



# Economic Development Commission Meeting Agenda

October 21, 2025, at 4 p.m., In-person at City Hall,  
McCloskey Conference Room

## Join Zoom Meeting:

<https://bloomington.zoom.us/j/85079046166?pwd=TMXY1FjbHWYVU5SKyxRCLf2JIJGj1z.1>

Meeting ID: 850 7904 6166

Passcode: 446180

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- **Roll Call**
  - Approval of Minutes- Corrections to May 20, 2025
    - August 26, 2025
- **General Discussion**
  - Stadium District
  - State-approved 3-way liquor licenses as incentives for local restaurants
- **Old Business**
- **Adjournment**

Name	Appointed By	Term
Kurt Zorn	Mayor (voting)	2/1/2025 - 1/31/2029
Isak Nti Asare	Common Council (voting)	2/1/2022 - 1/31/2026
Vanessa McClary	Mayor (voting)	2/1/2025 - 1/31/2029
Tim Henke	Mayor (voting)	2/1/2024 - 1/31/2028
Liz Feitl	Monroe County Council (voting)	2/1/2022 - 1/31/2026

# Economic Development Commission

## Meeting Minutes

Tuesday, May 20, 2025 – 4:06 p.m.

McCloskey Conference Room, Suite 135 / Zoom Hybrid

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## Call to Order

The meeting of the Economic Development Commission (EDC) was called to order at 4:06 p.m. by Commission President Kurt Zorn. The meeting was held in compliance with the Indiana Open Door Law.

## Roll Call

### Commissioners Present:

- Isak Asare, City Council Member at Large
- Liz Feitl, County Council Member at Large
- Vanessa McClary, Commissioner
- Tim Henke, Commissioner (virtual)
- Kurt Zorn, Commission President

### Staff Present:

- Andrea De La Rosa, Economic & Sustainable Development (ESD)
- Jane Kupersmith, ESD

### Additional Participants:

- Adam Stone, Stone Municipal Group (consultant)
  - Jen Pearl, Bloomington Economic Development Corporation
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## Approval of Minutes

- March 18, 2025 Minutes: Commissioners noted corrections were needed, including ensuring attendance (adding Kurt Zorn to the present list). The Commission did not approve the minutes pending corrections.
- March 19, 2024, and June 4, 2024 Minutes: Commissioners recalled presentations from Summit Development and other items. After clarification, a motion to approve both sets of 2024 minutes was carried.

Vote: Unanimous approval for 2024 minutes; March 2025 minutes tabled pending corrections.

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# Annual Tax Abatement Compliance Presentation

Presented by: Andrea De La Rosa (ESD)

## Overview

- Staff presented an overview of tax abatement purpose, structure, and state law under IC 6-1.1-12.1.
- Abatements apply to real and personal property in designated ERAs or EDTAs.
- Bloomington emphasizes abatements for housing development over job creation.
- Process: SB-1 (application), CF-1 (compliance), staff review, EDC recommendation, Council approval.

## Key Findings

- Total proposed investment: \$548M
- Actual investment: \$260M
- Assessed value increase: \$255M (exceeded projected \$170M)
- Jobs reported: 3,692 total, \$317M in associated salaries (avg. \$85,895; skewed by Catalent).

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## Abatement Reviews

### 1. Southern Knoll

- 31 affordable units, occupancy at 87%.
- Permanent supportive housing units included.
- Finding: *Substantially Compliant* (due to partial occupancy).
- Assessed value: \$1.35M (130% of SB-1 estimate).

### 2. Union at Crescent

- 146-unit mixed-income project; 102 required affordable units.
- Only 64% of committed units are occupied; Annex Group is working on turnaround with security and remediation investments.
- Finding: *Noncompliant* – triggers Council hearing.

### 3. Urban Station

- 148-unit mixed-use development with 15 workforce housing units (affordability guaranteed for 99 years).
- Reporting confusion between units vs. bedrooms. Commissioners clarified: 17 bedrooms rented at workforce rates (compliant).
- Employment commitments partially unmet, but wages are higher than projected.
- Final Finding: *Compliant*.

#### 4. **The Mill Redevelopment (2004 & 2013 Resolutions)**

- Projected \$6M; actual \$4.3M investment.
- Jobs exceeded commitments (60 new jobs at \$15–\$20/hr).
- Finding: *Substantially Compliant*.

#### 5. **Catalent / Novo Nordisk (Resolutions 15-06, 19-04, 22-06)**

- Transitioned to Novo Nordisk (Dec 2024).
- Large-scale personal property investments exceeded projections; however, inconsistencies were noted in real property reporting.
- Job creation is delayed due to pandemic-related downturn, but the facility remains Bloomington's most significant abatement for job growth.
- Finding: *Substantially Compliant* across abatements, with additional follow-up data required.

#### 6. **Retreat at Switchyard Apartments (not yet triggered)**

- Facing site challenges (limestone, remediation).
- The developer is proceeding; updated investments exceed the original commitment.
- Informational Only – not yet active.

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### **New PILOT (Payment in Lieu of Taxes) Agreements**

- Staff initiated **annual reporting for PILOT agreements** (Evergreen Village, Hendersonburg).
- No vote required; informational only.

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### **Commissioner Questions & Discussion**

- **Consistency in compliance terminology** (substantially compliant vs. meets expectations). Staff will standardize.
- **Living Wage Ordinance**: Commissioners requested that future abatements and PILOT agreements explicitly reference Bloomington's living wage standards. Staff will incorporate language.
- **Role of EDC**: Commissioners questioned broader responsibilities, given the limited abatement activity. Discussion included:
  - Expanding the incentive "toolbox" (beyond abatement and bonds).
  - More transparent communication of available tools to developers.

- Coordination with other city initiatives (permitting, site readiness).
- Staff to present a consolidated Economic Development Incentive Toolkit at the June meeting.

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## **Motions**

### **1. Approval of Compliance Report**

- Motion: Approve abatement compliance report with edits and clarifications discussed, authorizing staff to finalize and circulate the corrected report.
  - Motion by: Liz Feitl
  - Seconded by: Vanessa McClary
    - i. Vote: Unanimous approval

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## **Adjournment**

With no further business, the meeting adjourned at approximately 6:15 p.m.

# Economic Development Commission

## Meeting Minutes

Tuesday, August 26, 2025 – 4:03 p.m.

McCloskey Conference Room, Suite 135 / Zoom Hybrid

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### I. Call to Order

- The meeting was called to order at approximately 4:03 p.m. The meeting was noticed correctly in accordance with Indiana's Open Door Law.

### II. Roll Call

- Roll call was taken.
    - Commissioners present:
      - Kurt Zorn
      - Vanessa McClary
      - Isak Asare
      - Tim Henke
  - Staff present
    - Andrea de la Rosa
    - Jane Kupersmith
  - Additional attendees
    - Steve Bishop - First Financial Bank
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### III. Approval of Previous Minutes

- **March 18, 2025 Minutes:** Commissioner noted a minor correction (spelling clarification). Motion was made to approve the minutes as amended. Motion seconded.  
Vote: Unanimous approval.
  - **May 20, 2025 Minutes:** Commissioners identified errors in attendance records and name spellings. Staff acknowledged that an incorrect draft was included in the packet and will return with corrected minutes at the next meeting; no action was taken.
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#### IV. Old Business

- **Union at Crescent:** Abatement Compliance Update  
Staff reported on the City Council's review following EDC's recommendation of noncompliance.
    - Findings: The property was determined non-compliant due to low occupancy, but the noncompliance was attributed to factors outside the owner's control, including severe property damage caused by vulnerable tenant populations.
    - Outcome: Council allowed Union at Crescent to retain its abatement. HAND continues a separate compliance process addressing occupancy and property conditions.
    - Commissioners discussed broader lessons learned, emphasizing the importance of on-site property management and comparisons with successful models at Cambridge Square and Henderson Court.
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#### V. New Business

- **Economic Development Framework:** Staff presented the Administration's draft Economic Development Framework, highlighting four city values (Co-Creators with our Community, Accountable Servant Leadership, Demystified Government, and Architects of Joy), a vision statement, and ESD's mission.
- **Major goals:**
  - Grow the Workforce Population (address housing costs, early learning access, and quality-of-place amenities).
  - Grow Wages (support wage competitiveness, attract high-wage sectors, strengthen brand strategy).
  - Reinforce Economic Base (leverage cluster strengths, support small business growth, activate nodes of identity).
- **Discussion points:**
  - Commissioners urged more specific metrics, tactics, and measurable outcomes in future iterations.
  - There are calls for attention to housing for 25–35 year-olds, addressing barriers to small business growth (e.g., permitting, landscaping/parking requirements), and aligning with the school system's needs.

- Support for student retention strategies, early learning/childcare infrastructure, and targeted support for creatives and artists.
  - Commissioners expressed interest in helping to draft the next phase of action plans.
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**VI. Development Incentives Package - Staff shared a draft matrix of local, state, and federal incentives.**

➤ **Discussion included:**

- Economic Development Revenue Bonds, PILOTs, and abatement as EDC-controlled tools.
- State programs such as the IFA Housing Infrastructure Assistance Fund (RIF) and the State Revolving Fund for water/wastewater are available.
- Federal tools: Opportunity Zones and New Markets Tax Credits (made permanent in the recent federal legislation).
- Noted eliminations: Redevelopment Tax Credit and Historic Rehabilitation Tax Credit sunset in 2026.
- Commissioners suggested presenting incentives in a user-friendly format, possibly through AI-enabled tools or the City's forthcoming website redesign.
- The discussion also noted the potential for reframing business licensing and special event permits as tools that enable entrepreneurship.

➤ **Commissioner Comments & Discussion**

- Interest in developing a "menu of options" for businesses to choose from when pursuing incentives.
  - Strong consensus on the need to fix broken permitting processes, streamline approvals, and reduce barriers to small business expansion.
  - Acknowledgement of the tension between administration priorities and Common Council approvals, with optimism that shared strategy and clearer action items will align stakeholders.
  - Commissioners offered to volunteer additional time toward developing detailed action plans, metrics, and communication strategies.
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## VII. **Adjournment**

- With no further business, the meeting was adjourned at approximately 5:15 p.m.

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### **Action Items for Next Meeting:**

- ★ Corrected May 20, 2025, minutes to be re-presented for approval.
- ★ Staff to begin drafting action plans with metrics under the Framework goals.
- ★ Further refinement of the incentives matrix for public-facing distribution.

# ECONOMIC DEVELOPMENT FRAMEWORK

## City of Bloomington Values

- Co-Creators With Our Community
- Accountable Servant Leadership
- Demystified Government
- Architects of Joy

## Economic Development Vision

For Bloomington to be a prosperous, inclusive innovation and cultural magnet, where businesses can grow and thrive, all residents can access economic opportunity, and our natural world and resources are protected, treasured, and celebrated.

## Economic & Sustainable Development mission statement:

To cultivate a resilient community built on shared prosperity, inclusive economic opportunity, environmental stewardship, and a thriving arts and culture ecosystem. ESD works to improve quality of life for all residents through dedicated service and collaboration.

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## Goals

1. **Grow the Workforce Population**  
Create conditions that will attract young professionals with in-demand skills to move here, in order to support the workforce needs of businesses in target sectors.
2. **Grow Wages**  
Target businesses in high-wage growth sectors to make Bloomington more competitive.
3. **Reinforce Economic Base**  
Build upon sector strengths to ensure a resilient economy with a variety of workforce opportunities.

These goals are interdependent. To accomplish them we must leverage catalytic opportunities *and* make incremental progress. We will partner with the community, avoid duplication of services, and focus on the areas where the City can make the greatest impact. In all efforts, we will tell the story of Bloomington's identity as a leader in innovation, arts, sustainability, and inclusion--and seek opportunities to strengthen that identity.

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# Strategies

## Goal 1: Grow the Workforce Population

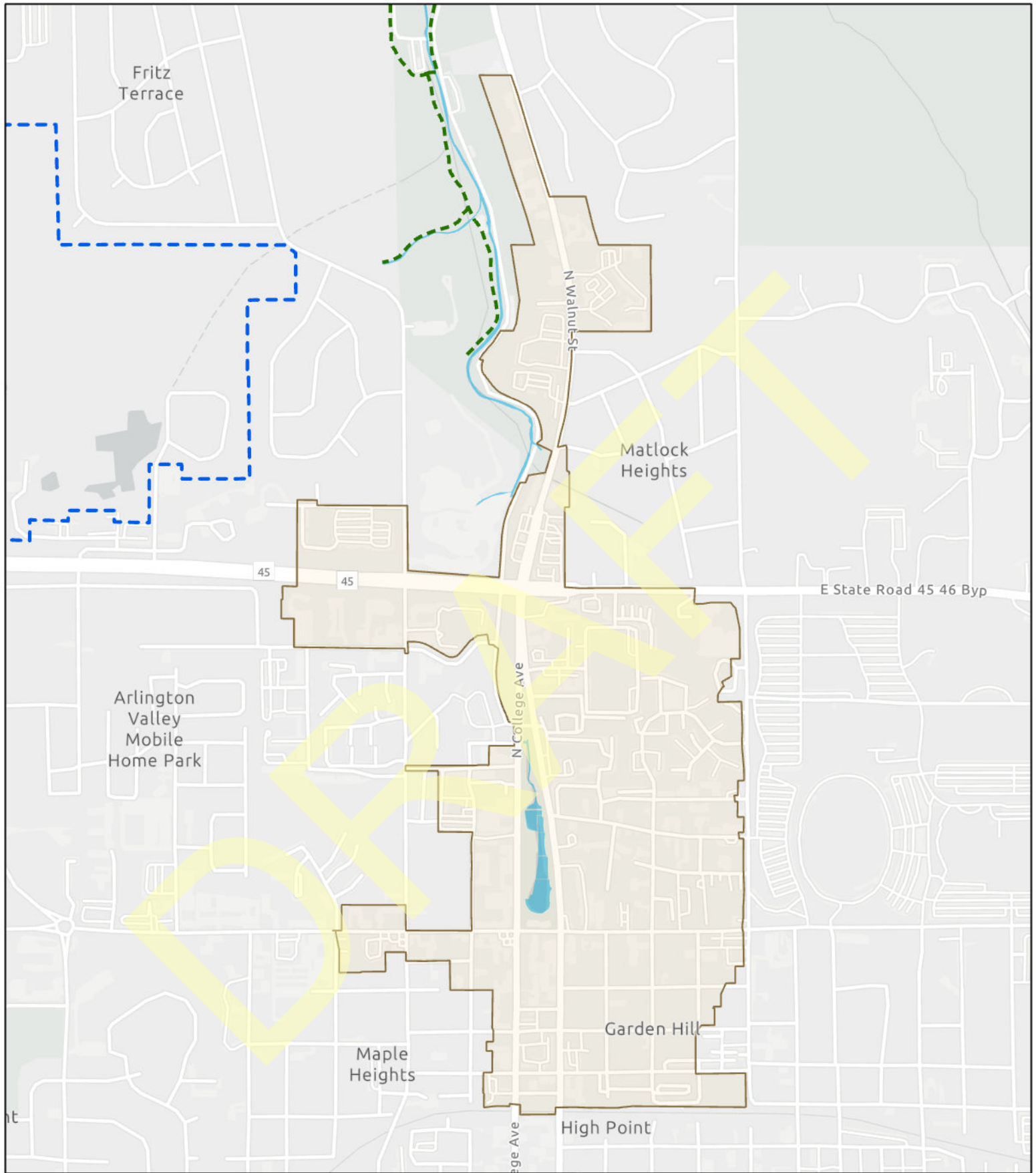
1. **Remove barriers to housing** (i.e., revise policies, processes, and attitudes to grow housing production; make incentives clear, easy to access, and impactful; balance historic preservation with market needs for affordable housing; activate unused housing stock).
2. **Increase access to early learning.** Bloomington currently lacks the volume of early learning and childcare providers to support workforce population needs.
3. **Increase and communicate about quality of place amenities** appealing to young professionals (e.g., Trader Joe's, Whole Foods, non-college student nightlife, recreation, proximity to IND). We're competing with bigger cities with more amenities/nightlife.
4. **Build bridges to campus.** 61% of college grads want to stay close to where they graduate with a new trend toward preferring smaller cities, according to Tallo. Bloomington must leverage the opportunity it has every year to build relationships with and place students in jobs near IU.
5. **Establish and activate nodes of distinct identity** for Bloomington's key commercial neighborhoods (i.e., Downtown, Trades, Hopewell, B-Line, Stadium District, East Side, Switchyard).
6. **Become the center of creativity for Indiana.** Bloomington is already known as a center for the arts, but retaining this mantle requires dedicated effort. Creativity should inform our community at all levels, helping make sure we grow a creative economy of the future, as well as supporting practicing artists and destination tourism today.

## Goal 2: Grow Wages

1. **Tell our story** (i.e., CivicBrand; unified approach with partners; recruitment packets for employers). Having a distilled identity makes us identifiable and marketable to potential employers.
2. **Target attraction of businesses in high-demand, high-wage sectors** (e.g., tech, advanced services, etc.). Targeting these sectors leverages local resources to ensure future wage growth and sector performance.
3. **Grow businesses and attract workforce to support those sectors** (i.e., marketing, web design/development, accounting, sales, partnership with IU). Sector development requires a breadth of supportive services to help clusters thrive.

## Goal 3: Reinforce Economic Base

1. **Retain and grow current sector strengths** (i.e., life sciences, advanced manufacturing, healthcare, etc.)
2. **Support small business development** (i.e., support a well-connected small business ecosystem; make incentives clear; create business-friendly policies; provide training; collaborate with partners; etc.).
3. **Become the center of innovation for Indiana** (i.e., Trades District, CCC grant, and tech and defense tech growth).
4. **Nurture and grow Bloomington's creative economy** (i.e., reclaim Music City Indiana title; launch arts incubator; support arts nonprofits; make Bloomington a place that creatives can work).
5. **Support destination tourism** (e.g., visitors to IU, Convention Center, recreation, arts & culture, promote proximity to IND). The why: tourism acts as a traded sector—bringing outside dollars into Bloomington; and serves as a gateway to moving or establishing a business.



**To:** Members of the Common Council

**Cc:** Gretchen Knapp, Deputy Mayor; Adam Wason, Director, Public Works; Andrew Cibor, Director, Engineering; David Hittle, Director, Planning and Transportation; De de la Rosa, Assistant Director of Small Business Development; Lisa Lehner, Council Attorney

**From:** Jane Kupersmith, Director, Economic and Sustainable Development and Hopi Stosberg, Bloomington Common Council District III Representative

**Date:** September 22, 2025

**Re:** Resolution 2025-18: To Approve the Naming of the Stadium District in the Area surrounding Miller-Showers Park

### **Executive Summary**

The Economic & Sustainable Development Department and Councilmember Stosberg propose legislation that will establish a Stadium District on the north side of Bloomington surrounding Miller-Showers Park. This area serves as a gateway to Bloomington—whether for 80,000 residents coming home, the nearly 50,000 students returning to school each year, Bloomington’s millions of annual visitors, or the over 16,000 people who drive to Bloomington to work each day. This legislation establishes the name—The Stadium District—as a marketing tool for businesses, stakeholders, and the City to create a sense of place and distinguish the district from other parts of the City. The Stadium District extends from 13th Street on the South to West Club House Drive on the north; and from Dunn Street on the east to Kinser Pike on the west.

### **Background**

In 2024, a number of businesses surrounding Miller-Showers Park along with the Chamber of Commerce, made a recommendation to their Common Council representatives and the Economic & Sustainable Development Department to establish a Stadium District as both a marketing tool and as an Indiana Alcohol and Tobacco Commission Riverfront District under Ind. Code § 7.1-3-20-16.1. The Municipal Riverfront District program allows municipalities to define a riverfront and to issue low-cost 3-way alcohol licenses to restaurants within that footprint.

Since that time, the City has engaged with stakeholders and done research on the establishment of these tools. Given the more restrictive map requirements for the ATC legislation, staff are proposing two pieces of legislation to achieve these goals. The first is Resolution 2025-18, which will establish the name and footprint of the Stadium District for marketing and promotional purposes. The second piece of legislation is Ordinance 2025-37, which will propose the establishment of a Riverfront District alcohol permit program.

This memo pertains only to Resolution 2025-18 to establish and name the Stadium District. This proposal does not relate to any other local, state, or federal economic development incentives, but rather provides a marketing tool to help businesses drive visitor attraction.

Establishing a named district will bolster the local economy and strengthen Bloomington's identity as a dynamic and vibrant city. It drives quality of place, and therefore also workforce and visitor attraction. This initiative falls under several broad goals in the City's economic development framework:

- Establish and activate nodes of distinct identity for Bloomington's key commercial neighborhoods
- Support destination tourism
- Support small business development
- Increase and communicate about quality of place amenities

For example, including "Stadium District" in their location information will allow visitors to differentiate north side hotels from west side hotels. Both of which are proximal to I-69, but one of which is walkable to IU athletics events.

### **Engagement**

City staff held one in-person meeting in the District and one virtual meeting in order to connect directly with business owners and get feedback on the concepts for these programs as well as the name. Staff also sought feedback on business issues in the District, in order to better understand what needs they might face. Businesses were pleased with the ability to have a unified identity and a shared marketing tool. Only one business at a meeting expressed a dislike of the name; all 15 survey respondents liked the name. During the in person meeting, businesses requested that the Stadium District (marketing) map be extended north of the bypass. This request is reflected in the proposed map. Business feedback included concerns for parking, walkability, safety, and art, in that order. Hotels expressed a need for increased Bloomington Transit routes, as their employees utilize transit to get to work.

City staff also engaged with Visit Bloomington, Indiana University, the Chamber of Commerce, Downtown Bloomington Inc., Bloomington Economic Development Corp, the Monroe County Capital Improvement Board and stakeholder departments at the City, including Public Works, Parks, Engineering, Planning, Office of the Mayor, Bloomington Police Department, and Bloomington Transit.

### **Neighborhood Investments**

UDO updates from 2020 have driven population into the area that was previously focused on hotels, motels, and a handful of restaurants. Additionally, the City has made significant investments in infrastructure in and around Miller-Showers Park. Project costs are detailed in the table below and include maintenance of the water feature and the installation of a multi-use path along 17th Street, improving connectivity from North Monroe Street and Tri-North Middle School to the north-south arteries of College and Walnut. The limestone gateway piece welcomes visitors to Bloomington, and the Bloomington Arts Commission will release the call for the public art gateway piece later this year.

Area improvements continue with anticipated work from Indiana Department of Transportation work on pedestrian access around SR 45-46 continues through 2029, including a replacement bridge over the highway. See below for a table of recent and planned City investments in and around the Stadium District.

Description	Amount	Dept	Year
<a href="#">Bicentennial Gateway</a>	\$1,281,000	Parks	2023
Millers-Showers native plant restoration	\$7,000	Parks	2023
Native plant annual maintenance	\$10,000	Parks	Annually
Paving repair west of park	\$50,000	Parks	2025
Water feature dredging and maintenance	\$419,350	CBU	2023
Public Art gateway piece	\$150,000	ESD	2025-26
17th St. improvements / multi-use path	\$1,192,900	ENG	2023
North Dunn Street Sidewalk Connection (17th St to 18th St)	\$141,776	ENG	2025
N. Walnut St. improvements by-pass to Old SR 37	\$666,450	ENG	TBD
College Ave & Walnut St Corridor Improvement Project - Phase 2	\$800,000	ENG	2027
College Ave & Walnut St Corridor Improvement Project - Phase 2	\$100,000	ENG	2029
	<b>\$4,818,476</b>		

The neighborhood surrounding Miller-Showers Park is partially revitalized as a mix of residential, commercial, and hospitality. New business starts, including Heartwork Brewing, Jenny's Baking, Faded Barbership, Vanished Aesthetics relocation, and Max's Place are serving as new magnets to the district, while previously existing businesses including La Charreada, La Bonita, Arthur Murray Dance Studio, and Vibe Yoga continue attracting repeat customers. Some properties remain undeveloped, like the former Colorado Steakhouse building and the former Steak & Shake building. There is also encouraging business development on the north side of the bypass, with Cascades Inn, Sleepers Bar, Everywhere Signs & Detailing, Furniture Exchange, and others along the N. Walnut St. commercial corridor.

But economic headwinds remain. Businesses face ongoing supply chain challenges, uncertain costs relating to tariffs; challenges relating to a college town (9-month) economy; high costs of labor; and fierce competition exacerbated by larger firms' ability to adopt costly, high tech solutions (i.e. app or kiosk ordering). The City must deploy every tool that it can in order to support local businesses and drive visitor attraction to Bloomington across Bloomington's diverse and vibrant neighborhoods.

#### **Fiscal Impact:**

There is no fiscal impact associated with this legislation.

#### **Recommendation:**

As a way to formalize this area as a district and to welcome visitors to Bloomington in an area with a more deliberate and distinct identity, staff recommends approval of Resolution 2025-18 to formally establish the footprint and name of the Stadium District.



RESOLUTION NO. 2025-18  
TO APPROVE THE NAMING OF THE STADIUM DISTRICT IN THE AREA  
SURROUNDING MILLER-SHOWERS PARK

- WHEREAS Section 2.33.010 of the Bloomington Municipal Code charges the Department of Economic and Sustainable Development with enhancing the City of Bloomington’s economic vitality, with fostering an attractive business environment and with leading development projects within the City of Bloomington; and
- WHEREAS the north side of the City of Bloomington has long served as a gateway to visitors—especially to spectators of sporting events at Indiana University; and
- WHEREAS the area bounded by Dunn Street on the East, 13th Street on the South, N. Kinser Pike on the west, and extending north along Old SR 37, as depicted by the map attached as Exhibit A, has been identified as a prime location for a Stadium District due to its proximity to key visitor amenities, transportation routes, and the Indiana University campus athletics facilities; and
- WHEREAS establishing the Stadium District will create a sense of place that will promote economic growth, attract new businesses, support real estate development, and enhance tourism; and
- WHEREAS designation of this area as the Stadium District will support job creation, increase property values, and foster community pride by highlighting Bloomington’s passion for collegiate athletics.

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

SECTION 1. The Common Council hereby authorizes the naming of the area described above and depicted within the boundaries in the attached document, identified in Exhibit A, as the Stadium District.

SECTION 2. The Council hereby empowers the City of Bloomington Department of Economic and Sustainable Development; its partners; local businesses; and residents to leverage this name in the promotion of Bloomington and its economic activities.

SECTION 3. If any section, sentence, or provision of this Resolution, 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 resolution which can be given effect without the invalid provision or application, and to this end the provisions of this resolution are declared to be severable.

SECTION 4. This Resolution shall be in full force and effect from and after its adoption by the Common Council and approval by the Mayor.

PASSED AND ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 2025, by the Common Council of the City of Bloomington, Monroe County, Indiana.

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Hopi Stosberg, President  
Bloomington Common Council

ATTEST:

\_\_\_\_\_  
Nicole Bolden, City Clerk

PRESENTED to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this \_\_\_\_ day of \_\_\_\_\_, 2025.

\_\_\_\_\_  
Nicole Bolden, City Clerk

APPROVED by me, the Mayor of the City of Bloomington, Monroe County, Indiana, this \_\_\_\_ day of \_\_\_\_\_, 2025.

\_\_\_\_\_  
Kerry Thomson, Mayor  
City of Bloomington

Synopsis:

This Resolution, co-sponsored by Councilmember Stosberg, names the area around Miller-Showers Park as the Stadium District. This naming will foster community pride, promote economic growth and enhance tourism in the area.