

AMENDMENT FORM

Resolution 17-28: To Adopt the City's [Comprehensive Plan](#) (linked)

Please complete all fields indicated in yellow.

Amendment Number: (to be assigned by Council Staff)

Name of Sponsor(s): Tsabel Piedmont-Smith

Date Submitted: 11/27/17

Comp Plan Chapter, Section, and Page

Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch 5 – Housing and Neighborhoods	Overview	60

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment removes mention of "supply side" housing solutions, since "supply side" has negative or confusing connotations. Also, the amendment corrects a reference to the 2002 GPP and describes inappropriate development that has occurred since the GPP was adopted.
 Note that this amendment includes CONA's Am. #3.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ **create a more pedestrian-friendly public realm.***

Special Session Action: *To be completed by Council staff.*
(date)

Housing Trends and Issues

We should examine housing trends and increase housing supply. ~~Examining housing trends and exploring supply side solutions to further enhance the availability of quality housing in Bloomington is an appropriate approach.~~ The two most dominant trends in Bloomington are the decrease in construction of new, single-family, detached dwellings and the increase in multifamily residential (MFR) rental housing development in the Downtown and neighboring areas. **Much of this new MFR housing is inappropriately scaled to its surroundings. The recent trend has been toward large-scale monolithic development that disrupts the neighborhood pedestrian realm and disregards street life and the existing urban form.** On the multifamily side, construction of new units has been strong for many decades. However, policies in the 2002 Growth Policies Plan redirected the location of new MFR units away from ~~established core neighborhoods and~~ larger tracts of land in suburban locations. Rather, new MFR construction was encouraged and guided towards Downtown and near-campus areas. In response, approximately 1,900 units or 2,500 new bedrooms have been added in these areas.

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Comp Plan Chapter, Section, and Page

Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5 – Housing and Neighborhoods	Chapter Overview	58

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment clarifies the diverse nature of existing neighborhoods and presents the challenges of exercising legislation in neighborhoods with covenants. "Supply-end strategies" is loaded with various meanings and potentially confusing concepts.

Note: This amendment is CONA's Am. #1.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ create a more pedestrian-friendly public realm.*

Bloomington has a strong housing market and unique neighborhoods. **Much of the city's recent growth has occurred in the core neighborhoods adjacent to the downtown and university. Many post WWII neighborhoods, built with large lots and single-use development, contain covenants that restrict both growth and land uses. Each neighborhood's unique character, strengths and assets must be respected and considered.** This chapter contains goals, policies, and programs that express Bloomington's long-term commitment to revitalizing its housing stock and neighborhoods as well as providing smart-growth, ~~supply-end~~ strategies for future development and redevelopment. This chapter will set the stage for Housing and Neighborhoods by considering today's context, looking into housing trends and issues, and analyzing Bloomington's neighborhoods.

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Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5 – Housing and Neighborhoods	Housing Trends and Issues	60

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment deletes generalized, confusing and inaccurate language. Core neighborhoods are diverse whereas other residential zones are single-use. The majority of the apartments are currently being built in the downtown and along corridors, not inside neighborhoods. The amendment also makes clear that existing neighborhoods close to the city center should not bear the burden of increased density needed as the city grows.

Note: This amendment reflects CONA's Am. #2 but was revised.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ create a more pedestrian-friendly public realm.*

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Some of Bloomington's neighborhoods are relatively diverse, both economically and by housing types, ~~although they could benefit from greater diversity in housing types within each neighborhood.~~ **whereas others are comprised almost entirely of single-family homes and limited in development by covenants.** Most **core neighborhoods** are stable but are trending towards a lower percentage of new single-family homes and ~~a higher proportion of apartments.~~ With greater density **in the city** comes the **challenge to preserve neighborhood character and the opportunity to strengthen neighborhoods as** ~~active community centers.~~ **by developing small commercial nodes as community gathering places.** Existing core neighborhoods should not be the focus of the city's increasing density.

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Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5 – Housing and Neighborhoods	Housing Trends and Issues	60-61

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment recognizes that existing older neighborhood housing stock is affordable and should be protected. Also, long term affordability is a strategy that can discourage home ownership and not allow owners to realize full value of their home. The amendment also breaks one long paragraph into two paragraphs.

Note: This amendment is CONA's Am. #4, slightly revised.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ **create a more pedestrian-friendly public realm.***

In addition to these local trends, national trends in the housing market are rapidly changing. The surge of the Baby Boomer generation into retirement, the consequent downsizing of their residential footprint, and the increase in energy and transportation costs are all factors that are shifting markets toward the need for fewer detached housing units on large lots. The desire and preference for smaller, more sustainably designed units, a growing interest in attached housing and co-housing arrangements, and the need for both physical accessibility of housing units and proximity of such units to basic day-to-day service hubs are increasingly important issues. Therefore, walkability or preference towards livability has increased significantly as a factor in housing choice for residential neighborhoods. After many years of development that focused specifically on Indiana University students, the City has started to reevaluate housing markets across the city and especially in Downtown. Affordable housing for the community has become a major issue that both administration and City Council are working to address.

(New paragraph)

Local policy makers have affirmed affordable housing as a major focus area of the City's administration, while the City Council formed the Affordable Living Committee to specifically address this challenge. Increasing housing supply, along with offering a range of housing programs for extremely low income households through (workforce) households with up to 120% of annual median income, to help ensure accessible mixed-income neighborhoods. **Bloomington's older urban, small scale, compact, single-family housing stock located primarily around the city center and university represent the city's most affordable housing stock and must be protected.** Building a growing stock of affordable housing requires assuring sustainability ~~and long-term affordability~~ so unaffordable stock is not the only option for future generations. Mixed income neighborhoods are fundamental to successful, sustained, ~~and permanent~~ affordable housing stock.

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Comp Plan Chapter, Section, and Page

Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5 – Housing & Neighborhoods	Neighborhoods	62

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment corrects the use of words that have specific meaning in historic preservation. Demolition Delay was developed to protect housing stock 50+ years old, not just in designated historic districts. In addition, it was developed to protect the fabric of a neighborhood, not just individual buildings.

Note: This is CONA's Am. #5.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ create a more pedestrian-friendly public realm.*

The City's Demolition Delay Ordinance was specifically developed to address this situation and protect the fabric of **its older neighborhoods and historic neighborhoods districts**. The City of Bloomington applies the demolition delay to certain structures and neighborhoods that have been ~~designated~~ **recognized** as historically **important** ~~significant~~. Protected structures are also subject to review, in some cases, when additions, major renovations, or exterior remodeling are planned.

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Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5 – Housing & Neighborhoods	Goals & Policies	63

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment adds language to acknowledge that new developments and redevelopments have both a positive and negative impact on the surrounding neighborhood.

Note: This is CONA's Am. 6

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ **create a more pedestrian-friendly public realm.***

Policy 5.2.1: Evaluate all new developments and redevelopments in light of their potential to ~~contribute to~~ **positively or adversely impact** the overall health and well-being of the people who live in the surrounding neighborhood.

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Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5 – Housing & Neighborhoods	Goals & Policies	63

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment removes language that opens the door to incompatible development in historic neighborhoods. The words "complementary" and "contemporary" are subjective and incompatible with historic character found in older neighborhoods.

Note: This is CONA's Am. 7.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ **create a more pedestrian-friendly public realm.***

Policy 5.2.2: In historic neighborhoods and districts, preserve or enhance authentic design characteristics, such as building form, by encouraging new or remodeled structures to be historically compatible with ~~or complementary to~~ the neighborhood and adjacent structures, ~~including those using more contemporary design characteristics.~~

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Comp Plan Chapter, Section, and Page

Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
5	Housing & Neighborhoods Goals & Policies	63

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment removes language encouraging incompatible architecture in neighborhoods. The original text negates the intent of demolition delay in unprotected older neighborhoods.

Note: This is based on CONA's amendment #8, which was revised.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ **create a more pedestrian-friendly public realm.***

Policy 5.2.5: ~~Encourage diverse architectural designs, from traditional to contemporary, except as restricted in designated historic areas.~~ **Existing residential neighborhoods, or any portions of a neighborhood having a consistent built character, should be maintained at their prevailing pattern of development, building density, and scale. This built character may be complemented by both traditional and contemporary architecture.**

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Comp Plan Chapter, Section, and Page

Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5 – Housing & Neighborhoods	Goal 5.3	63

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment is intended to encourage the redevelopment of non-residential developed land (parking lots and other underutilized property) instead of land that is already developed for housing. As currently worded, Goal 5.3 could imply that land already development as single-family housing be redeveloped with greater density, which would threaten the integrity of our core neighborhoods.

Note: This is CONA's Am. 9, with an additional sentence added to the synopsis.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ **create a more pedestrian-friendly public realm.***

Goal 5.3 Housing Supply: Help meet current and projected regional housing needs of all economic and demographic groups by increasing Bloomington's housing supply with infill development, reuse of **non-residential** developed land ~~for housing~~, and developments on vacant land if it is at least partially surrounded by existing development.

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Comp Plan Chapter, Section, and Page

Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5 – Housing & Neighborhoods	Policy 5.3.2 and Programs under "Neighborhood Character and Quality of Life"	63, 65

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment has two parts:

- 1) By revising Policy 5.3.2, it clarifies awkward language as well as encourages the creation of community activity centers for seniors. The language about types of housing that may benefit seniors is moved to a program point.
- 2) By adding a program point under Neighborhood Character and Quality of Life it appropriately situates encouraging a range of senior housing options in the "Programs" section of the chapter.

Note: This is a revised version of CONA's Am. #10.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ **create a more pedestrian-friendly public realm.***

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PAGE 63:

Goal 5.3 Housing Supply: Help meet current and projected regional housing needs of all economic and demographic groups by increasing Bloomington's housing supply with infill development, reuse of developed land for housing, and developments on vacant land if it is at least partially surrounded by existing development.

...

Policy 5.3.2: Enable **seniors** ~~people who are elderly and moving into later life~~ to remain in their own homes to "age in place," and consider **locating a variety of housing options for seniors near gathering places such as the public library, parks, recreation or community centers, and other community resources** ~~options to meet their needs through shared housing, accessory dwellings, smaller homes and lots, adult foster homes, and other assisted residential living arrangements.~~

PAGE 65:

Neighborhood Character and Quality of Life

- Encourage a variety of housing options to meet the needs of seniors such as shared housing, accessory dwelling units, smaller homes and lots, adult foster homes and other assisted residential living arrangements.

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Comp Plan Chapter, Section, and Page

Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5	Programs - Affordable Housing	64

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment removes the encouragement of placing these alternative housing types everywhere in the city rather than defining appropriate compatible locations.

Note: This is CONA's Am. #11

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

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- Seek to expand compact urban housing solutions such as pocket neighborhoods, tiny houses, accessory dwelling units, and similar housing solutions, ~~wherever they can be implemented~~ in a manner that does not attract primarily student populations that would adversely affect the surrounding neighborhood.

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Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5 – Housing & Neighborhoods	Programs - Affordable Housing	64

Synopsis and Legislative Intent (brief description of amendment and its motivation)

Adaptive reuse should be encouraged. Zoning does not need to be changed to obtain this goal.

Note: This is CONA's Am. #12.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ **create a more pedestrian-friendly public realm.***

- ~~Adopt zoning regulations that allow for flexible and safe~~ **Encourage** reuse of existing structures in order to maintain or increase the city's housing supply

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Comp Plan Chapter, Section, and Page

Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5 – Housing & Neighborhoods	Programs - Neighborhood Character and Quality of Life	65

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment strives to make the language of this particular program point more inclusive by expanding the amenities and making them available to everyone.

Note: This is CONA's Am. #13.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ **create a more pedestrian-friendly public realm.***

- Evaluate **multi-modal** access to **public schools, grocery stores, parks, restaurants,** health care and other community services and amenities for ~~older adults and people with disabilities~~ **all ages and abilities.**

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Comp Plan Chapter, Section, and Page

Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
a) Ch. 5	a) Programs: Neighborhood	a) 65
b) Ch. 7	Character and Quality of Life b) Overview text	b) 79

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment suggests moving a bullet to the Land Use Chapter as it is applicable to the entire city, not just neighborhoods.

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ **create a more pedestrian-friendly public realm.***

Deletion: Ch. 5, pg. 65, Programs

- ~~Identify individual potential high value properties or sites where redevelopment could significantly enhance neighborhood and community quality and consider preplanning potential development options.~~

Addition: Ch. 7, pg. 79, add text as new paragraph under bullet list

In addition, the city should identify individual potential high-value properties or sites where redevelopment could significantly enhance neighborhood and community quality and consider preplanning potential development options.

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Comp Plan Chapter, Section, and Page

Chapter	Section (e.g., Overview, Goals & Policies, or Programs)	Page #
Ch. 5	Outcomes & Indicators	65
Ch. 7	Land Use	79

Synopsis and Legislative Intent (brief description of amendment and its motivation)

This amendment addresses the fact that this bullet relates to the entire city, not just neighborhoods. Furthermore, the "cumulative impact" should be reviewed with multiple criteria and for all stakeholders, not just the development community. Move to page 79 "Land Use" as a new bullet

Amendment (indicate text added in bold and text to be deleted via ~~strikeout~~)

E.g., *Except for as necessary for the development of the Convention Center site, discourage large footprint buildings (i.e. with a ~~maximum~~ size **greater than** of a quarter of a block) in order to encourage local developers and businesses and ~~better urban form~~ **create a more pedestrian-friendly public realm.***

Deletion - pg. 65 under "Outcomes and Indicators"

- ~~Evaluate the cumulative impact of regulations and the development review process and how it affects the ability of housing developers to meet current and future housing demand~~

Addition - a new paragraph before the last paragraph on page 79
As land is developed and redeveloped, the city should evaluate the cumulative impact of regulations and the development review process and how it affects the ability to meet current and future housing demand. This evaluation should include the impact of regulations for all stakeholders.

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