

ORDINANCE 2025-41
TO AMEND TITLE 20 (UNIFIED DEVELOPMENT ORDINANCE)
OF THE BLOOMINGTON MUNICIPAL CODE –
Re: Use Table Amendment- “Single Room Occupancy”

WHEREAS, the Common Council, by its Resolution 18-01, approved a new Comprehensive Plan for the City of Bloomington, which took effect on March 21, 2018; and

WHEREAS, thereafter the Plan Commission initiated and prepared a proposal to repeal and replace Title 20 of the Bloomington Municipal Code, entitled “Unified Development Ordinance” (“UDO”); and

WHEREAS, on December 18, 2019, the Common Council passed Ordinance 19-24, to repeal and replace the UDO; and

WHEREAS, on January 14, 2020, the Mayor signed and approved Ordinance 19-24; and

WHEREAS, on April 15, 2020, the Common Council passed Ordinance 20-06 and Ordinance 20-07; and

WHEREAS, on April 18, 2020, the Unified Development Ordinance became effective; and

WHEREAS, the Common Council adopted Resolution 2024-25, “To Initiate a Proposal to Amend Title 20 (Unified Development Ordinance) of the Bloomington Municipal Code Re: Single-Room Occupancy Residential Buildings as a Permitted Use,” on November 20, 2024 and reaffirmed its request by adopting Resolution 2025-11 on July 16, 2025; and

WHEREAS, on September 8, 2025, the Plan Commission voted to favorably recommend this amendment proposal to the Common Council, after providing notice and holding public hearings on the proposal as required by law; and

WHEREAS, the Plan Commission certified this amendment proposal to the Common Council on September 11, 2025; and

WHEREAS, in preparing and considering this proposal, the Plan Commission and Common Council have paid reasonable regard to:

- 1) the Comprehensive Plan;
- 2) current conditions and character of current structures and uses in each district;
- 3) the most desirable use for which land in each district is adapted;
- 4) the conservation of property values throughout the jurisdiction; and
- 5) responsible development and growth;

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

SECTION I. Title 20, entitled “Unified Development Ordinance”, is amended.

SECTION II. An amended Title 20 of the Bloomington Municipal Code, entitled “Unified Development Ordinance”, including other materials that are incorporated therein by reference, is hereby adopted. Said replacement ordinance consists of the following documents which are attached hereto and incorporated herein:

1. The Proposal forwarded to the Common Council by the Plan Commission with a favorable recommendation, consisting of:
 - (A) ZO-03-25 (hereinafter “Attachment A”)
 - (B) Any Council amendment thereto (“Attachment B”)

SECTION III. The Clerk of the City is hereby authorized and directed to oversee the process of consolidating all of the documents referenced in Section II into a single text document for codification.

SECTION IV. Severability. If any section, sentence, or provision of this ordinance, or the application thereof to any person or circumstances shall be declared invalid, such invalidity shall not affect any of the other sections, sentences, provisions, or applications of this ordinance which can be given effect without the invalid provision or application, and to this end the provisions of this ordinance are declared to be severable.

SECTION V. This ordinance shall be in full force and effect from and after its passage by the Common Council and approval by the Mayor.

SECTION VI. The Clerk of the City is directed to enter the effective date of the ordinance wherever it appears in the body of the ordinance.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 19th day of November, 2025.


HOPI STOSBERG, President
Bloomington Common Council

ATTEST:


NICOLE BOLDEN, Clerk
City of Bloomington

PRESENTED by me to Mayor of the City of Bloomington, Monroe County, Indiana, upon this 21st day of November, 2025.


NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED AND APPROVED by me upon this 24 day of November, 2025.


KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS

This amendment modifies Table 03-1 Allowed Use Table, Use Specific standards, as well as several definitions within the Unified Development Ordinance to allow for the use "Single Room Occupancy" as directed through Council Resolution 2024-25. This ordinance is in accordance with Indiana Code 36-7-4-600.

Note: At the November 19, 2025 Regular Session, the Council adopted Amendment 01 to this ordinance. The amendment inserts a new Whereas clause to explain that the Common Council requested the Plan Commission to consider Single Room Occupancy as a new allowed use. It also incorporates a revised Attachment A to better highlight and clarify the proposed changes adopted by the Plan Commission.

Distributed to: Clerk, Council Attorney, HAND, Planning and Transportation, Legal, and Mayor.

20.03.020 Allowed Use Table

Table 03-1: Allowed Use Table

P = permitted use, C = conditional use permit, A = accessory use, T = temporary use, Uses with an *= use-specific standards apply
Additional uses may be permitted, prohibited, or require conditional use approval in Downtown Character Overlays pursuant to Section 20.03.010(e).

Use	Residential							Mixed-Use							Non-Residential		Use-Specific Standards	
	R1	R2	R3	R4	RM	RH	RMH	MS	MN	MM	MC	ME	MI	MD	MH	EM		PO
RESIDENTIAL USES																		
Household Group Living																		
Residential rooming house	C*	C*	C*	C*	P*	P*		P*	P*	P*	P*	CP*		P*	P*			20.03.030(b)(12)
Single Room Occupancy																		
Student housing or dormitory					C*	P*		P*	C*	P*	P*		P*	C*				
Supportive housing, small						C			C	C	C		C	C	C			
Supportive housing, large										C	C		C	C	C			

Use Specific Standards 20.03.030(b)(12)

(12)Residential Rooming House.

(A)In the RM, RH, and MN Districts, the owner of the property must occupy the rooming house as their primary residence. No residential rooming house shall contain more than four bedrooms, not including the living space occupied by the residential rooming house owner.

(B)No bedroom occupied by a person other than the residential rooming house owner shall be rented for a period of less than thirty consecutive days.

(12) Single Room Occupancy

- (A) The maximum number of bedrooms allowed per SRO for this use are limited to the following for each zoning district-
- R1-R4= A maximum of 3 bedrooms are allowed
- All other districts shall not have a maximum number of bedrooms.
- (B) No bedroom occupied by a person shall be rented for a period of less than 30 consecutive days.
- (C) A maximum of two adults per bedroom are allowed.
- (D) Within the R1, R2, R3, and R4 zoning districts a 150 foot buffer shall be created around the approved Single Room Occupancy (SRO). No newly created or expanded (through addition or habitable space) SRO shall be allowed in said buffer in the R1, R2, R3, or R4 zoning districts for a period of 2 years after the date of the Conditional Use approval. For purposes of this section, the 150 feet shall be measured from the property lines of the parcel receiving approval.

- (E) The property owner (or HAND registered agent) shall have no Notices of Violation on file in the Planning and Transportation Department for the prior 3 years of application for Conditional Use approval.
- (F) Within the R1, R2, R3, and R4 districts the following design elements of the SRO shall be similar in general shape, size, and design with the majority of existing structures on the same block face on which it is located:
 - 1. Roof pitch;
 - 2. Front porch width and depth;
 - 3. Front building setback; and
 - 4. Vehicle parking access (i.e., front-, side-, or rear-access garage or parking area).
- (G) Within the R1, R2, R3, and R4 districts the owner of the property must live within the dwelling unit.

Table 04-10: Maximum Vehicle Parking Allowance

Dwelling, multifamily	125 percent of the potential minimum, or 1.25 spaces per bedroom, whichever is less. When there is no required minimum number of spaces, the number of spaces listed per DU in Table 04-9 shall be used in the 125% calculation.
Dwelling, live/work	1 space per DU
Dwelling, cottage development	2 spaces per DU
Dwelling, mobile home	2 spaces per DU
Manufactured home park	2 spaces per DU, plus 1 visitor space per 2 DUs
Group Living	
Assisted living facility	1 space per 6 infirmary or nursing home beds;
Continuing care retirement facility	plus 1 space per 3 rooming units;
	plus 1 space per 3 Dus
Fraternity or sorority house	0.8 spaces per bed
Group care home, FHAA small	1 space per 4 persons design capacity
Group care facility, FHAA large	
Nursing or convalescent home	
Opioid rehabilitation home, small	
Opioid rehabilitation home, large	
Residential rooming house Single Room Occupancy	2 spaces; plus 1 space per guest room plus 1 space per bedroom
Student housing or dormitory	0.75 spaces per bedroom
Supportive housing, small	2.5 spaces per 1,000 sq. ft. GFA

Chapter 20.07.010

Bed and Breakfast

Means a single-family detached dwelling where transient lodging and meals are provided for compensation, that does not meet the definition of a "Hotel or Motel," or "~~Residential Rooming House~~ **Single Room Occupancy**."

Dwelling Unit

One or more rooms containing cooking, living, sanitary, and sleeping facilities, occupied by not more than one family (see definition of "Family"). The dwelling unit shall be characterized by but not limited to:

- 1) A single house number with a single mailbox for the receipt of materials sent through the United States mail;
- 2) A single kitchen adequate for the preparation of meals;
- 3) A tenancy based upon a legal relationship of a unitary nature, i.e., a single lease, mortgage, or contractual sales agreement for the entire premises.

A dwelling unit occupied by more than one "family" (see definition) shall be constructed and regulated as a "~~residential rooming house~~ **Single Room Occupancy**" (see definition).

Dwelling, Short-Term Rental

The rental of an entire dwelling unit for monetary consideration for a period of time less than 30 consecutive days, not including a "Bed and Breakfast," "~~Residential Rooming House~~ **Single Room Occupancy**," or "Hotel/Motel." This definition does not include offering the use of one's property where no fee is charged or collected.

Hotel or Motel

An establishment in which lodging is provided and offered to the public for compensation, for periods of time not exceeding thirty days and that is commonly known as a hotel or motel in the community in which it is located. This use customarily provides services such as maid service, the furnishing and laundering of linen, telephone and secretarial or desk service, and the use and upkeep of furniture. This use may provide ancillary uses such as conference and meeting rooms, restaurants, bars, gift shops, and recreational facilities. The term "Hotel or Motel" does not include "~~Residential Rooming House~~ **Single Room Occupancy**," or "Bed and Breakfast," except where separately permitted.

Lodging House

See "~~Residential Rooming House~~ **Single Room Occupancy**."

~~"Residential rooming house" means a building in which, lodging, with or without meals, is provided for compensation, including but not limited to; a building designed as a single-family dwelling, that is occupied by a group of persons, usually for periods of thirty days or longer, that do not meet the definition of "family," where~~

~~the use does not meet the definition of "bed and breakfast," "fraternity or sorority house," "student housing or dormitory," "residential care facility," or "hotel or motel."~~

Single Room Occupancy

A residential building where individuals rent individual bedrooms and share common facilities such as kitchen, bathrooms, and common area that is occupied by a group of persons, for periods of 30 days or longer, that do not meet the definition of "Family," where the use does not meet the definition of "Bed and Breakfast," "Fraternity or Sorority House," "Student Housing or Dormitory," "Supportive Housing," "Residential Care Facility," or "Hotel or Motel."

Student Housing or Dormitory

A multiple-family dwelling designed primarily as housing for, or likely to be occupied by, unmarried undergraduate or post-graduate students, including but not limited to:

- 4) Multiple-family dwellings that contain any living units with four or more bedrooms; or
- 5) Multiple-family dwellings with more than 10 dwelling units where more than 33 percent of the living units contain three bedrooms; or
- 6) Residential buildings that do not meet the definition of a ~~"Residential Rooming House~~ **Single Room Occupancy**" or "Hotel or Motel," in which any of the bedrooms require the use of a common hallway shared by more than three bedrooms, to access the nearest bathroom facilities or to access a cooking area containing a built-in sink, refrigerator, and stove or oven.

For purposes of determining whether a multiple-family dwelling meets this definition, the City may consider the degree to which the facility is occupied by undergraduate or post-graduate students and the degree to which occupancy is marketed to undergraduate or post-graduate students. This use does not include a "Fraternity or Sorority."

- (E) The property owner (or HAND registered agent) shall have no Notices of Violation on file in the Planning and Transportation Department for the prior 3 years of application for Conditional Use approval.
- (F) Within the R1, R2, R3, and R4 districts the following design elements of the SRO shall be similar in general shape, size, and design with the majority of existing structures on the same block face on which it is located:
 - 1. Roof pitch;
 - 2. Front porch width and depth;
 - 3. Front building setback; and
 - 4. Vehicle parking access (i.e., front-, side-, or rear-access garage or parking area).
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Chapter 20.07.010

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Lodging House

See "~~Residential Rooming House~~ **Single Room Occupancy**."

~~"Residential rooming house" means a building in which, lodging, with or without meals, is provided for compensation, including but not limited to; a building designed as a single-family dwelling, that is occupied by a group of persons, usually for periods of thirty days or longer, that do not meet the definition of "family," where~~

~~the use does not meet the definition of "bed and breakfast," "fraternity or sorority house," "student housing or dormitory," "residential care facility," or "hotel or motel."~~

Single Room Occupancy

A residential building where individuals rent individual bedrooms and share common facilities such as kitchen, bathrooms, and common area that is occupied by a group of persons, for periods of 30 days or longer, that do not meet the definition of "Family," where the use does not meet the definition of "Bed and Breakfast," "Fraternity or Sorority House," "Student Housing or Dormitory," "Supportive Housing," "Residential Care Facility," or "Hotel or Motel."

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- 4) Multiple-family dwellings that contain any living units with four or more bedrooms; or
- 5) Multiple-family dwellings with more than 10 dwelling units where more than 33 percent of the living units contain three bedrooms; or
- 6) Residential buildings that do not meet the definition of a ~~"Residential Rooming House~~ **Single Room Occupancy**" or "Hotel or Motel," in which any of the bedrooms require the use of a common hallway shared by more than three bedrooms, to access the nearest bathroom facilities or to access a cooking area containing a built-in sink, refrigerator, and stove or oven.

For purposes of determining whether a multiple-family dwelling meets this definition, the City may consider the degree to which the facility is occupied by undergraduate or post-graduate students and the degree to which occupancy is marketed to undergraduate or post-graduate students. This use does not include a "Fraternity or Sorority."

Synopsis

This amendment, sponsored by Councilmember Piedmont-Smith, inserts a new Whereas clause to explain that the Common Council requested the Plan Commission to consider Single Room Occupancy as a new allowed use. It also incorporates a revised Attachment A to better highlight and clarify the proposed changes adopted by the Plan Commission.

11/19/25 Regular Session Action: 8-0 (Stosberg absent)

****Amendment Form****

- Ordinance #: 2025-41
- Amendment #: Amendment 01
- Submitted by: Councilmember Piedmont-Smith
- Date: November 10, 2025

Proposed Amendment:

1. Add a new Whereas clause between the sixth and seventh Whereas clauses. This Whereas clause shall read as follows:

WHEREAS, the Common Council adopted Resolution 2024-25, "To Initiate a Proposal to Amend Title 20 (Unified Development Ordinance) of the Bloomington Municipal Code Re: Single-Room Occupancy Residential Buildings as a Permitted Use," on November 20, 2024 and reaffirmed its request by adopting Resolution 2025-11 on July 16, 2025; and

2. Attachment A of Ordinance 2025-41 shall be deleted and replaced with the following as its Attachment A to reflect the amendments made by this ordinance:

20.03.020 Allowed Use Table

Table 03-1: Allowed Use Table

P = permitted use, C = conditional use permit, A = accessory use, T = temporary use, Uses with an *= use-specific standards apply
Additional uses may be permitted, prohibited, or require conditional use approval in Downtown Character Overlays pursuant to Section 20.03.010(e).

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RESIDENTIAL USES																		
Household Group Living																		
Residential rooming house Single Room Occupancy	C*	C*	C*	C*	P*	P*		P*	P*	P*	P*	CP*		P*	P*			20.03.030(b)(12)
Student housing or dormitory					C*	P*		P*	C*	P*	P*		P*	C*				
Supportive housing, small						C			C	C	C		C	C	C			
Supportive housing, large										C	C		C	C	C			

Use Specific Standards 20.03.030(b)(12)

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