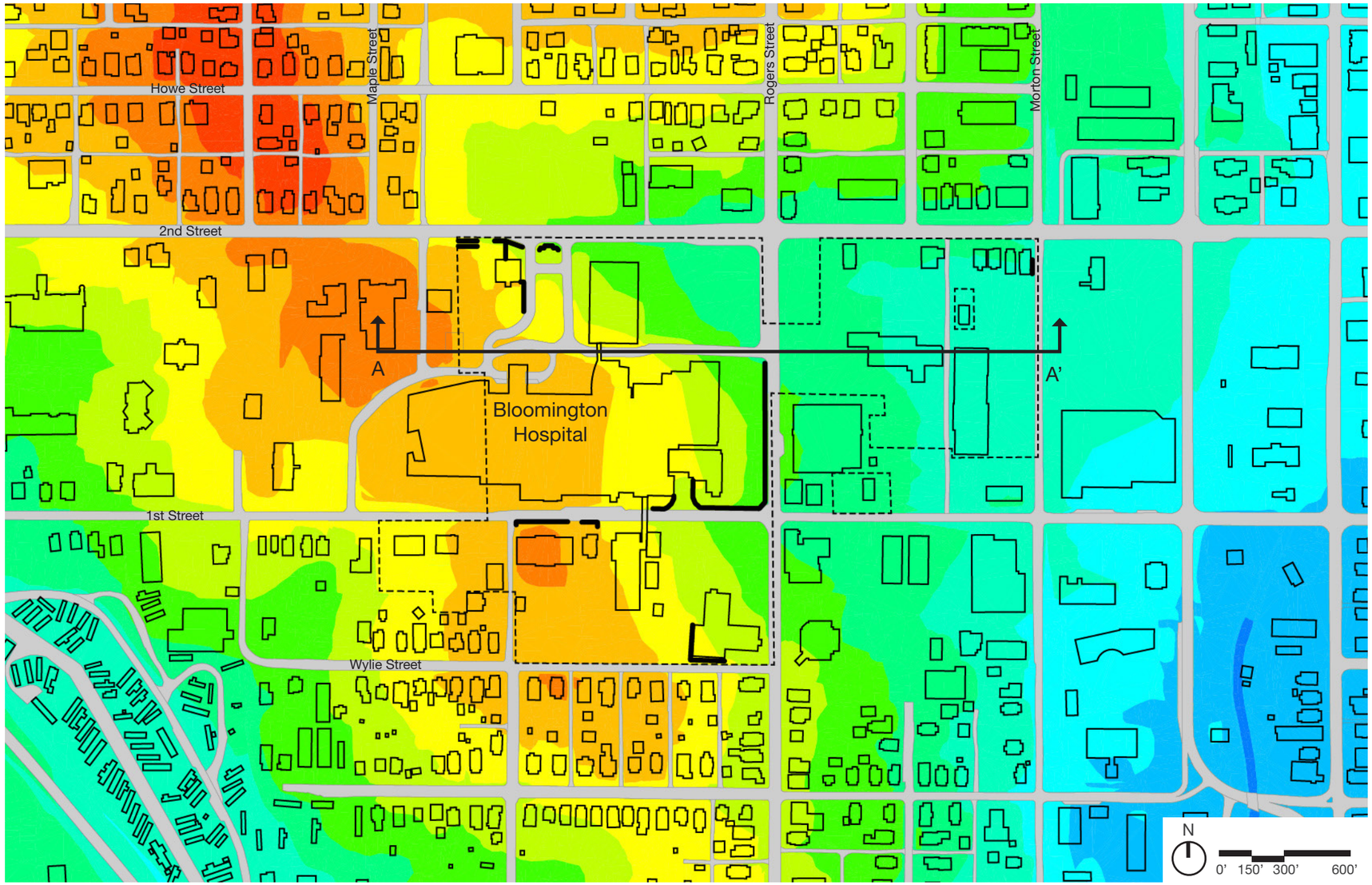
- Redevelopment Site
- Hospital Building to be Demolished
- Parking Garage to Remain
- Kohr Building to be Determined
- Non-IU Medical Office Buildings to Remain
- Parking Lot
- Retaining Wall
- Public Open Space
- Landscaped Area / Lawn
- Notable On-Site Tree

Elevation Analysis



Section Cut A-A’

- Main Site: Elevation from 800’ – 760’; large retaining wall in several areas
- South Parcels: Elevations from 795’ – 770’
- East Parcels – Elevations from 755’ – 740’
- Slopes vary from 0.5% to 22% on site
- Site east of Rogers Street is relatively flat - 1.5% average
- Site north of existing hospital building is the steepest portion of the site - 10% average
- Slopes provide natural drainage on site
- Site high point allows for expansive views to the east and into downtown
- Site low point adjacent to the B-Line
- Retaining walls on-site range from 2’ to 12’ in height
- The existing hospital building is at a high point elevation of the site which slopes down to the northeast and southeast



On-Site Retaining Walls

Northwest corner of Rogers Street & 1st Street intersection

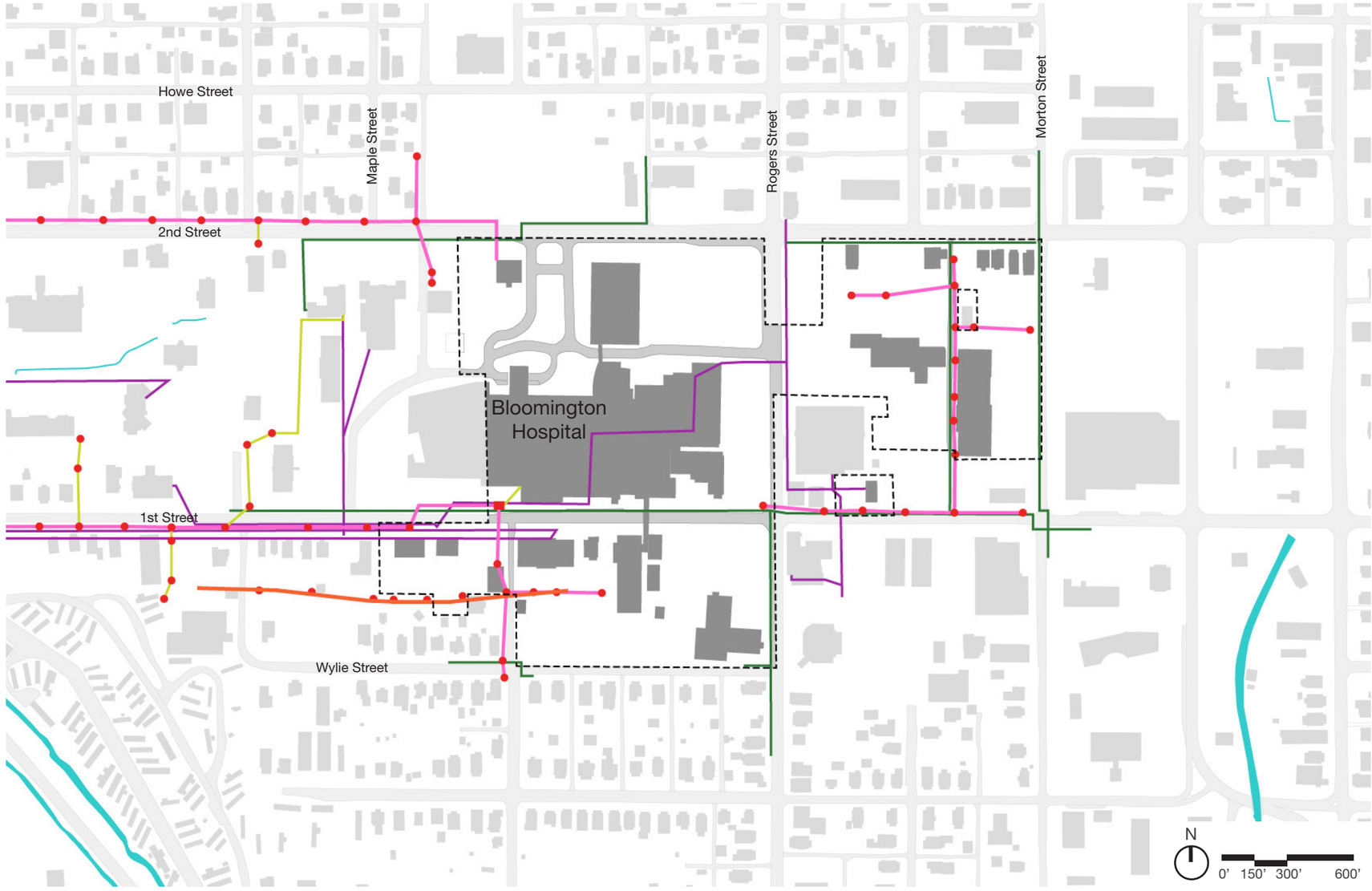
High point of 1st Street, south site

Hospital entrance on 2nd Street

Looking east on 2nd Street

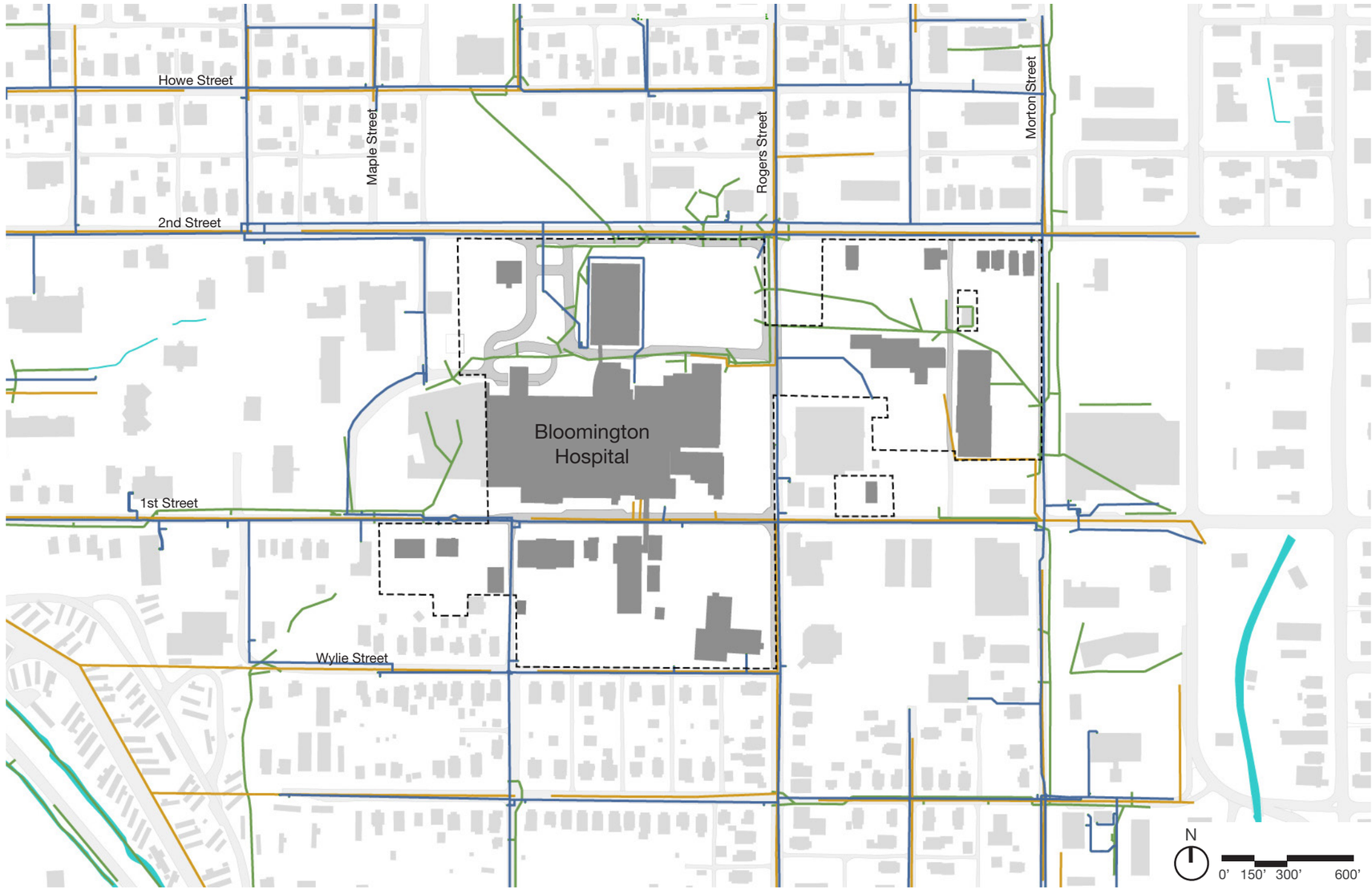
Dry Site Utilities

- Electrical Service: Duke supplied, service currently on 2nd and 1st Streets, as well as Morton; hospital is on its own circuit
  - Site has several overhead electric lines as well as subgrade electrical
- Gas Service: Vectren supplied, 6” Steel on 1st, 2” PE on 2nd, 2” PE on Rogers, 10” steel on Morton
- Telecom/Cable: Smithville supplied



Wet Site Utilities

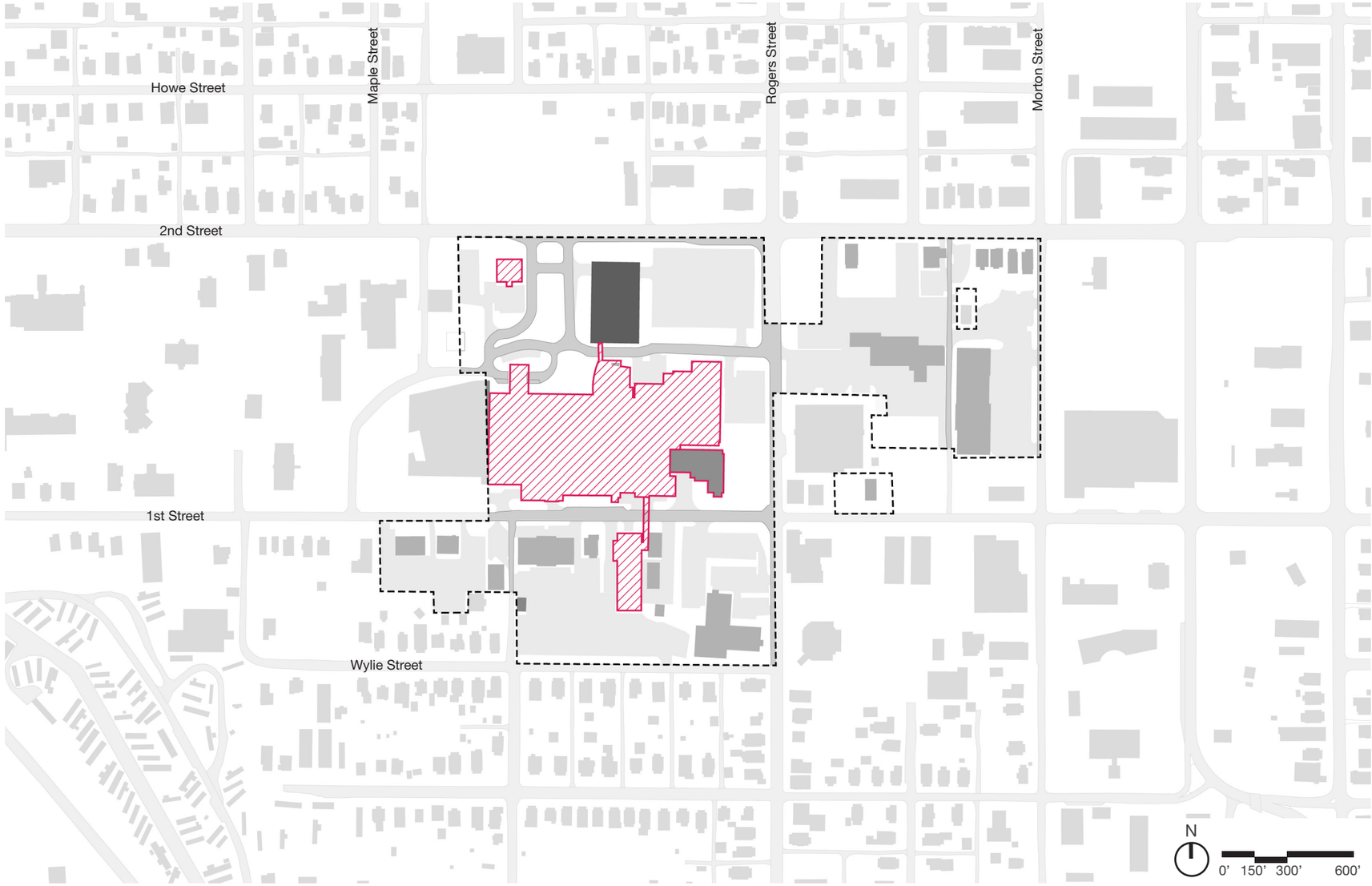
- Sanitary Service: City supplied, 24” on Walnut, <12” on all other streets
- Storm Service: City supplied, 12” RCP on 1st Street, 24” RCP on Rogers, 30” RCP on 2nd, 24” CMP on Morton. There are no apparent BMPs on site. These are required to clean stormwater runoff before it leaves the site.
- Water Service: City supplied, 24” on Rogers, 12” on 2nd, 8” on Morton



Redevelopment Site
Stream
Storm (Subgrade)
Water (Subgrade)
Sewer (Subgrade)

Demolition Strategy

- Per IU Health purchase agreement, the following buildings will be removed:
  - Main Hospital, not including Emergency Services Department
  - Hospital Power Plant
  - Cardiovascular Surgery Building
- Parking Garage to remain
- Kohr Administration Building is being evaluated for potential reuse or removal
- Before property transfer to the City, IU Health will perform the necessary remediation to the former facility area. This will ensure that the City is handed an environmentally clean area for future construction.



Redevelopment Site
Parking Garage to Remain
Kohr Building Reuse or Removal to be Determined
Building to be Removed

Parking Garage

To Remain

The on-site parking garage was built in 1989 and is structurally sound with an estimated 20-25 years of use remaining. It has access onto 2nd Street, as well as secondary access on the second floor which connects to a hospital service road.

The garage as it stands now has five stories with 390 parking spaces. Aisles are two way.

Kohr Administration Building

Reuse or Removal to be Determined

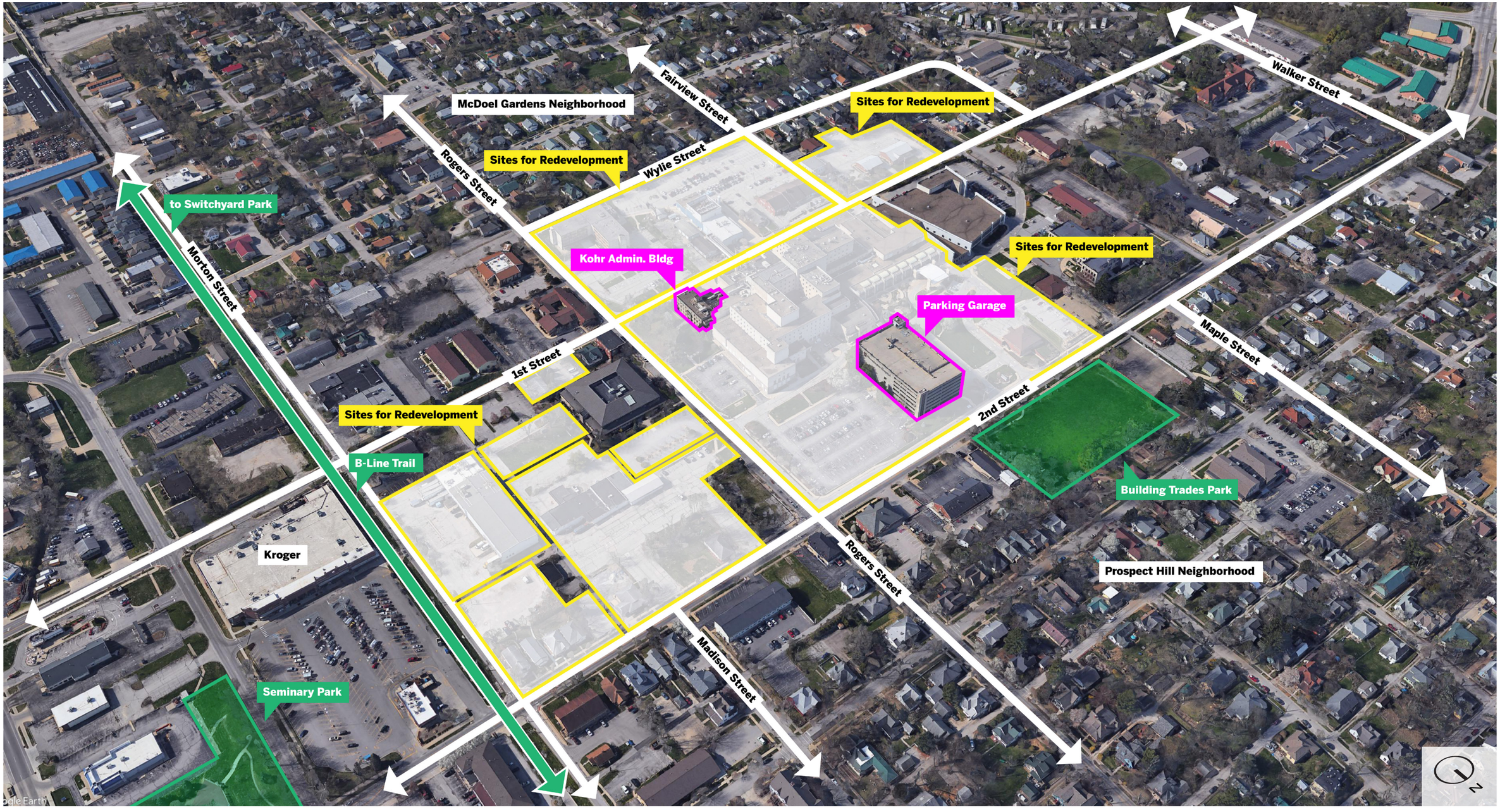
The Kohr Building was designed by McGuire & Shook, a prominent Indianapolis architecture firm known for their hospital and school designs. Constructed in 1947, it is the only portion of the existing hospital structure that has retained architectural significance and maintains a high degree of integrity on its exterior, and a low to moderate degree of integrity on its interior.

The building is currently not listed in the National Register of Historic Places or the Indiana Register of Historic Sites & Structures. It is not within a local historic district or local conservation district under the jurisdiction of the Bloomington Historic Preservation Commission.

The building as it stands now has four stories and 23,000 square feet, including basement level.

City of Bloomington

Site Opportunity



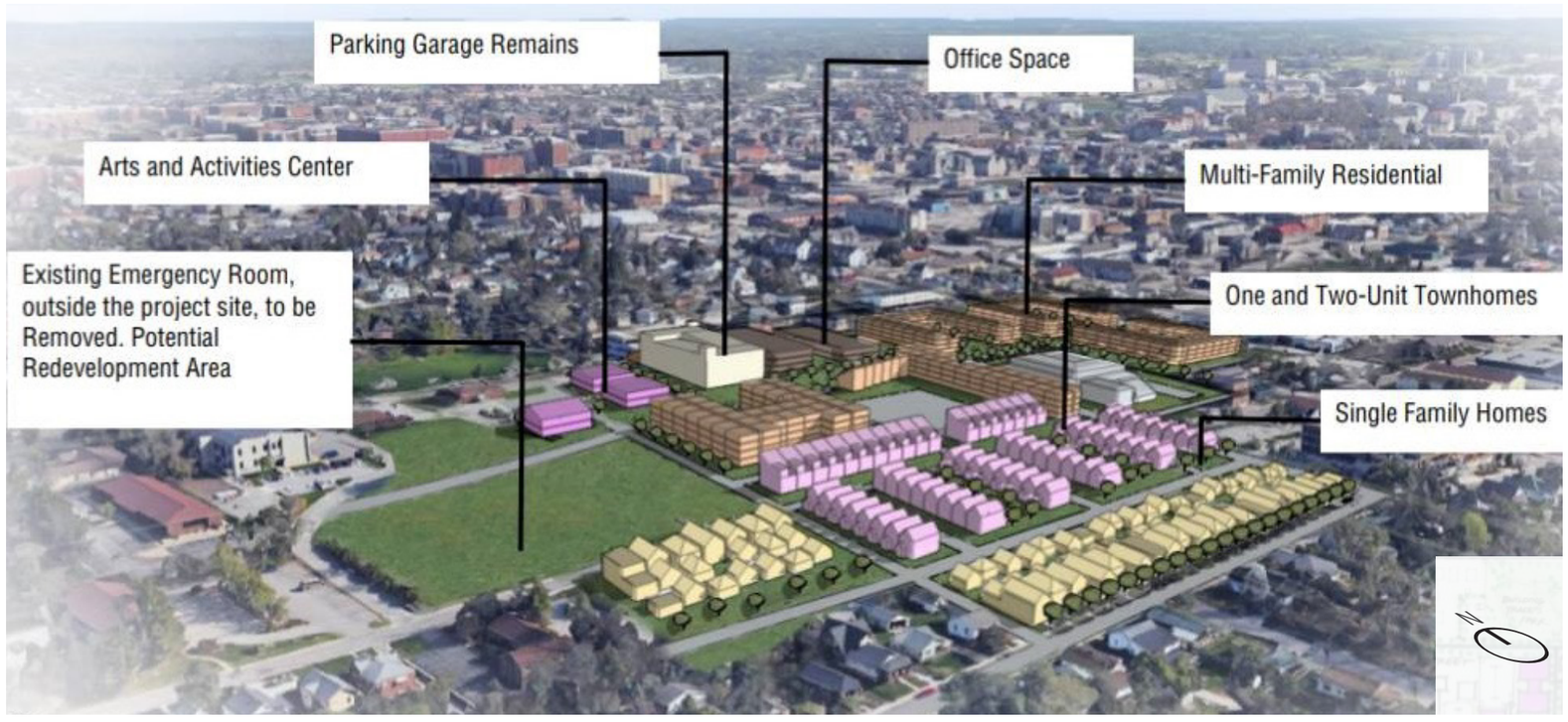
7.2

Past Planning

2018 Urban Land Institute Report

A group of nationally renowned land use and urban planning experts representing the Urban Land Institute (ULI) has made recommendations to the City of Bloomington regarding redevelopment possibilities for Bloomington Hospital and the 24-acre hospital site. Goals for redevelopment of the site include:

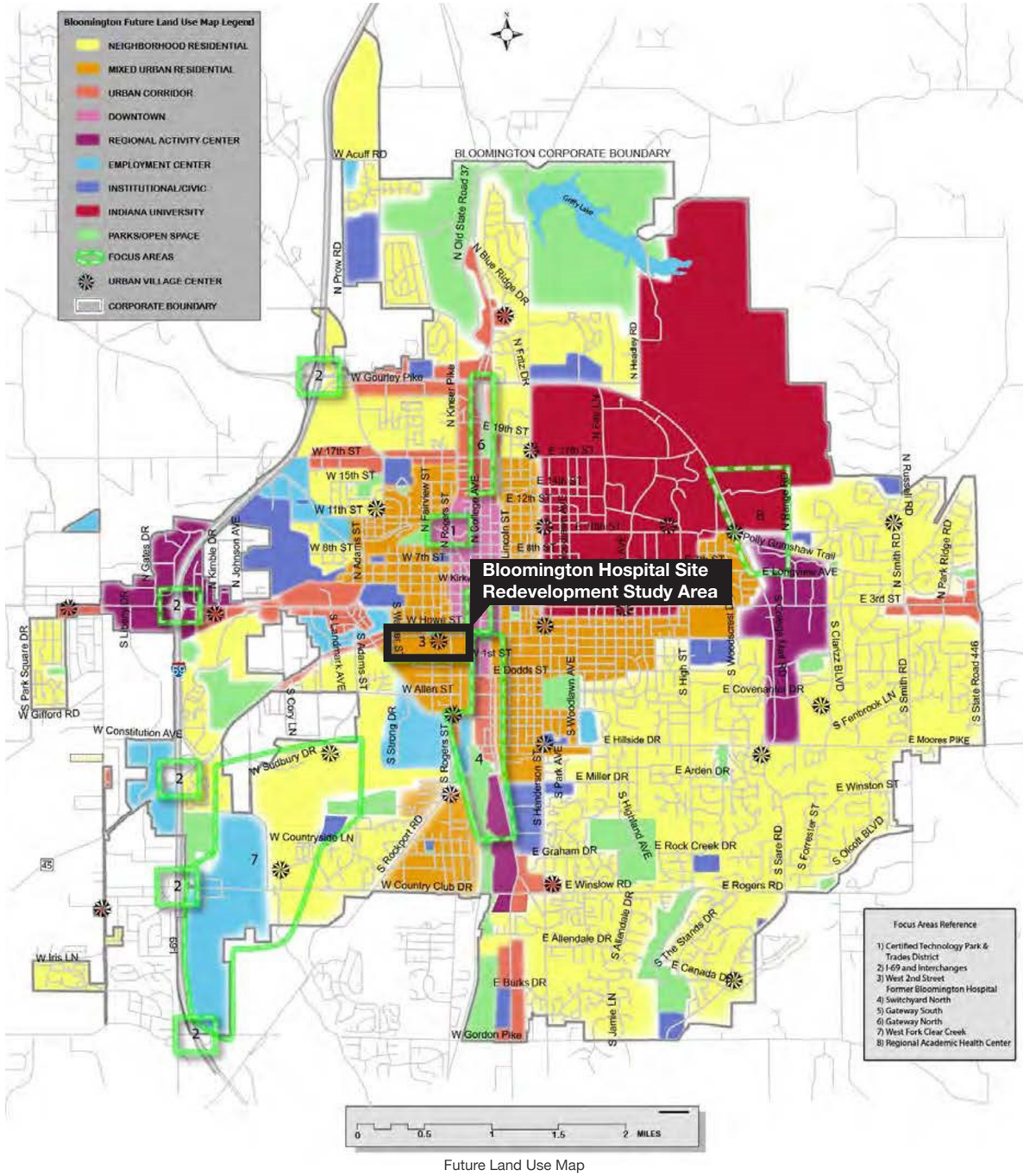
- A variety of housing types for different income levels
- Office space for new and existing businesses
- Maintain neighborhood scale
- Contribute to the network of public space
- Re-stitch the street grid
- Link key assets to strengthen connections between people and places
- Include community assets, such as an arts and activity center, healthcare, education and skilled trades training facilities



These graphics and information are taken from Urban Land Institute report “Redevelopment Strategies for the Bloomington Hospital Site” April 2018 for City of Bloomington.

2018 Comprehensive Plan

- The Bloomington Comprehensive Plan addresses the physical growth of the community, while also recognizing the variety of human and natural systems interactions necessary to achieve a sustainable community with a high quality of life for Bloomingtonians.
- The Bloomington Hospital site is designated as a Focus Area, locations expected to see significant change in land use activities over the next decade.
- As the current Bloomington Hospital is slated for demolition this focus area should follow the development theme : Transform.
- Transformation of the site will depend on the highest and best use for the community as a whole promoting urban, interconnected development with increased mobility and green amenities.
- Stress sustainability to ensure the health of the environment, social equity, and economic prosperity.
- Leverage development and investment opportunities to achieve a "Lifetime Community," defined as a place that promotes social, physical, mental, and emotional well-being for persons of all abilities, across the entire lifetime.
- Emphasize urban design that focuses on livability and enhances quality of life for people of all ages, abilities, and socio-economic backgrounds.

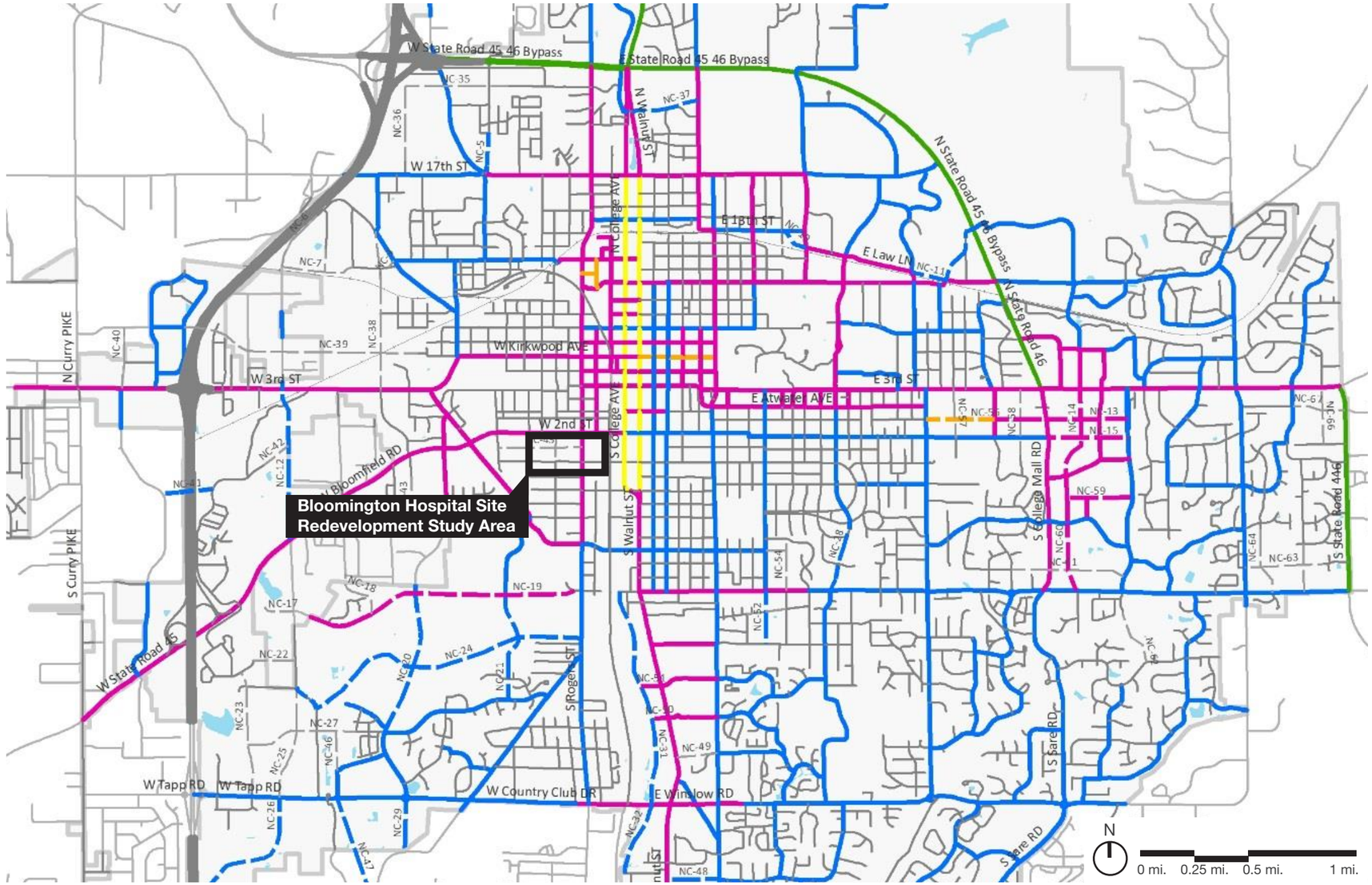


Future Land Use Map

2019 Transportation Plan

Proposed Street Typology

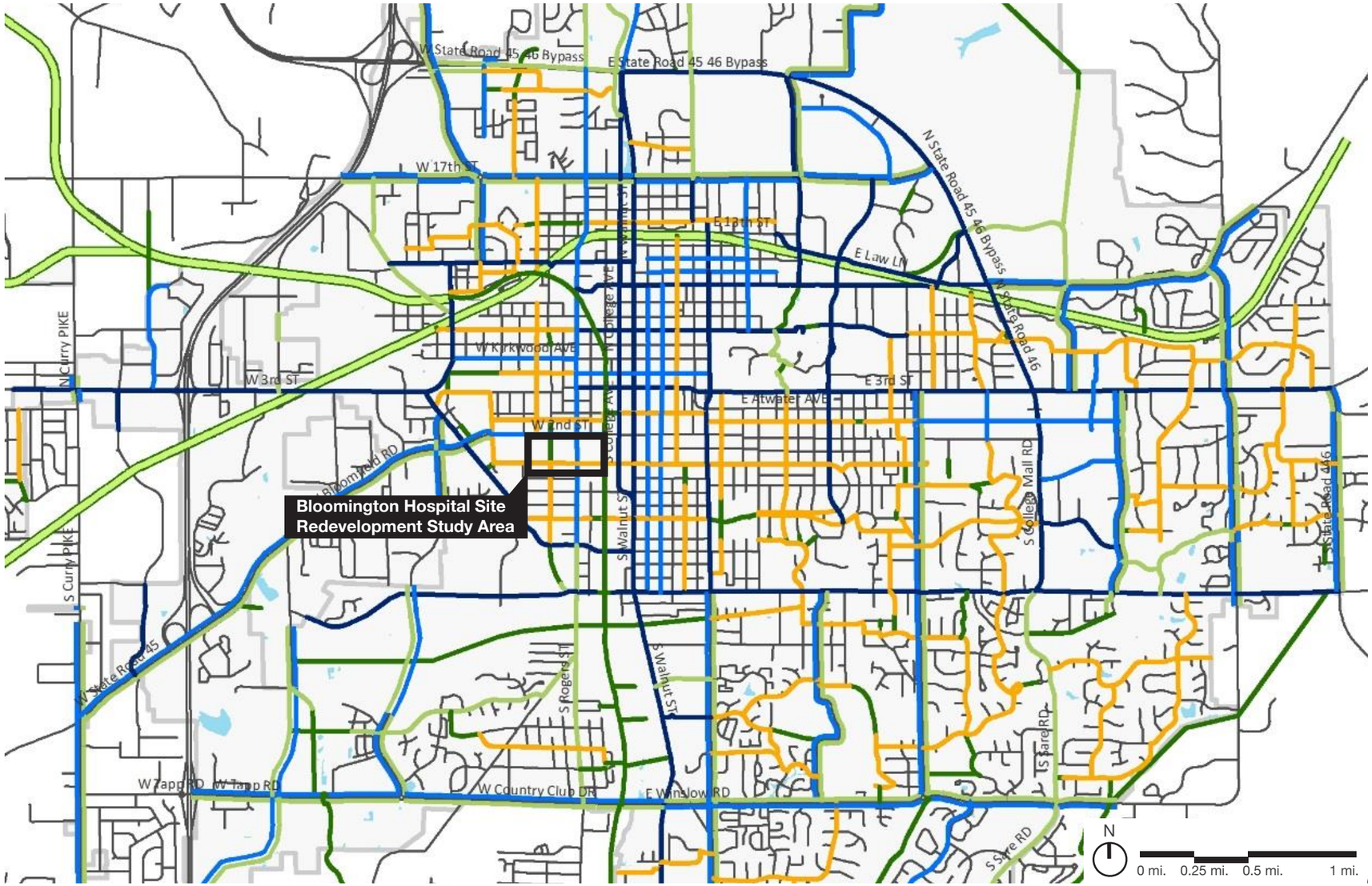
- New street typologies were developed for the Transportation Plan and are intended to compliment the traditional road classifications.
- Typologies consider local context and appreciate the City's limits to expand most roadways. All typologies follow a Complete Streets approach.



2019 Transportation Plan

Proposed Bike Network

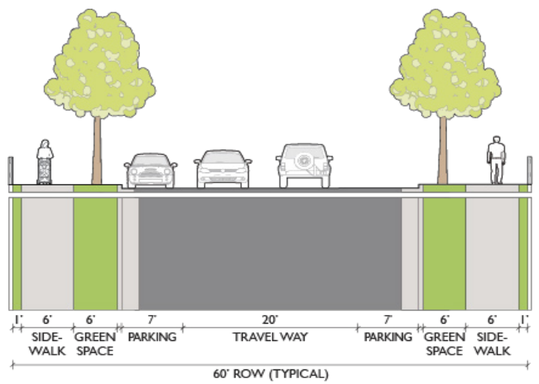
- Proposed bike facilities are included in street typology design and are follow national design guidance such as the Manual on Uniform Traffic Control Devices.
- Facilities are located within street right-of-ways and as separate entities such as the B-Line trail



Typical Street Cross-Section

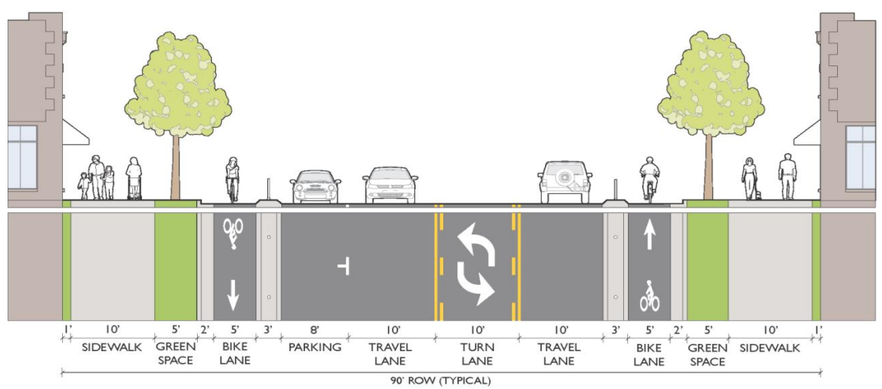
Neighborhood Residential

- Neighborhood Residential streets near the project include: 1st Street, Wylie Street, Fairview Street, and Morton Street. They are intended for accessing low-density residential areas, with priority given to pedestrians.



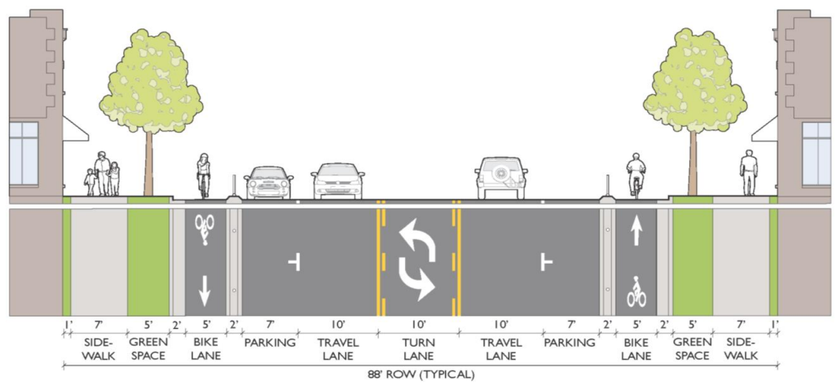
General Urban

- General Urban streets near the project site include: 2nd Street and Rogers Street. They are used to connect suburban areas and the downtown area, and coincide with truck routes for downtown deliveries.



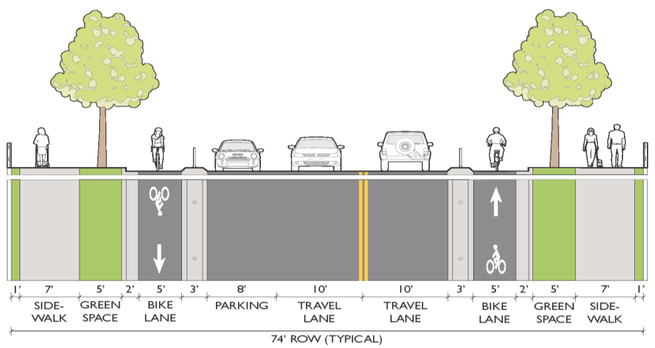
Main Street

- Main Street streets near the project include College Avenue and Walnut Street. There are no Main Street streets adjacent to the site. They are primarily surrounded by businesses and restaurants, and accommodate a high amount of pedestrian traffic.



Neighborhood Connector

- Neighborhood Connector streets near the project include: 2nd Street to the east and Rogers Street to the south. There are no Neighborhood Connector streets adjacent to the site. They connect residential streets to the broader street network.



7.3
Economic and Market Considerations

Economic and Market Considerations Summary

Local market dynamics will drive redevelopment of the Site. To build an understanding of local market conditions, SB Friedman analyzed the following key economic and market indicators:

- Recent and projected demographic trends;
- Workforce trends, composition, and commuting patterns;
- Existing housing supply and recent development;
- Local housing trends and preferences; and
- Existing retail supply and market performance.

Population and employment growth are the primary drivers of demand for new residential and retail product. Bloomington has experienced strong growth in both population and employment over the last 10 years, a trend that is anticipated to continue. This growth is driven in large part by the presence of Indiana University. Population growth is expected to occur in all age cohorts with adults (age 35-54) and seniors (age 75+) gaining the most population over the next 5 years. Furthermore, growth is anticipated to occur largely in the income cohorts that could afford new construction, market-rate housing.

Moody's is projecting relatively stable employment sectors over the next 10 years, with the exception of the leisure and hospitality sector, which is being impacted by the COVID-19 pandemic. Approximately 72% of the Bloomington workforce commutes from outside the City. Commuters could be a target market for new development and the percentage of commuters relative to the total workforce likely illustrates a need for additional workforce housing in the City.

Over the next 5 years, households earning less than $35,000 annually - particularly senior households - are projected to increase. Furthermore, approximately 1,800 owner-households in Bloomington are cost-burdened (spending over 30% of income on housing), as are over 11,900 renter-households. The latter is impacted by the student population whose income is largely driven by parental support, loans, etc. However, despite the impact of the student population, there appears to be a need for additional affordable housing, including income-restricted senior housing, within the market. The City is currently undertaking an affordable housing assessment to further quantify unmet needs.

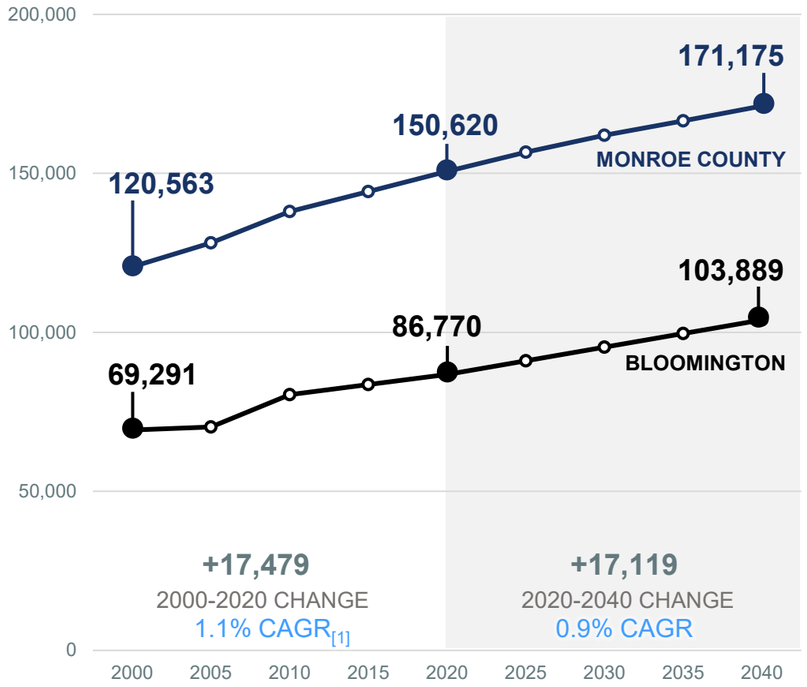
Approximately 35% of housing units are owner-occupied and single-family attached and detached housing accounts for only 45% of the total housing stock. This illustrates the impact of the student population on the housing market. Multifamily development has outpaced single-family development since the Great Recession. New multifamily product has been largely designed for or occupied by students and has performed well in terms of rents and occupancy. New single-family development has continued in Bloomington – though at a lower rate than pre-Great Recession levels. Single family construction has occurred throughout the City with larger single-family housing developments located in the southern and eastern portions of the City. Notable developments include a variety of housing types, a model that is expected to be replicated at two planned redevelopments in the City – Switchyard Park and the Trades District – and a strategy that would be appropriate for the Site.

There is approximately 6.5 million square feet of existing retail space in Bloomington. According to CoStar, retail vacancy is low, recently falling below 2%. Most retail is concentrated in one of three clusters. The regional power center on the City's west side and the College Mall area on the east side both attract major chain retailers. Downtown and the north/south corridors leading out of downtown are home to many of the area's local businesses. The Site is on the edge of the downtown core and would likely appeal most to more local retailers. Competitive advantages of the Site for smaller-scale retail uses include relatively strong traffic counts along 2nd Street and Rogers Street, as well as proximity to the B-Line Trail and nearby grocery anchor.

The economic and market information outlined above form the basis for defining a market-supportable development program for the initial phases of Site redevelopment. Demand projections are currently being prepared to estimate the market potential for residential and retail uses on the Site.

Population and Household Characteristics

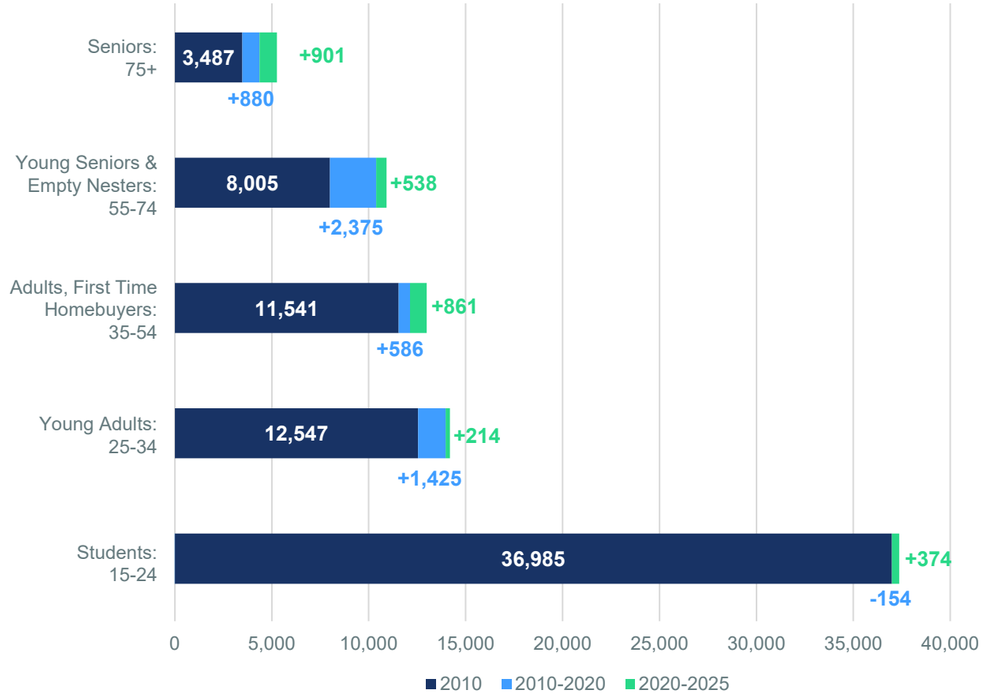
Historic and Projected Population (Monroe County, 2000-2040)



- Monroe County experienced strong population growth from 2000 to 2020, increasing from 120,563 to 150,620 residents. Projections by STATS Indiana indicate the County will continue to grow over the next 20 years, increasing to over 171,000 residents by 2040.
- The City is projected to grow faster than the County over the next 20 years.

Source: City of Bloomington; SB Friedman; STATS Indiana; US Census Bureau
[1] Compound Annual Growth Rate

Historic and Projected Adult Population Change (Bloomington, 2010-2025)

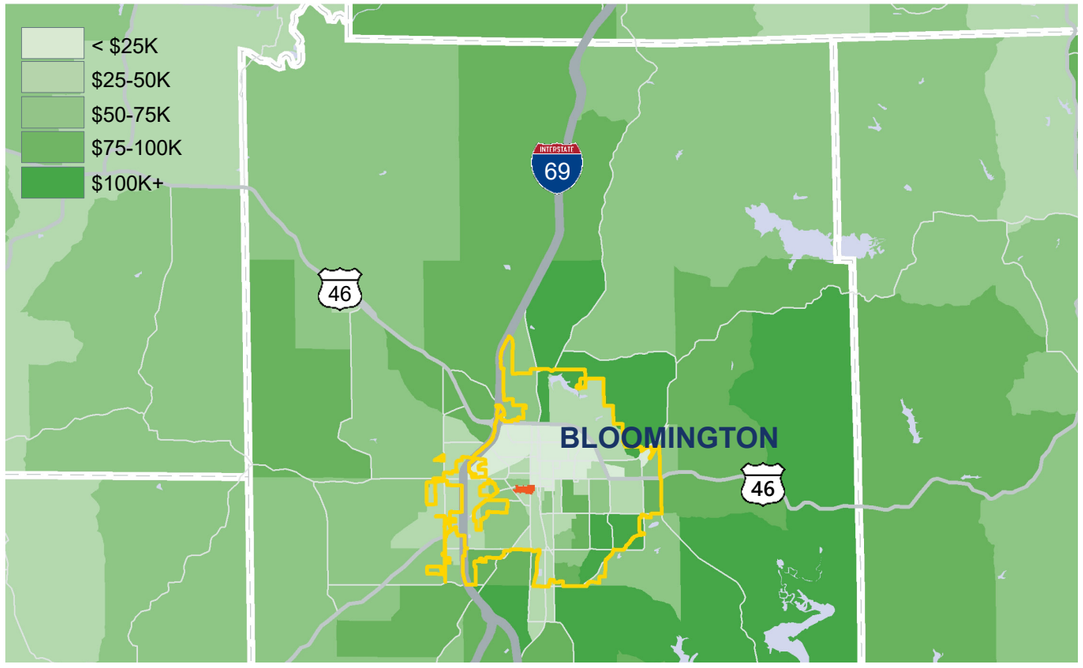


- Students (ages 15-24) constitute Bloomington's largest demographic cohort. Indiana University has a student body of nearly 43,000, about three-quarters of which are undergraduates. This cohort has been relatively stable, and is not projected to grow significantly in years to come.
- Between 2010 and 2020, Bloomington saw increases in all 25+ age cohorts.
- In the next five years, adults age 35-54 and seniors age 75+ are projected to be the fastest growing age cohorts.

Source: Esri; Indiana University; SB Friedman; STATS Indiana

Population and Household Characteristics

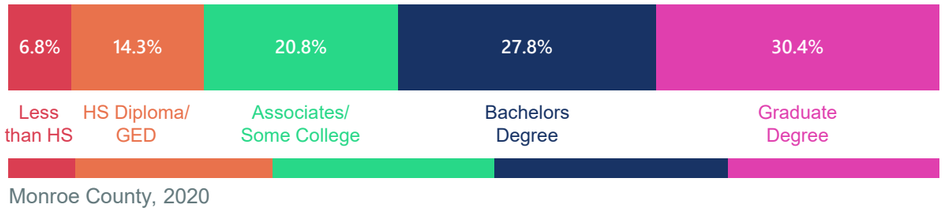
Median Household Income (2020 Estimates)



- The median household income (HHI) within Bloomington is $39,100, due in part to the large student population. Median household income of Census block groups surrounding the Site range from $12,300 to $63,800.
- Generally, the tracts with the lowest median income are located in the center of the City and around the university. Median income tends to increase in outlying parts of the City, particularly on the east side.
- Over 25% of Bloomington households have incomes above $75,000.
- Household incomes within the rest of Monroe County exceed those in the City.

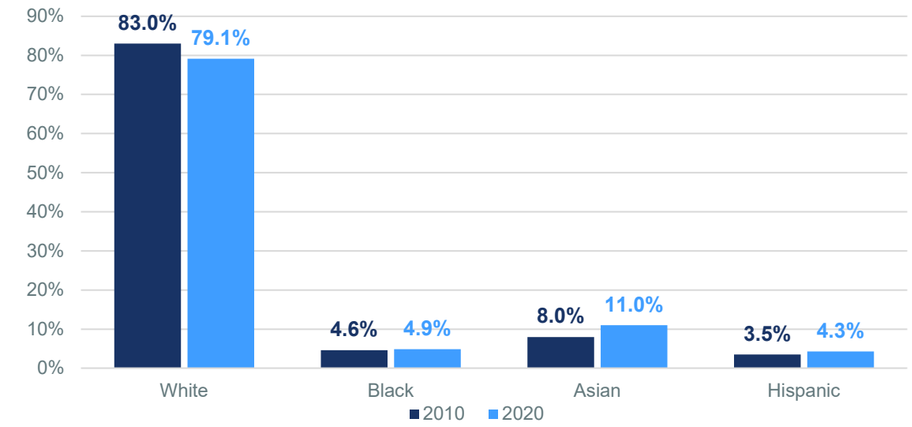
Source: Esri; SB Friedman

Adult Educational Attainment (Bloomington, 2020 Estimates)



- Bloomington has a highly-educated population, due in large part to the presence of Indiana University. Nearly 60% of adults hold at least a Bachelor's degree, and over 30% hold a graduate degree. Bloomington's level of educational attainment exceeds that of Monroe County and Indiana as a whole.

Historic Demographic Change (Bloomington, 2010-2020 Estimate)

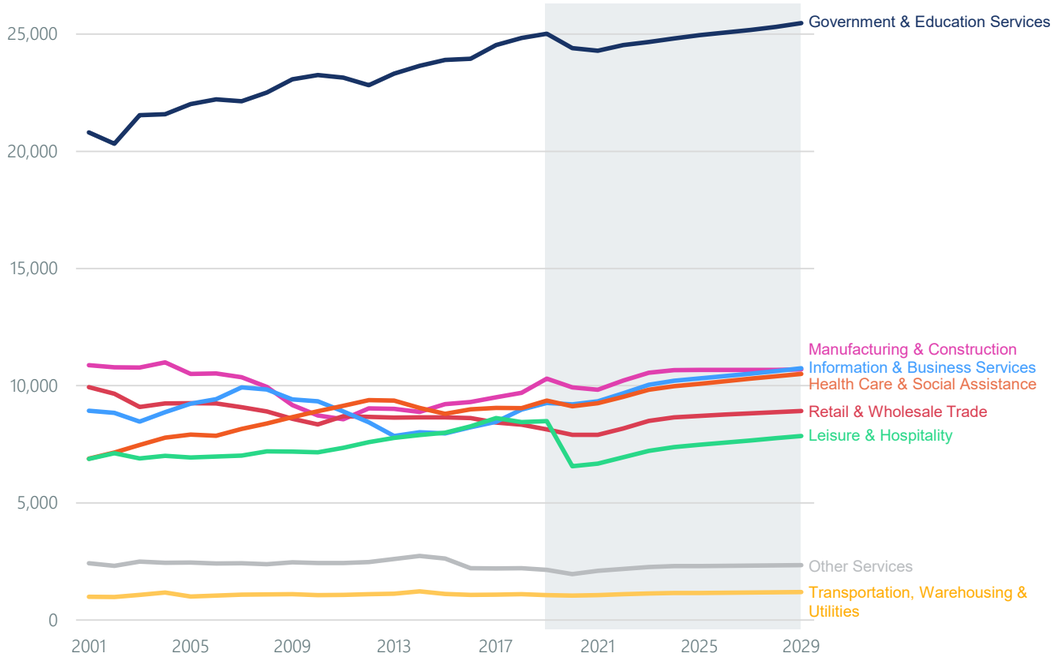


- Bloomington is largely White, but is growing more diverse. Over the last decade, the City saw increases in the percentage of all non-White groups. This trend is projected to continue over the next decade. Indiana University is a big driver of diversity in the region. Nearly a quarter of students that are U.S. residents are non-White.

Source: Esri; Indiana University; SB Friedman

Workforce Community Characteristics

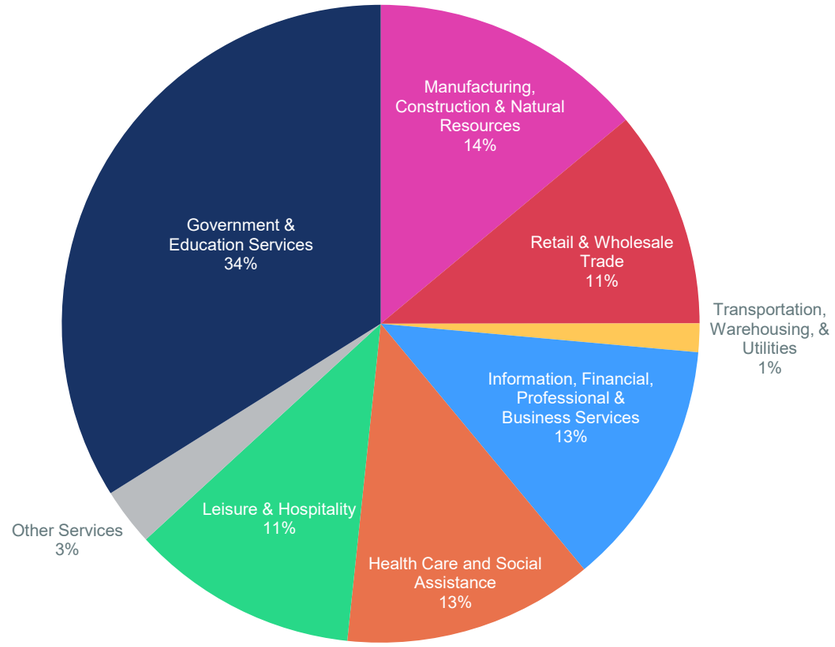
Historic and Projected Employment (Monroe County, 2001-2029)



- The County experienced a consistent increase in employment since 2001.
- Employment increased by nearly 6,000 workers between 2001 and 2019, driven largely by the Government & Education Services sector.
- Projections from Moody's indicate that employment will continue to increase at approximately the same rate over the next decade.
- Most sectors have been relatively stable, with many showing projected growth.

Source: Moody's; SB Friedman

Workforce Composition (Monroe County, 2019)

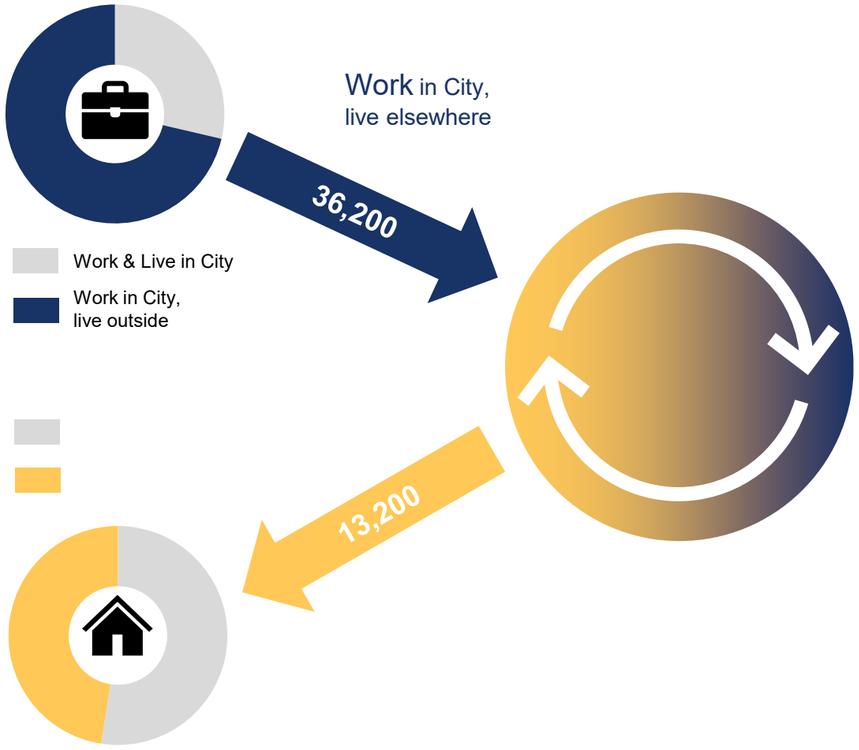


- Over one-third of jobs are in Government and Education Services. This sector aside, the County's economy is quite diversified.
- Manufacturing, Construction & Natural Resources is the sector with the second highest share of jobs. Information Services and Health Care also have a strong presence in the regional economy, and are projected to grow the fastest over the next decade.
- Leisure & Hospitality accounted for 11% of jobs in 2019, but this sector is projected to contract in the coming years, due in part to the effects of the COVID-19 pandemic.

Source: Moody's; SB Friedman

Workforce Community Characteristics

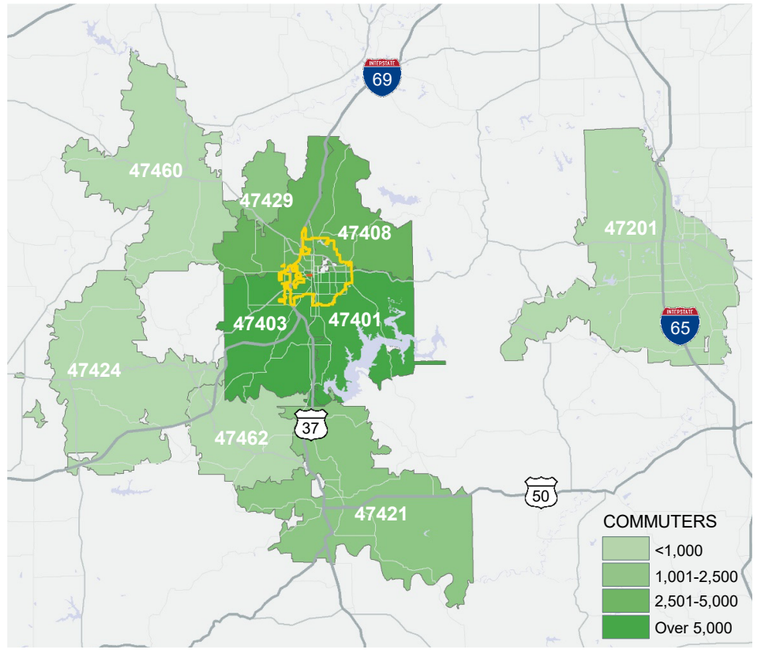
Commuting Patterns (Bloomington, 2017)



- Over half of employed residents live and work within the City, while nearly 13,200 Bloomington residents work outside of the City.
- 72% of the Bloomington workforce lives outside of the City.
- Future development within the City could focus on creating a “live/work” environment aimed at attracting people that want to both live and work in the City.

Source: SB Friedman; US Census Bureau Center for Economic Studies

Commuter Origins (Bloomington, 2017)

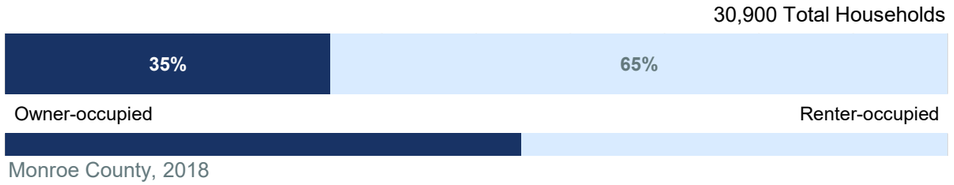


- Most commuters live in or immediately outside the City.
- Some workers commute from further than ten miles. Of these, most come from areas to the east, but many also come from Columbus. A small share of workers commute from metropolitan Indianapolis to the north. This likely illustrates the need for additional workforce housing in the City.
- Commuters make up one potential demand vector. With the appropriate mix of housing, the Site could attract households that live elsewhere due to housing preferences or financial constraints.

Source: SB Friedman; US Census Bureau Center for Economic Studies

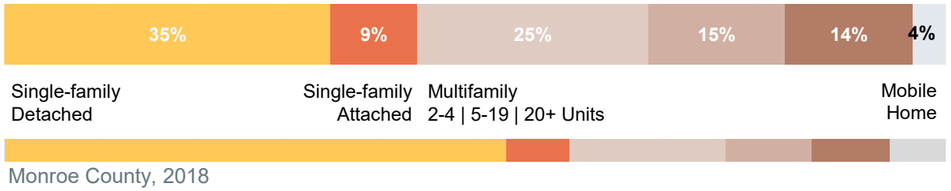
Existing Housing Supply

Housing Tenure (Bloomington, 2018)



- Most City households are renters. In the rest of the County, the opposite is true.

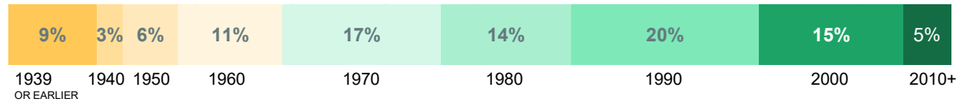
Housing Mix (Bloomington, 2018)



- Bloomington's housing stock is nearly evenly divided between single-family (44%) and multifamily units (54%).
- Most multifamily units are in smaller structures. Only 14% of all units in Bloomington are located in apartment buildings with 20 or more units.
- The owner/renter split and the percentage of single-family units both differ sharply from most other non-university communities, illustrating the impact of the student population on the real estate market.
- Bloomington's housing stock varies greatly in age, with most of the existing stock constructed between 1970 and 2000.

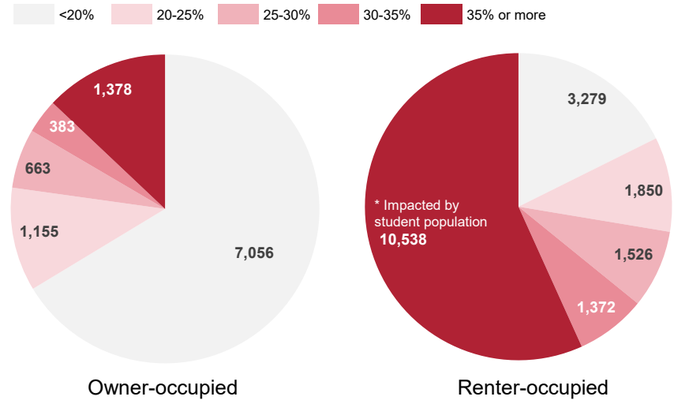
Source: SB Friedman; US Census Bureau

Housing Year Built (Bloomington, 2018)



- Bloomington's housing stock varies greatly in age, with most of the existing stock constructed between 1970 and 2000.

Housing Costs as a Percent of Monthly Income (Bloomington, 2018)

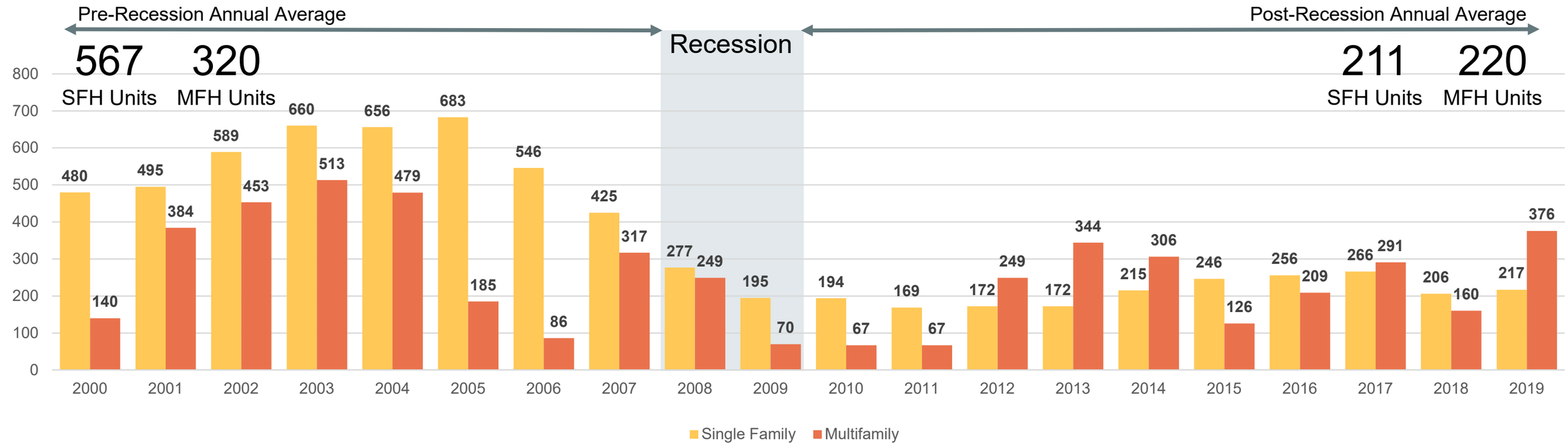


- Bloomington has a higher median home value than Monroe County as a whole ($182,100 versus $167,900). However, median rent in the City is comparable to that for the County ($887 versus $893).
- Close to 1,800 owner-households in Bloomington are cost-burdened (spending over 30% of income on housing).
- Renters face higher burdens. Over 11,900 renter-households are cost-burdened. This number is likely skewed upwards due to the student population, whose income is driven by parental support, loans, etc. Even accounting for the student population, there appears to be a need for affordable and workforce housing.

Source: SB Friedman; US Census Bureau

Recent Housing Development

Housing Building Permits by Year (Monroe County)

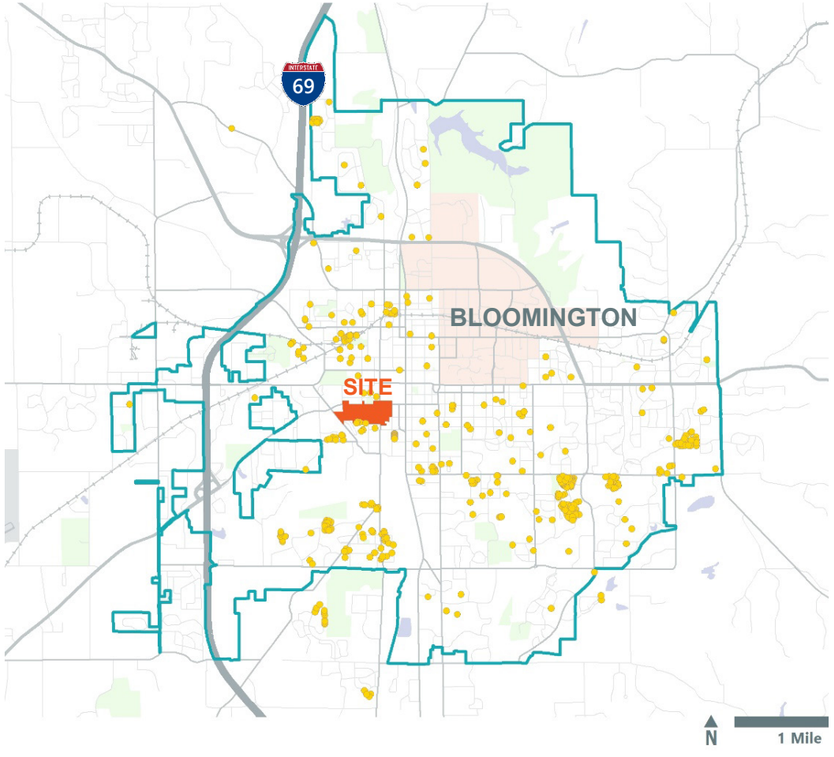


- Permit activity illustrates trends in the real estate market over time.
- Prior to the Great Recession, permits for approximately 560 single-family housing units and 320 multifamily units were issued in the County annually.
- Housing construction was slow to recover after the Great Recession. While annual averages for multifamily housing permits have reached pre-recession levels, single-family permits have remained far below the pre-recession average.
- Over the last decade, the City issued approximately 50 permits for single family homes each year. Many of these permits were for infill units, as opposed to large-scale, planned developments.

Source: SB Friedman; US Census Bureau

Recent Housing Development

Single-Family Housing Permits (Bloomington, 2010-2020)

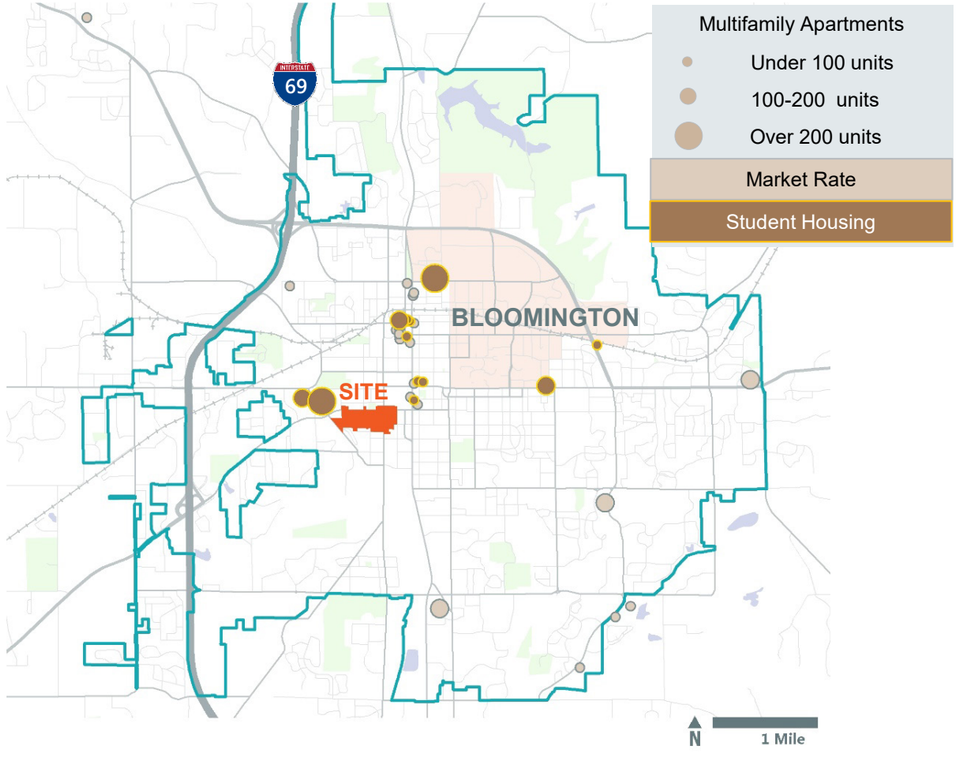


- New single-family homes are spread throughout the city. Due to a need for more land, larger-scale planned developments have occurred in more peripheral areas, particularly on the southeast part of Bloomington.

- These developments have historically produced approximately six units per year.

Source: City of Bloomington, SB Friedman

Recent Multifamiy Deliveries (Bloomington, 2010-2020)



- Since 2010, 40 new multifamily projects have been built in and around the City. Excluding projects that primarily target students, which tend to have higher rents, recent market rate deliveries have average rents of $1.50 per square foot.

- Multifamily rental apartments are generally two distinct typologies: medium density buildings located in and around the downtown core, and well-amenitized, lower density developments on the edge of the City.

Source: CoStar, SB Friedman

Recent Housing Development

Representative New Housing Product

Single Family

Detached, for sale

Detached, for rent

Attached, for sale

Multifamily Rental

Core market

For-sale Condominium

For sale

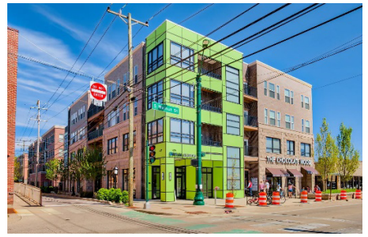
- Recent multifamily developments have typically stabilized within 18 months. Buildings located in and around downtown tend to stabilize faster, and experience slightly lower vacancy rates compared to properties in outlying areas.
- 261 multifamily units are planned for areas in and around downtown, including two student housing projects. All the pipeline projects are located along the College Avenue and Walnut Street corridors.

Source: CoStar, Zillow

Representative New Housing Product

Rental Student Housing

Student occupied



Student oriented

Affordable Housing

Affordable

Permanent supportive

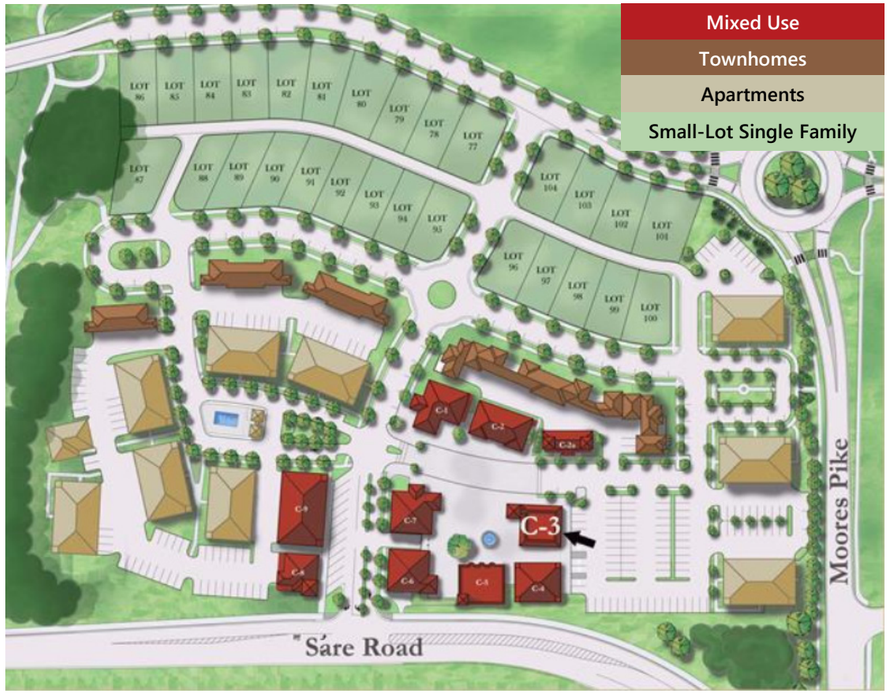
Senior affordable

- None of the planned developments include income-restricted affordable units.
- Representative new housing product in the City is illustrated below.

Source: CoStar, Zillow

Recent Housing Development

Renwick Village Center



SINGLE FAMILY

MIXED USE

APARTMENTS

TOWNHOMES

- Renwick Village Center offers local precedent for mixed housing development. Renwick features small-lot single family homes near townhomes and traditional multifamily apartments. The development also features mixed-use buildings with neighborhood-serving retail on the ground floor.

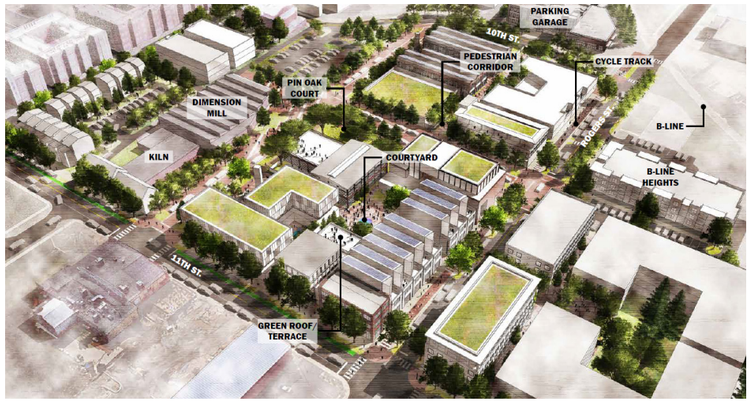
Source: WS Property Group

Switchyard Park

15.1 acres

Townhomes: 77 units
Multifamily: 328 - 473 units
Office: 14,200 square feet
Retail: 5,400 square feet
Structured Parking: 288
Surface Parking: 96 spaces

Trades District



14.0 acres

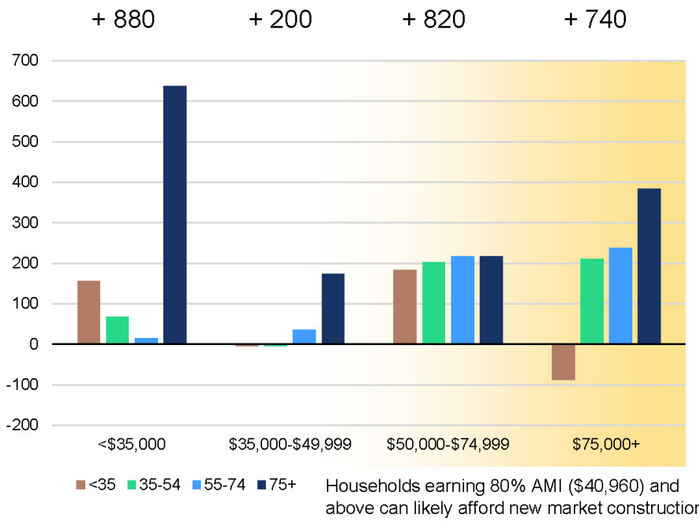
Townhomes: 14 units
Multifamily: 230 units
Office: 362,000 square feet
Retail: 8,200 square feet

- Bloomington also has two major planned redevelopments. Switchyard Park and the Trades District are both large-scale projects that feature a mix of residential, retail, and office uses.

Source: City of Bloomington

Household Trends and Preferences

Projected Household Growth by Age/Income (Monroe County, 2020-2025)

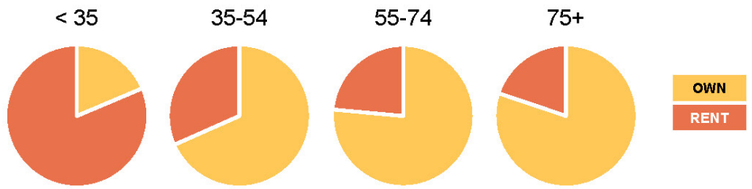


Households earning 80% AMI ($40,960) and above can likely afford new market construction

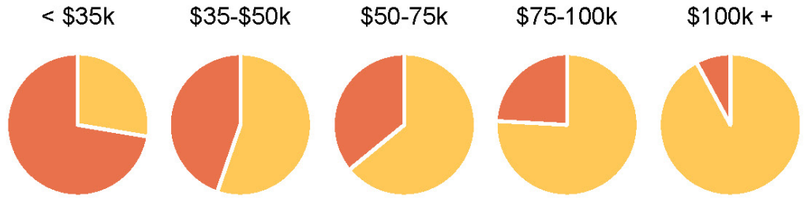
- Monroe County is projected to experience an increase of over 2,640 households between 2020 and 2025.
- Households earning less than $35,000 annually—particularly senior households—are projected to increase during the same period by 880 households, indicating that additional affordable senior housing would likely be needed.
- The majority of growth is anticipated in higher-income brackets, the incomes required to support new construction.
- Most of the new projected households will earn incomes that could support either the cost of new construction owner-occupied or rental housing. Therefore, on its own, the residential market will likely respond to these income brackets.
- To support lower-income households, particularly those earning less than 80% of the Area Median Income, public policy interventions will be needed.

Source: Esri; SB Friedman

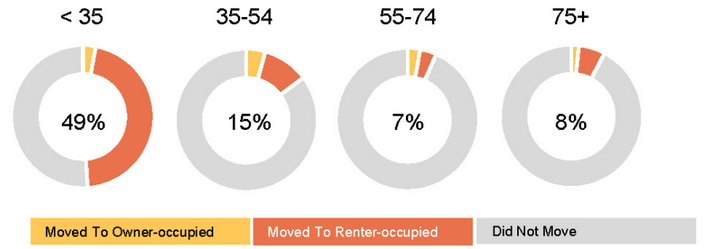
Preferences by Age of Householder



Preferences by Income of Householder



Residential Mobility by Age of Householder

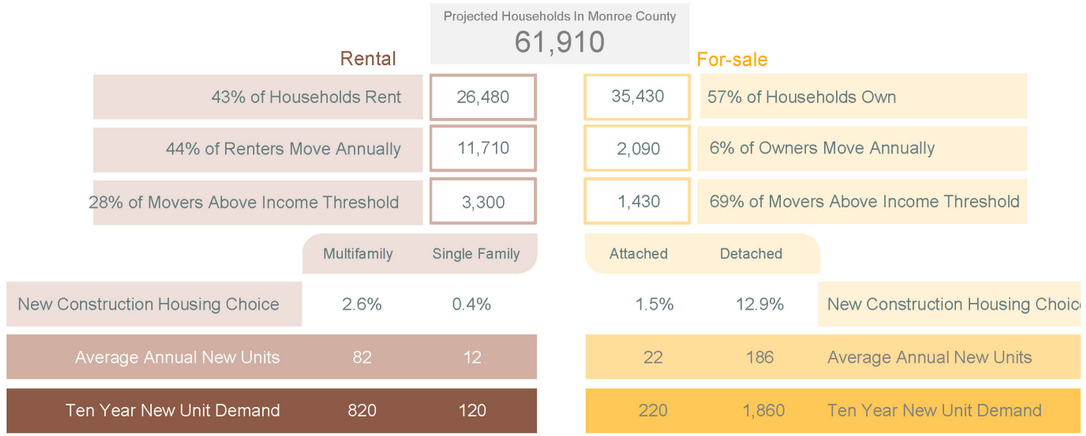


- In Monroe County, most householders under age 35 are renters, due in large part to the student population.
- Householders in older age brackets are predominately owners.
- Although householders in the empty nester years are currently primarily owners, the share of renters has grown over the past five years.
- As householders earn higher incomes, homeownership also generally increases.
- Over half of householders in Monroe County earn $50,000 or less and are therefore more likely to be renters.

Source: SB Friedman; US Census Bureau

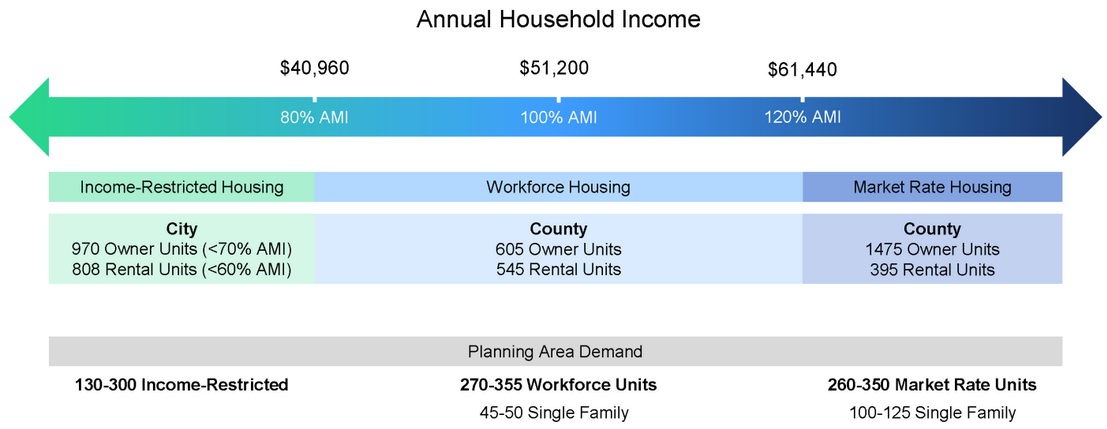
Housing Demand & Capture

Workforce and Market Rate Housing Demand Projections



Source: Esri Business Analyst; SB Friedman; US Census Bureau

10-Year Demand & Planning Area Capture



Income-Restricted Housing Demand Projections

	10-year City Demand
Owner-Occupied	
• Sale price under $130,000 (< 50% AMI)	605
• Sale price $130,000 - $200,000 (< 70% AMI)	365
Renter-Occupied	
• Monthly rent less than $700 (< 60% AMI)	808
TOTAL DEMAND	1,778

Source: HUD; RDG Planning & Design; SB Friedman

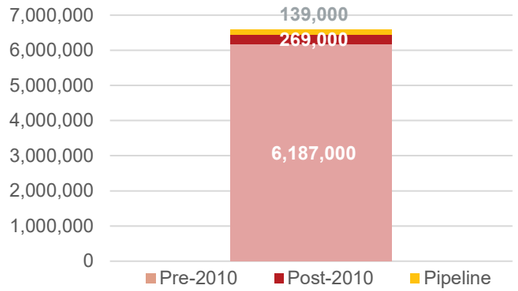
Program Considerations

- Varied product to maximize demand capture
- Precedent exists locally for developments with mixed-housing types
- Ten Year New Unit Demand projections exclude student housing projects (60% of new rental supply)
- *** Affordable demand is for all units, including old/existing units. SBF Analysis looks at demand for new units, hence discrepancies in numbers.

Source: HUD; RDG Planning & Design; SB Friedman

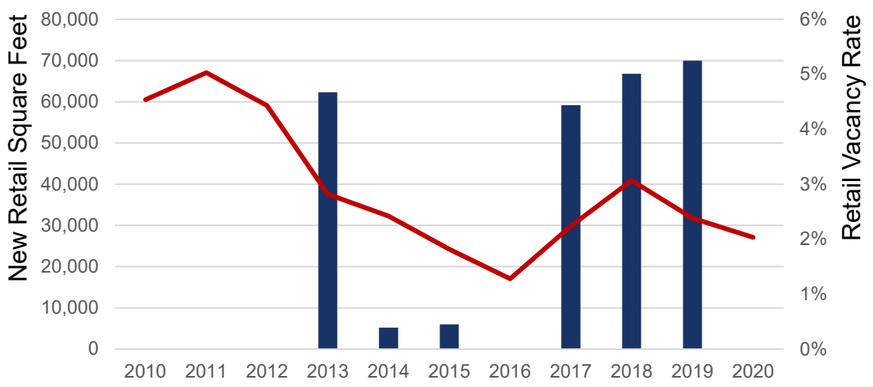
Existing Retail Supply

Existing Retail Supply (Bloomington)



$15.37
Average per SF Rents

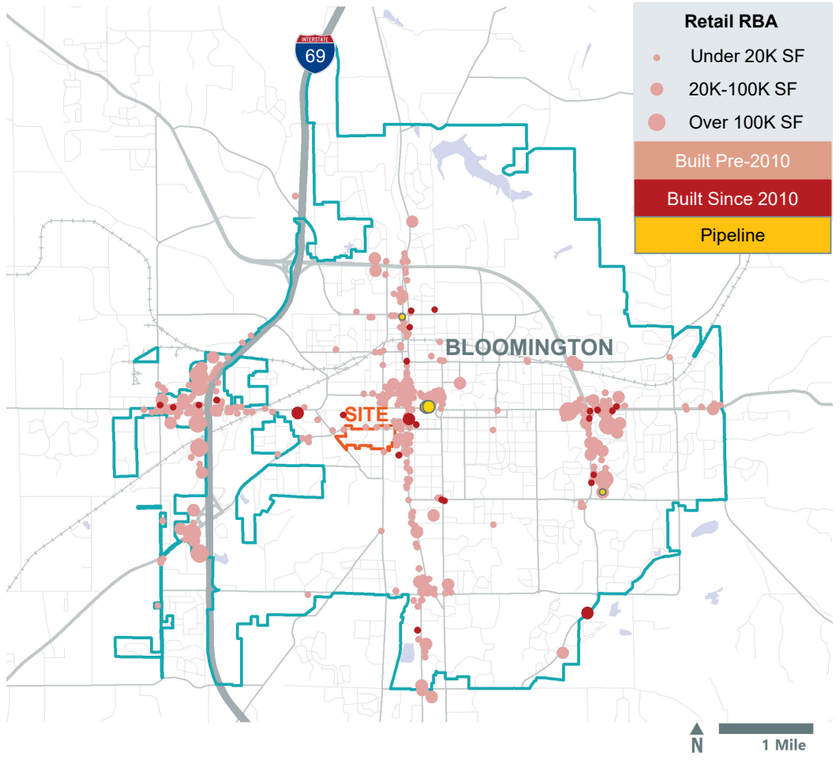
Existing Retail Supply Performance (Bloomington)



- There is ±6.5M square feet of existing retail space in Bloomington. Approximately 269,000 square feet, or 4% of total, has been built since 2010. An additional 139,000 square feet of retail space is proposed for the County.
- Retail development following the Great Recession was limited; however, new spaces have been delivered over the last three years.
- According to CoStar, retail vacancy is low, recently falling below 2%.

Source: CoStar; SB Friedman

Existing Retail Supply Location (Bloomington)



- In Bloomington, most retail is concentrated in one of three clusters.
- The regional power center to the west of the City, and the College Mall on the east side of Bloomington both attract major chain retailers.
- Downtown and the north/south corridor leading out of downtown are` home to most of the area's local businesses. The Site is on the edge of the downtown core and would likely appeal most to more local retailers.

Source: CoStar; SB Friedman

Retail Demand Projections & Considerations

Retail Demand

Retail Demand Model

	Market-Wide Demand	Square Feet (SF) Captured on Site
General Merchandise	$89.5 M	20,000
Grocery	$17.1 M	0
Health & Wellness	$16.5 M	11,000
Dining & Drinks	$12.6 M	6,000
Small-Shop Specialty Retail	$12.2 M	6,000
Building & Gardening	$4.1 M	0
Clothing & Accessories	$2.6 M	0
Furniture & Furnishings	$1.7 M	0
Electronics & Appliances	$1.5 M	0
Sports, Hobbies, Books & Music	$1.5 M	0
	TOTAL:	43,000 SF

Initial Phases
- Up to 23,000 SF
- Dining & Drinks, Health & Wellness, Small-Shop Specialty Retail

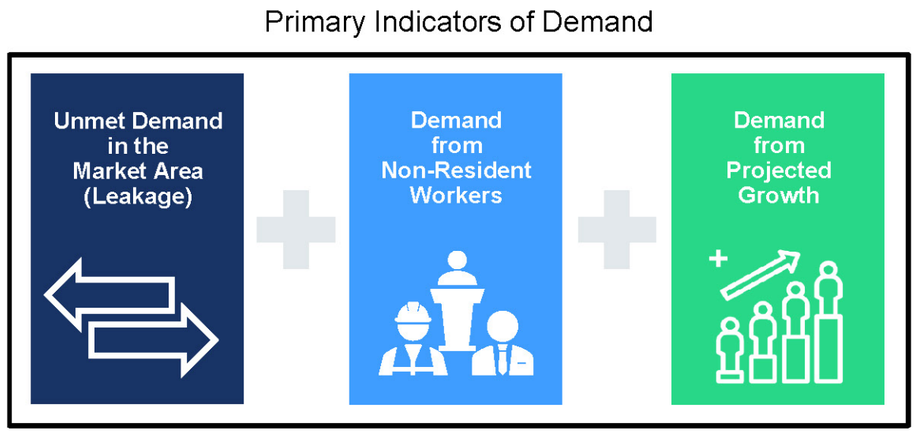
Near-Term Potential
- ± 20,000 SF of General Merchandise + additional co-tenants

Long-Term Potential (5+ years)
- Flexibility within program & plan to respond to evolving market conditions

Program Considerations
- Leverage visibility from higher traffic streets
- Leverage location proximate to the grocery anchor and B-Line Trail

Source: HUD; RDG Planning & Design; SB Friedman

Retail Demand Considerations



Preliminary Planning Area Demand Projections

Residential Demand Projections

	10-year Projection
Market-Rate Housing (>120% AMI)	
• Single Family Attached & Small Lot	100-125
• Multifamily	160-225
Workforce Housing (80-120% AMI)	
• Single Family Attached & Small Lot	45-50
• Multifamily	225-305
Income-Restricted Affordable (<80% AMI)	130-300
TOTAL UNITS	**660-905**

Retail Demand Projections

	Potential for Site
• General Merchandise	20,000
• Health & Wellness	11,000
• Dining & Drinks	6,000
• Specialty Retail	6,000
TOTAL RETAIL SF	**43,000**

Source: SB Friedman

Key Conclusions

- **Mix of housing typologies and income levels** to create a dynamic residential neighborhood
- **Integration of retail with public realm** to create an active environment
- **Strategies and financial resources required** to meet unmet income-restricted housing needs

Next Steps

- Continued key informant and stakeholder outreach
- Refinement of development program to inform plan

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