



City of Bloomington Common Council

Legislative Packet - Revised

Containing legislation and materials related to:

Wednesday, 7 January 2025

Organizational Meeting at 6:30pm



City of Bloomington Common Council

AGENDA AND NOTICE: ORGANIZATIONAL MEETING Wednesday | 6:30 PM January 7, 2025
Council Chambers (#115), Showers Building, 401 N. Morton Street

The meeting may also be accessed at the following Zoom link:

<https://bloomington.zoom.us/j/82535387253?pwd=hggIfUpzIcmCqmal9f1Fs4O5tPv1Wf.1>

1. ROLL CALL

2. AGENDA SUMMATION

3. REPORTS (A maximum of twenty minutes is set aside for each part of this section).

- A. Councilmembers
- B. The Mayor and City Offices
- C. Council Committees
- D. Public*

4. ELECTION OF OFFICERS

(Once the Council elects its officers, the newly-elected President will assign Councilmembers their seats at the dais.)

5. ASSIGNMENTS TO COUNCIL COMMITTEES

(If prepared to do so, the President may, at this time, announce assignments of Councilmembers to Council committees.)

6. APPOINTMENTS TO BOARDS AND COMMISSIONS

(The Council may take this opportunity to appoint Councilmembers to serve on various boards and commissions. If any nominations are ready, the Council may also consider the appointment of members of the public to serve on boards and commissions, as well.)

7. LEGISLATION FOR FIRST READINGS

- A. Ordinance 2026-01 – To Amend Title 20 (Unified Development Ordinance) Of The Bloomington Municipal Code – Re: Response To Resolution 2025-12 Related To Amending The Affordable Housing Incentives and Payment-In-Lieu Provisions
- B. Ordinance 2026-02 – To Amend Title 20 (Unified Development Ordinance) Of The Bloomington Municipal Code – Re: Response To Resolution 2025-17 Related To Amending The Eligibility Subsection, The Qualifying Standards For Planned Unit Development Subsection, and Defined Terms Section Of Title 20
- C. Ordinance 2026-03 – To Amend Ordinance 2025-40 To Fix The Salaries Of Appointed Officers, Non-union, And A.F.S.C.M.E. Employees For All The Departments Of The City Of Bloomington, Monroe County, Indiana For The Year 2026

*Members of the public may speak on matters of community concern not listed on the agenda at one of the two public comment opportunities. Individuals may speak at one of these periods, but not both. Speakers are allowed up to three minutes.

Auxiliary aids are available upon request with adequate notice. To request an accommodation or for inquiries about accessibility, please call (812) 349-3409 or e-mail council@bloomington.in.gov.

8. LEGISLATION FOR SECOND READINGS AND RESOLUTIONS

- A. Resolution 2026-01 – To Update Membership Requirements And Program Funding Conditions Of The Jack Hopkins Social Services Funding Committee Of The Common Council

9. ADDITIONAL PUBLIC COMMENT * A maximum of twenty-five minutes is set aside for this section.

10. COUNCIL SCHEDULE

11. ADJOURNMENT

Bloomington City Council meetings can be watched on the following websites:

- Community Action Television Services (CATS) website – <https://catvstv.net>
- City's YouTube Channel – <https://youtube.com/@citybloomington>

Background materials and packets are available at council's webpage:

<https://bloomington.in.gov/council/meetings?year=2025>

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MEMORANDUM

To: Members of the Common Council
From: Lisa Lehner, Council Administrator/Attorney
Date: December 29, 2025
Re: 2026 Council Organizational Meeting

Related Materials:

- Council Member Seating
- Organization Day Worksheet for 2026 – Boards and Commissions
- Assignment to Standing Committees & Appointment of Chairs – 2026

Election of Officers and Assignment of Seating

State statute ([Indiana Code 36-4-6-8](#)) and local municipal code ([Bloomington Municipal Code 2.04.010](#)) require the Council to meet in January in order to elect a president, vice-president, and parliamentarian from its own membership.

Many duties of the president are set out in local code, while some aspects of the role have evolved as a matter of practice. [Bloomington Municipal Code 2.04.020](#) (Duties of President) provides:

The president shall have general direction of the council chambers and shall preserve order and decorum. The president shall rule on all points of order subject to an appeal to the council by any two members, shall state all questions properly proposed, shall put all questions which come to a vote, and shall declare the results of each vote. After any ordinance, resolution, address or order is adopted by the council, the president shall certify such action and certification shall be attested by the city clerk. In the absence of the president, the vice-president shall preside.

The president also approves the agendas for regular sessions, special sessions called by the president or voted upon by the council, and committees convened to consider legislation referred to them. The president also appoints councilmembers to any established standing committees of the Council, observing the preference of each member as closely as possible, and appoints a chairperson for each committee.

The election of officers has often unfolded with a motion by a councilmember to nominate a slate of candidates for the three positions. Unless there are further nominations, the Council then votes on the slate as a whole. If there are other nominations for a particular office, then a vote on the nominations for that office should proceed separately. The motion requires a majority vote to be adopted.

Once officers are elected, the new officers and other councilmembers typically rearrange their seating. Please note that the president has the duty of assigning seats, but any two

councilmembers may change seats by joining in a written memorandum and submitting it to the president ([Bloomington Municipal Code 2.04.110](#)).

Council Committee Assignments

As noted above, the president is also given the duty of assigning councilmembers to committees, observing the preferences of the Councilmembers as closely as possible when doing so ([Bloomington Municipal Code 2.04.210](#)). If the president is ready, those assignments may also be announced at the Organizational Meeting. However, if additional time is needed for councilmembers to communicate their preferences to the president, these assignments may also be announced at a later date.

Appointments to Boards, Commissions, and Other Organizations

Appointments – Council

The Council may vote on the appointment of Councilmembers to serve on various boards, commissions, or organizations. This may also be done by nomination of a slate of candidates or individually. Such motions require a simple majority to be adopted.

Appointments – Citizens

Please note that the Council may also use this occasion to make citizen appointments to boards or commissions if any are ready to be made. Any such nominations require a simple majority to be adopted.

Group Photo

Typically, a group photo is taken at the first meeting of the year so that an updated photo can be added to the Council webpage. Please let the Clerk/Council Offices know whether you will not be able to attend this meeting in person and stay after for a photo of the Council for the webpage.

Council Member Seating 2024 – 2026

(Assigned by President)

Seating for the Year 2024

Flaherty	Zulich	Rollo	Ruff (Vice President)	Piedmonth- Smith (President)	Stosberg (Parliamentarian)	Asare	Rosenbarger	Daily
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Seating for the Year 2025

Flaherty	Ruff	Rollo	Piedmonth- Smith (Vice President)	Stosberg (President)	Daily (Parliamentarian)	Zulich	Rosenbarger	Asare
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Seating for the Year 2026

			(Vice President)	(President)	(Parliamentarian)			
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NOTE: Members shall occupy the seats assigned them by the presiding officer, but any two or more members may exchange seats by joining in a written memorandum to that effect. (BMC 2.04.110)

ORGANIZATION DAY WORKSHEET FOR 2026 - JANUARY 07, 2026

ELECTION OF OFFICERS (action by motions of Council)

Officers	2025	2026
President	Stosberg	
Vice President	Piedmont-Smith	
Parliamentarian	Daily	

APPOINTMENTS TO ECONOMIC DEVELOPMENT (action by motions of Council)

(All appointments of Councilmembers are for voting members except where noted.)

Boards and Commissions	2025	2026
Bloomington Economic Development Corporation (1-year term; ex-officio)	Asare	
Downtown Bloomington, Inc Board of Directors (1-year term; ex-officio)	Zulich	
Economic Development Commission (County) (Nomination by Council; 4-year term; removal limited by state code [IC 36-7-12]; current appointment ends Feb. 2026)	Asare	
Economic Development Commission (City) (Nomination by Council; 4 year term; removal limited by state code [IC 36-7-12; BMC 2.30.010]; current appointment ends in Jan. 2026)	Asare	
Board of the Urban Enterprise Association (4-year term; current appointment ends in Jan 2029; can only be removed for "just cause" [IC 5-28-15-13])	Rosenbarger	

- Bloomington Economic Development Corporation** is a not-for-profit corporation dedicated to the retention, development, and attraction of quality jobs in Monroe County, Indiana. Its work is guided by 6 officers from the business sector as well as ex officio members from city government, county government, and the town of Ellettsville.
- Downtown Bloomington Inc. [DBI]** is a non-profit membership organization focused on the continued revitalization of Downtown Bloomington, Indiana. Since 1984, the mission has been to educate the public about the benefits of a strong downtown, to facilitate public and private partnerships and to provide unified leadership in order to strengthen and support Downtown Bloomington as the heart of the city for all citizens. The Board of DBI includes representatives from city and county governments, the non-profit sector, downtown businesses, and Visit Bloomington.
- The Economic Development Commission of Monroe County** is established under Indiana state code for the financing of economic development and pollution control facilities, to review issues related to tax abatements, and to hear economic development bond applicants.
- The Bloomington Economic Development Commission (EDC)** was created to enhance economic growth within the City of Bloomington. The five commissioners employ a variety of tools to stimulate redevelopment and increased employment, including tax abatements and economic development revenue bonds.
- The Bloomington Urban Enterprise Association (BUEA)** aims to "provide the means to improve the economic, physical, and social environment for Zone residents and businesses." The BUEA Zone is an area north, west, and south of Downtown whose residents and businesses are eligible for scholarships, arts and business grants, and tax incentives.

APPOINTMENTS TO PLANNING AND TRANSPORTATION (action by motions of Council)

(All appointments of Councilmembers are for voting members except where noted.)

Boards and Commissions	2025	2026
Plan Commission <i>(Term of Council appointee is co-extensive with member's term of office on Council, unless the Council appoints another to serve as its representative [IC 36-7-4-217].)</i>	Stosberg	
Metropolitan Planning Organization	Stosberg	
Transportation Commission <i>(1-year term [BMC 2.12.070])</i>	Flaherty	

- **The Plan Commission** is the land use and development policy body for the City and is the decision-making body for site plan review, preliminary and final plats, and final Planned Unit Developments (PUDs). The Commission acts in an advisory capacity to the Common Council for rezoning requests, preliminary PUDs, and amendments to the Unified Development Ordinance (UDO). The Plan Commission also advises the Common Council on the adoption of, and amendments to, the Comprehensive Plan.
- **The Policy Committee of the Bloomington-Monroe County Metropolitan Planning Organization (BMCMPPO)** discusses and approves Metropolitan Planning Organization policies, plans, and programs. The Bloomington-Monroe County Metropolitan Planning Organization (BMCMPPO) is the Metropolitan Planning Organization that serves the City of Bloomington, the Town of Ellettsville and parts of Monroe County, as originally designated by the Governor of Indiana in 1982. The BMCMPPO also includes Indiana University and Bloomington Public Transportation Corporation as planning partners. Under the MPO Bylaws (Section 2.3), the City of Bloomington Common Council is represented on the Policy Committee by its President or their designated proxy.
- **The Transportation Commission** is established with the explicit purpose of guiding the city's transportation endeavors through a comprehensive framework which seeks to provide adequate and safe access to all right-of-way users while prioritizing nonautomotive modes and sustainability. The commission shall provide recommendations and guidance to the mayor and common council in the pursuit of developing and implementing a city-wide policy to eliminate all transportation-related fatalities and serious injuries to pedestrians, bicyclists, transit users, motorists, and passengers; shall promote sustainable transportation; shall foster equitable access; and shall promote community-centric design. The commission shall also serve as a standing steering committee for future transportation related studies and grant programs.

APPOINTMENTS TO COMMUNITY DEVELOPMENT BLOCK GRANT (action by motions of Council)

(All appointments of Councilmembers are for voting members except where noted.)

Boards and Commissions	2025	2026
Citizens Advisory Committee - Community Development Block Grants – Social Services <i>(1-year term)</i>	Daily	
Citizens Advisory Committee - Community Development Block Grants – Physical Improvements <i>(1-year term)</i>	Rosenbarger	

- **Citizens Advisory Committee - Community Development Block Grants:** This is the public body that reviews and recommends CDBG funding for a variety of community projects.

APPOINTMENTS TO TAX ADVISORY BOARDS (action by motions of Council)

(All appointments of Councilmembers are for voting members except where noted.)

Boards and Commissions	2025	2026
Food and Beverage Tax Advisory Commission (County) <i>(1-year term [IC 6-9-41-16])</i>	Zulich	
Public Safety Local Income Tax Committee of the County Local Income Tax Council <i>(1-year term / 4 council members, assuming the MC LIT Council members meet in the same manner as in 2025.)</i>	Daily Piedmont-Smith Rollo Ruff	

- **Food and Beverage Tax Advisory Commission:** In order to coordinate and assist efforts of the county and city fiscal bodies regarding the utilization of food and beverage tax receipts, an advisory commission was established. The county and city legislative bodies must request the advisory commission's recommendations concerning the expenditure of any food and beverage tax funds collected under state law.
- **The Monroe County Local Income Tax Council** serves as the “adopting body” in regard to certain Local Income Tax Rates per IC 6-3.6 et al. It is composed of four members -- the Bloomington Common Council, Ellettsville Town Council, Monroe County Council, and Stinesville Town Council. Representatives of the members sit on the Public Safety Local Income Tax (PS-LIT) Committee, which meets every summer to review applications for funding under IC 6-3.6-6-8(c) and consider other PS-LIT needs in these jurisdictions and make recommendations on PS-LIT tax rates and allocations to the Tax Council.

APPOINTMENTS TO UTILITIES (action by motions of Council)

(All appointments of Councilmembers are for voting members except where noted.)

Boards and Commissions	2025	2026
Utilities Service Board <i>(No designated term length, serves at the pleasure of the Council; ex-officio, non-voting [BMC 2.24.030].)</i>	Flaherty	

- **Utilities Service Board:** Oversees the Utilities Department and coordinates operations with City policies.

APPOINTMENTS TO SUSTAINABILITY AND ENVIRONMENT (action by motions of Council)

(All appointments of Councilmembers are for voting members except where noted.)

Boards and Commissions	2025	2026
Project 46 Advisory Committee	Flaherty	
Bloomington Commission on Sustainability (BCOS)	Rollo	
Waste Reduction District Board of Monroe County	Piedmont-Smith	
Environmental Resources Advisory Council	Ruff	

- **Project 46 Advisory Committee:** This committee supports the Steering Committee (which consists of voting representatives from each member government's executive branch) of Project 46, a regional alliance bringing cities across Southern Indiana together to fight climate change.
- **Bloomington Commission on Sustainability (BCOS)** promotes economic development, environmental health, and social equity in our community for present and future generations. The commission gathers and disseminates information; promotes practical initiatives; and measures, monitors, and reports on our community's progress toward sustainability.

- **Waste Reduction District Board of Monroe County** promotes and contributes to long-term sustainability and a healthier environment by reducing the amount of waste going to final disposal. They are the county's local authority for information about recycling, yard waste, and household hazardous waste services.
- **Environmental Resources Advisory Council** acts in an advisory capacity to the Board of Park Commissioners in all policy matters pertaining to the operations of City natural areas or facilities. The ERAC also assists in the formulation of policies relating to the use and protection of environmentally sensitive and natural areas.

Assignment to Committees & Appointment of Chairs – 2026 Actions by President

Note: This worksheet represents Council Committees as they presently exist. Should the Council act to create or abolish any standing committees, thereby affecting the list of committees below, the President shall adjust the assignments to affected committees accordingly.

1. Jack Hopkins Social Services Committee

Description: The Jack Hopkins Social Services Committee focuses on the provision of social services, whether by public or private entities, particularly social services rendered in an emergency context. The committee, along with three City residents with experience in social services appointed by the Committee Chair, make recommendations to the Council on the annual allocation of monies in the Jack Hopkins Social Services Funding Program.

2025	2026
Asare (Chair)	
Daily	
Ruff	
Rollo	
McNish (Resident member)	
Greer (Resident member)	
Riou (Resident member)	

2. Committee on Council Processes

Description: This committee of the Bloomington Common Council was created by action of the Council President in January 2023 as a special committee. In March 2025, the Council adopted Resolution 2025-04 to establish the Committee on Council Processes as a Standing Committee. The Committee is made up of four councilmembers who meet as needed to discuss and make recommendations on matters affecting the Council's own processes.

2025	2026
Piedmont Smith (Chair)	
Flaherty	
Zulich	
Daily	

3. Sidewalk Committee

Description: The Sidewalk Committee consists of four Councilmembers whose purpose is to make recommendations to the full Council on the use of Alternative Transportation Fund monies specifically budgeted for Council recommended sidewalk and traffic-calming projects.

2025	2026
Rosenbarger (Chair)	

2025	2026
Ruff	
Zulich	
Daily	

4. Special Fiscal Committee

Description: The Special Fiscal Committee of the Common Council was established by the Council President in February 2025 for the purposes outlined below. The continuation of this special committee in 2026 will be at the discretion of the incoming Council President.

- Work closely with the Controller to: Create a timeline and activity framework for the yearly budgeting calendar; Track progress of the yearly budget and report back to the whole council; Track fund balances (esp. TIF, CRED, Bonds, etc.); Recommend scheduling of specific budget related discussions, presentations, and education for the full council.
- Be responsible for supporting Council Staff with the 2026 Council Budget and presentation of that budget.
- Continue the work started by the Ad-Hoc Salary Committee to fine-tune the Elected Salary Framework. The Special Fiscal Committee will be responsible for bringing forward the Elected Salary Ordinance for FY 2026.
- Explore and recommend improvements to the budgeting process.

2025	2026
Piedmont-Smith (Chair)	
Asare	
Rollo	
Stosberg	

5. Budget Task Force

The Budget Task Force was established by the Council President on February 19, 2025. The incoming Council President will determine whether this special committee will continue in 2026.

2025	2026
Asare	
Zulich	

6. Interview Committee A

Description: Committee "A" is responsible for nominations for the following boards and commissions:

- Animal Control Commission
- Bloomington Arts Commission
- Bloomington/Monroe County Human Rights Commission
- Board of Zoning Appeals
- Commission on the Status of Black Males
- Dr. Martin Luther King Jr. Birthday Celebration Commission
- Board of Housing Quality Appeals

- Bloomington Urban Enterprise Association

2025	2026
Rosenbarger (Chair)	
Asare	
Stosberg	

7. Interview Committee B

Description: Committee "B" is responsible for nominations for the following boards and commissions:

- Bloomington Digital Underground Advisory Committee
- Commission on Hispanic and Latine Affairs
- Commission on Aging
- Commission on the Status of Children and Youth
- Commission on the Status of Women
- Transportation Commission
- Public Transit Corporation
- Utilities Service Board

2025	2026
Daily(Chair)	
Piedmont-Smith	
Ruff	

8. Interview Committee C

Description: Committee "C" is responsible for nominations for the following boards and commissions:

- Community Advisory on Public Safety Commission
- Tree Commission
- Environmental Commission
- Bloomington Commission on Sustainability
- Fire Merit Commission
- Historic Preservation Commission
- Redevelopment Commission
- Capital Improvement Board

2025	2026
Zulich (Chair)	
Rollo	
Flaherty	

ORDINANCE 2026-01
TO AMEND TITLE 20 (UNIFIED DEVELOPMENT ORDINANCE)
OF THE BLOOMINGTON MUNICIPAL CODE –
Re: Response to Resolution 2025-12 Related to Amending the Affordable Housing
Incentives and Payment-in-Lieu Provisions

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, to repeal and replace the official zoning map within the UDO, and Ordinance 20-07, to amend the UDO; and

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

WHEREAS, on July 30, 2025, the Common Council adopted Resolution 25-12, which was initiated by the Common Council to assess and amend the relevant provisions of the UDO in order to incentivize developers in creation of affordable housing units and to ensure any payment-in-lieu options are meeting the long term interests of Bloomington housing needs; and

WHEREAS, Resolution 25-12 directed the Plan Commission to prepare a proposal consistent with the resolution to amend the text of the UDO (BMC 20.04.110(c)(5)) (Affordable Housing Incentives) to assess the incentive structure and consider creating additional incentives for affordable housing, including but not limited to expected owner-occupied unit development; and

WHEREAS, Resolution 25-12 also directed the Plan Commission to prepare a proposal to amend the text of the UDO (BMC 20.04.110(c)(7)) (Payment-in-Lieu), to assess the payment-in-lieu option and consider an increase in the qualifying standard for developments utilizing a payment-in-lieu procedure; and

WHEREAS, Resolution 25-12 further directed the Plan Commission to review and recommend UDO amendments to the Common Council in response to this resolution; and

WHEREAS, on November 10, 2025, the Plan Commission voted to forward an amendment proposal with no recommendation to the Common Council, after providing notice and holding public hearings on the proposal as required by law; and

WHEREAS, the Plan Commission certified the amendment proposal to the Common Council on November 20, 2025; and

WHEREAS, in preparing and considering this amendment 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 1. Title 20, entitled “Unified Development Ordinance,” is amended.

SECTION 2. An amended Title 20 of the Bloomington Municipal Code, entitled “Unified Development Ordinance,” including other materials that are incorporated by reference, is adopted. The amended ordinance consists of the following documents which are attached and incorporated:

- A. The amendment proposal forwarded to the Common Council by the Plan Commission with no recommendation (“Attachment A”);
- B. Amendments to the UDO provisions on Affordable Housing Incentives in 20.04.110(c)(5) and Payment-in-Lieu in 20.04.110(c)(7) (“Attachment B”); and
- C. Any Council amendment thereto (“Attachment C”).

SECTION 3. The Clerk of the City is hereby authorized and directed to oversee the process of consolidating all of the documents referenced in Section 2 into a single text document for codification.

SECTION 4. 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 5. This ordinance shall be in full force and effect from and after its passage by the Common Council and approval by the Mayor.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this ____ day of _____, 2026.

_____, 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 ____ day of _____, 2026.

NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED AND APPROVED by me upon this ____ day of _____, 2026.

KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS

Ordinance 2026-01 amends Title 20, the Unified Development Ordinance, in the following manner: (1) increases the maximum impervious surface coverage allowance for single-family detached and duplex residential lots in the R1, R2, R3 and R4 zoning districts for owner-occupancy projects using the affordable housing incentives; (2) increases the maximum impervious surface coverage allowance and decreases the landscape area for projects that meet Tier 2 affordability standards; and (3) increases the dollar amount of and eligibility for payments-in-lieu of providing housing.

ATTACHMENT A

Case # ZO2025-09-0013 (ZO-33-25) Memo

To: Common Council

From: Jackie Scanlan, AICP Assistant Director

Date: November 20, 2025

Re: Text Amendments to Unified Development Ordinance: Response to Resolution 2025-12: Affordable Housing Incentives

REVIEW: This petition was heard at the November 10, 2025 Plan Commission hearing. The Plan Commission voted to amend the petition in order to add wording that requires reference to the Administrative Manual. That amendment has been included in the redline below. The packet that went to the Plan Commission on November 10, 2025 is below, with an update to the recommendation section. The Plan Commission voted to send the petition to the Common Council with no recommendation.

This petition was heard at the October 2025 Plan Commission hearing. A number of issues were raised and the petition was continued. A description of issues raised and how they are addressed in the amendment proposal is lettered below.

- A. An increase in maximum impervious surface coverage for projects in the R1-R4 that use affordable housing incentives and include intended owner-occupancy was included in the October proposal. The percentage was not written correctly, so that is corrected in this proposal to 80 percent coverage. This increase is substantial, and doubles the allowable coverage in some districts. One goal is to appeal to developers who do not typically build affordable housing with this increase, if the increase can produce enough additional lots to make the project feasible with inclusion of affordable housing. For reference, the existing impervious surface coverage maximums for each district are included in Figure 1 below.

There was discussion of moving the owner-occupancy reference to the preamble of 20-04-110(c)(5)(A) as an additional encouragement for owner-occupancy. The Department took that suggestion, and incorporated it in this proposal.

Zoning District	Maximum Impervious Surface Coverage
R1	30%
R2	40%
R3	45%
R4	50%

- B. A new system for calculating payment-in-lieu for projects utilizing affordable housing incentives, but not building or purchasing affordable housing dwelling units was proposed in the October 2025 packet. There were numerous questions raised about how it would work and whether or not it would generate more or less contribution than the current calculations does. The first question is whether or not dwelling units or beds are being used in the current calculation for payment-in-lieu amounts. Beds are being used in the current calculations, based on the Administrative Manual. The proposed language for the Administrative Manual (which does not require Plan Commission approval) is to utilize dwelling units. Below is a table with four recent projects, how much they pledged with the current payment-in-lieu system, and how much the proposed system would generate. We did not include allowances for four- and five-bedroom units, but those would raise the amount required for the incentives. It appears that the new system will consistently generate more dollars to be used through the Housing Development fund for affordable housing support.

Project Name	Dwelling Units	Beds	Payment-in-Lieu Pledged	Payment-In-Lieu with new Calculation (no 4/5 beds included)
Strauser Construction	75	135	420,000.00	\$1,150,000.00
Core/SVA Bloomington	172	463	1,400,000.00	\$2,600,000.00
Core Bloomington	441	1143	3,440,000.00	\$6,650,000.00
Clearpath Services	14	33	99,000.00	\$250,000.00

- C. Because the proposal includes discussion of raising the payment-in-lieu amount, in response to Resolution 2025-12, there were questions raised about where the funds go and how they are used. The funds generated through the affordable housing incentives payment-in-lieu process go directly to the Housing Development Fund. The Housing Development Fund is utilized by the HAND Department in service of advancing affordable housing. Below are some of the ways it is used:

- Low cost loans and grants for development of affordable housing
- Down payment and closing cost assistance
- Investment in affordable developments
- Tenant-based Rental Assistance (new 2025 program)
- Interest rate buy down (new 2025 program)
- Eviction prevention program (new 2025 program)

- D. There were questions raised concerning how many projects have utilized Tier 1 incentives, Tier 2 incentives, and the payment-in-lieu process, as a whole. While some

information was presented at the October 2025 Plan Commission hearing, staff is confirming those numbers and will present them at the hearing.

- E. The October proposal included a minimum of 50 units for any project seeking to use the affordable housing incentives payment-in-lieu process, in response to Resolution 2025-12. Questions were raised about this amount, and it was suggested that 30 units may be more appropriate as we saw some projects in the table below just over 30 units. There were other projects that have utilized the payment-in-lieu option in much smaller developments, as well. A unit minimum was included in order to address the desire of the Common Council to consider increasing the qualifying standards to utilize the payment-in-lieu process. Director Anna Killion-Hanson reported at the February 2025 Plan Commission hearing that the HAND Department has seen successes with developments of 20 dwelling units or less who provided on-site affordable units. Resolution 2025-12 appears to want to encourage on-site affordable dwelling units, so the Department included a unit minimum in this draft that, 30 dwelling units, that moves closer to the apparent threshold of success for on-site units, while still encouraging on-site for more projects.
- F. Plan Commissioner Holmes has one amendment that he would like to be considered. The proposed amendment “to 20.04.110(c)(7)(A), ties any and all affordable housing incentives to making a Payment-in-Lieu, and eliminates all other routes to affordable housing incentives. It includes necessary modifications to cross referencing sections of the UDO that logically depend on this change.” It is included below.

20.04.110(c)(7)(A)

- *Replace existing language with:*
- *"All petitions seeking to utilize the affordable-housing incentives established in this Section shall satisfy the affordability obligation solely through an agreement with and monetary contribution to the City of Bloomington, hereinafter referred to as a Payment-in-Lieu ("PIL"). No provision of this Title shall require or authorize the construction, sale, or rental of income-restricted dwelling units as a condition of incentive eligibility."*
- *Along with modifications to cross referencing sections logically dependent on this change.*

Through Resolution 2025-12, the Bloomington Common Council directed the Plan Commission to prepare a proposal that accomplishes two directives described in the resolution. Those directives are listed below.

1. To amend Unified Development Ordinance (UDO), 20.04.110(c)(5) “to assess the incentive structure and consider creating additional incentives for affordable housing, including but not limited to expected owner-occupied unit development.”
2. To amend the text of UDO, 20.04.110(c)(7) “to assess the payment-in-lieu option and consider an increase in the qualifying standard for developments utilized (sic) a payment-in-lieu procedure.”

Resolution 2025-12 is similar to Resolution 2024-23, which was discussed at the February 2025 Plan Commission hearing. Because the first Plan Commission hearing did not occur within the state-mandated 60 day period, the Common Council chose to re-introduce the content of Resolution 2024-23. The Common Council amended the content and only the two items listed above remained together in a resolution, 2025-12.

The Planning and Transportation Department hosted a discussion with local developers, realty representatives, builders, Plan Commission members, and other stakeholders on August 26, 2025 to gain insight on how the incentive structures of 20.04.110 (Incentives) could be improved. Along with city staff, 4 Plan Commissioners and 9 members of the development community attended. Additional feedback was received from other members of the development and design community, as well. The following four questions were sent to the group in advance of the meeting.

1. How well are the existing Housing Affordability Incentives working? What are some examples of the successful or unsuccessful application of the incentives?
2. What other incentives (beyond those involving building height and bulk) should be considered?
3. How could the payment-in-lieu qualifying standard be improved?
4. Other questions, thoughts, ideas...?

Some takeaways from that meeting and other feedback received included that more clarity is needed in the incentive process for non-residential projects; projects for strictly affordable housing single-family and duplex developers are difficult to accomplish within the current incentive and other offering structures of the city; a reduction in development standards materials requirements should be explored; the current incentives are largely targeted toward rental apartments to the detriment of other types of development; the current payment-in-lieu amount is too low; and the role of the Housing and Neighborhood Development (HAND) Department should be analyzed.

While much of the feedback was not incentive-focused, it was used to inform the proposed amendments.

Redline proposals for the 2 directives in 2025-12 are below, *as amended for the November 10, 2025 Plan Commission packet.*

1. To amend Unified Development Ordinance (UDO), 20.04.110(c)(5) “to assess the incentive structure and consider creating additional incentives for affordable housing, including but not limited to expected owner-occupied unit development.”

The Planning & Transportation Department proposes to increase maximum impervious surface coverage allowances for single-family detached and duplex residential lots in the R1-R4 zoning districts in projects utilizing the affordable housing incentives when they are intended for owner-occupancy and in projects meeting the Tier 2 requirements.

(5) Affordable Housing Incentives

(A) Reduced Bulk Requirements

The following dimensional standards shall apply to single-family (detached) and duplex residential lots in the R1, R2, R3, and R4 zoning districts that are also intended for owner-occupancy that meet either of the two criteria in subsection (2) above:

- i. The minimum lot area for subdivision may be reduced up to 50 percent.
- ii. The minimum lot width for subdivision may be reduced up to 40 percent.
- iii. The side building setbacks may be reduced to five feet regardless of the number of stories.
- ~~iv.~~ The rear building setback may be reduced to 15 feet.
- ~~iv-v.~~ The maximum impervious surface coverage may be increased to 80 percent.
- ~~v-vi.~~ Where these standards conflict with the neighborhood transition standards established in Section **Error! Reference source not found.** (**Error! Reference source not found.**), the neighborhood transition standards shall govern.

(B) Primary Structure Height

i. Eligibility

In addition to the eligibility criteria in **Error! Reference source not found.**, affordable housing projects seeking increased maximum primary structure height shall comply with the following criteria:

1. The building shall contain six or more dwelling units; and
2. Unit size and bedroom mix for deed-restricted units shall be comparable to those for market-rate units.

ii. Tier 1 Projects

Projects that meet the Tier 1 affordability standards may increase the primary structure height by one floor of building height, not to exceed 12 feet, beyond the maximum primary structure height established for the zoning district where the project is located, as identified in Section **Error! Reference source not found.** (**Error! Reference source not found.**).

iii. Tier 2 Projects

Projects that meet the Tier 2 affordability standards may increase the primary structure height by two floors of building height, not to exceed 24 feet, beyond the maximum primary structure height established for the zoning district where the project is located, as identified in Section **Error! Reference source not found.** (**Error! Reference source not found.**). Projects that meet the Tier 2 affordability standards may increase the maximum impervious surface coverage allowance by 10 percent, and may decrease the landscape area by 10 percent.

iv. Sustainable Development Bonus

1. Tier 1 Projects: Projects that are eligible for increased primary structure height for affordable housing and sustainable development shall be eligible for one additional floor of building height, not to exceed 12 feet.
2. Tier 2 Projects: Projects that are eligible for increased primary structure height for affordable housing and sustainable development shall be eligible for one additional floor of building height, not to exceed 12 feet. The additional floor of building height granted under this subsection (iv)(2) shall be limited to 50 percent of the building footprint area of primary structure, and that additional floor shall be set back at least 10 feet further than the lower floors of the building.

2. To amend the text of UDO, 20.04.110(c)(7) “to assess the payment-in-lieu option and consider an increase in the qualifying standard for developments utilized (sic) a payment-in-lieu procedure.”

Resolution 2025-12 indicates that “any payment-in-lieu qualifying standard should exceed the requirements of actual creation of permanently affordable units...” When 20.04.110 was originally adopted in 2020, the requirements in order to utilize the payment-in-lieu options were more difficult to accomplish. The Common Council amended the UDO in June 2022 to amend those requirements to what they are today. As noted above, feedback received indicated that the payment amount is too low.

20.04.110(c)(7) references administrative procedures that are located in the Administrative Manual. The Department proposes to limit the Payment-in-Lieu option to petitions for projects that contain more than 30 dwelling units. This is aligned with the mandate to increase the qualifying standard for the payment-in-lieu option. The Department proposes to amend the Administrative Manual in order to change the calculation unit from ‘bedroom’ to ‘dwelling unit’ with an additional fee for dwelling units with four or five bedrooms; to increase the percentage of units considered in the calculation; and to raise the fee per calculation unit.

(7) Payment-in-Lieu

- (A) The dollar amount provided as a payment-in-lieu of providing housing must be based on the minimum percentage of eligible units as described in the Administrative Manual. A payment-in-lieu option is only available that meets the Tier 1 or Tier 2 affordability criteria in petitions for projects that contain more than 30 dwelling units. may be authorized by an agreement with the City, and all payments will be deposited into the Housing Development Fund.

- (B) The provisions of this Section 20.01.010(a)(7) shall become effective no later than the effective date of the UDO, by which time administrative procedures for calculating, collecting, accounting for, and spending payments-in-lieu in compliance with all applicable law shall be adopted and publicly available in the Administrative Manual within the Planning and Transportation Department. The procedures used for calculating, collecting, accounting for, and spending shall be reviewed frequently and updated as local housing market conditions change. The calculations may use or be based upon one or more of the following methods:
- i. Housing and Urban Development (HUD) annual rents based on Area Median Income;
 - ii. Area Median Income (per person, income bracket, etc.);
 - iii. Rental rates per unit or per bedroom;
 - iv. Utility rates allowances per unit;
 - v. Tiered rental rates based on percentages above and/or below AMI; and
 - vi. Payment contribution rates.

Below is an excerpt from the Administrative Manual: Affordable and Workforce Housing in Development Process section with proposed amendments.

Calculating a Housing Development Fund Contribution (aka “Payment-in-Lieu”)

For nonresidential, student housing, or dormitory projects, a linkage study must first be approved by the City. The project must also satisfy all applicable standards within 20.04.110 C, Affordable Housing, of the UDO. Residential projects must satisfy all applicable standards within 20.04.110 C, Affordable Housing, of the UDO.

Contributions to the Housing Development Fund will be calculated as follows:~~on a bedroom basis as follows:~~

- Eligible units calculation:~~Eligible bedroom calculation:~~
 - 30.15% of total project ~~bedrooms~~ dwelling units, rounded up to the nearest whole ~~unit~~bedroom.
- The base contribution rate per eligible ~~bedroom-unit~~ is \$5020,000. This rate applies for units containing one to three bedrooms. For units with four or five bedrooms, an additional \$5,000 is required for each bedroom over three bedrooms. This contribution rate may be changed annually by City staff to reflect changing construction costs or other economic factors affecting development costs.

Sample Project Calculation:

~~32-132~~ total ~~bedrooms-units~~ x ~~0.300-15~~ = 39.64-8

Round up to 40-5 ~~bedrooms~~eligible units

~~5-bedrooms~~40 eligible units x ~~\$20,000~~\$50,000 = \$2,000,000~~100,000~~

Extra bedrooms over three bedroom units: 12

12 x \$5,000 = \$60,000

\$2,060,000 total contribution to the Housing Development Fund

CONCLUSION: The proposed changes requested by the Common Council through Resolution 2025-12 are intended to ‘incentivize developers in creation of affordable housing units’ through changes to Title 20 (UDO) of the Bloomington Municipal Code. The Planning and Transportation Department proposes the above amendments to increase the use of bulk standards reductions in the creation of platted subdivisions, and to limit which projects can bypass affordable housing dwelling unit creation through the payment-in-lieu option, in response to the directives in Resolution 2025-12. Plan Commissioner Holmes has included an amendment that requires reliance on payment-in-lieu as the only option for utilizing the affordable housing incentives. As discussed at the October Plan Commission hearing, the Plan Commission will need to decide which proposed changes incentivize developers in creation of affordable housing units, which is the overall goal of Resolution 2025-12.

RECOMMENDATION: The Plan Commission forwards the petition to the Common Council with no recommendation.

RESOLUTION 2025-12

TO INITIATE A PROPOSAL TO AMEND TITLE 20 (UNIFIED DEVELOPMENT ORDINANCE) OF THE BLOOMINGTON MUNICIPAL CODE Re: Preparation of a Proposal to Amend Chapter 20.04.110 (Incentives).

- 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”) in order to implement the vision for community development put forward in the Comprehensive Plan; 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 the UDO has since been revised by action of the Plan Commission and the Common Council several times; and
- WHEREAS pursuant to IC 36-7-4-602, the Common Council may initiate a proposal to amend or partially repeal the text of the UDO and require the Plan Commission to prepare it; and
- WHEREAS the Common Council previously passed Resolution 2024-23 to initiate a proposal to amend the UDO to modify the Affordable Housing Incentives; and
- WHEREAS the Common Council reinitiates, in part, its intent to pursue the objectives set forth in Resolution 2024-23; and
- WHEREAS the Common Council wishes to assess and amend the relevant provisions of the UDO in order to incentivize developers in creation of affordable housing units; and
- WHEREAS the UDO allows developers to take advantage of affordable housing incentives by making a payment-in-lieu of the creation of permanently affordable housing units; and
- WHEREAS any payment-in-lieu qualifying standard should exceed the requirements of actual creation of permanently affordable units; and
- WHEREAS The Common Council further wishes to ensure any payment-in-lieu options are meeting the long term interests of Bloomington housing needs; and

WHEREAS in preparing and considering this proposal, the Plan Commission and Common Council shall pay 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 RESOLVED BY THE COMMON COUNCIL OF THE CITY OF BLOOMINGTON, MONROE COUNTY, INDIANA, THAT:


SECTION 1. Pursuant to IC 36-7-4-602(b), the Common Council directs the Plan Commission to prepare a proposal consistent with this resolution to amend the text of the UDO (BMC 20.04.110(c)(5)) (Affordable Housing Incentives) to assess the incentive structure and consider creating additional incentives for affordable housing, including but not limited to expected owner-occupied unit development.

SECTION 2. The Common Council further directs the Plan Commission to prepare a proposal to amend the text of the UDO (BMC 20.04.110(c)(7)) (Payment-in-Lieu), to assess the payment-in-lieu option and consider an increase in the qualifying standard for developments utilized a payment-in-lieu procedure.


SECTION 3. Upon passage of this resolution, and pursuant to IC 36-7-607, the Plan Commission shall review and recommend UDO amendments to the Common Council in response to this resolution.

SECTION 4. If any section, sentence or provision of this legislation, 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 legislation which can be given effect without the invalid provision or application, and to this end the provisions of this legislation are declared to be severable.

PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 30 day of July, 2025.


HOPE STOSBERG, President
Bloomington Common Council

ATTEST:



NICOLE BOLDEN, Clerk
City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this
31 day of July, 2025.



NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED by me upon this 6 day of August, 2025.



KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS

This resolution, sponsored by Councilmember Stosberg, reinitiates, in part, the proposal in Resolution 2024-23 (adopted on November 20, 2024) to amend Title 20 (the Unified Development Ordinance or “UDO”) of the Bloomington Municipal Code. The resolution directs that a UDO text amendment proposal be prepared by the Plan Commission to assess and consider changes to the affordable housing incentive structure and the payment-in-lieu option.

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

20.04.110 – Incentives.

(c) Affordable Housing.

(5) Affordable Housing Incentives.

(A) Reduced Bulk Requirements. The following dimensional standards shall apply to single-family (detached) and duplex residential lots in the R1, R2, and R3 zoning districts that are also intended for owner-occupancy that meet either of the two criteria in subsection (2) above:

- i. The minimum lot area for subdivision may be reduced up to fifty percent.
- ii. The minimum lot width for subdivision may be reduced up to forty percent.
- iii. The side building setbacks may be reduced to five feet regardless of the number of stories.
- iv. The rear building setback may be reduced to fifteen feet.

v. The maximum impervious surface coverage may be increased to 80 percent.

vi. Where these standards conflict with the neighborhood transition standards established in Section 20.04.070(d)(5) (Neighborhood Transition Standards), the neighborhood transition standards shall govern.

(B) Primary Structure Height.

- i. Eligibility. In addition to the eligibility criteria in Section 20.04.110(c)(2) (Eligibility), affordable housing projects seeking increased maximum primary structure height shall comply with the following criteria:
 1. The building shall contain six or more dwelling units; and
 2. Unit size and bedroom mix for deed-restricted units shall be comparable to those for market-rate units.
- ii. Tier 1 Projects. Projects that meet the tier 1 affordability standards may increase the primary structure height by one floor of building height, not to exceed twelve feet, beyond the maximum primary structure height established for the zoning district where the project is located, as identified in Section 20.04.020 (Dimensional Standards).
- iii. Tier 2 Projects. Projects that meet the tier 2 affordability standards may increase the primary structure height by two floors of building height, not to exceed twenty-four feet, beyond the maximum primary structure height established for the zoning district where the project is located, as identified in Section 20.04.020 (Dimensional Standards).
Projects that meet the Tier 2 affordability standards may increase the maximum

ATTACHMENT B

impervious surface coverage allowance by 10 percent, and may decrease the landscape area by 10 percent.

iv. Sustainable Development Bonus.

1. Tier 1 Projects. Projects that are eligible for increased primary structure height for affordable housing and sustainable development shall be eligible for one additional floor of building height, not to exceed twelve feet.
2. Tier 2 Projects. Projects that are eligible for increased primary structure height for affordable housing and sustainable development shall be eligible for one additional floor of building height not to exceed twelve feet. The additional floor of building height granted under this subsection (iv)(2) shall be limited to fifty percent of the building footprint area of the primary structure, and that additional floor shall be set back at least ten feet further than the lower floors of the building.

...

(7) Payment-in-Lieu.

- (A) The dollar amount provided as a payment-in-lieu of providing housing must be based on the minimum percentage of eligible units as described in the Administrative Manual. A payment-in-lieu option is only available in petitions for projects that contain more than 30 dwelling units. may be authorized by an agreement with the city, and all pavements will be deposited into the housing development fund.
- (B) The provisions of this Section 20.04.110(c)(7) (Payment-in-Lieu) shall become effective no later than the effective date of the UDO, by which time administrative procedures for calculating, collecting, accounting for, and spending payments-in-lieu in compliance with all applicable law shall be adopted and publicly available in the administrative manual within the Planning and Transportation Department. The procedures used for calculating, collecting, accounting for, and spending shall be reviewed frequently and updated as local housing market conditions change. The calculations may use or be based upon one or more of the following methods:
- i. Housing and urban development (HUD) annual rents based on area median income;
 - ii. Area median income (per person, income bracket, etc.);
 - iii. Rental rates per unit or per bedroom;
 - iv. Utility rates allowances per unit;
 - v. Tiered rental rates based on percentages above and/or below AMI; and
 - vi. Payment contribution rates.

****ORDINANCE CERTIFICATION****

In accordance with IC 36-7-4-604 I hereby certify that the attached Ordinance Number 2026-02 is a true and complete copy of Plan Commission Case Number ZO-35-25 which was given a positive recommendation by a vote of 7 Ayes, 0 Nays, and 0 Abstentions by the Bloomington City Plan Commission at a public hearing held on November 10, 2025.

Date: November 20, 2025

David Hittle, Secretary
Plan Commission

Received by the Common Council Office this 20th day of November, 2025.

N. Bolden
Nicole Bolden, City Clerk

Appropriation
Ordinance #

Fiscal Impact
Statement
Ordinance #

Resolution #

Type of Legislation:

Appropriation
Budget Transfer
Salary Change

End of Program
New Program
Bonding

Penal Ordinance
Grant Approval
Administrative
Change
Short-Term Borrowing
Other

Zoning Change
New Fees

Investments
Annexation

If the legislation directly affects City funds, the following must be completed by the City Controller:

Cause of Request:

Planned Expenditure
Unforeseen Need

Emergency
Other

Funds Affected by Request:

Fund(s) Affected		
Fund Balance as of January 1	\$	\$
Revenue to Date	\$	\$
Revenue Expected for Rest of year	\$	\$
Appropriations to Date	\$	\$
Unappropriated Balance	\$	\$
Effect of Proposed Legislation (+/-)	\$	\$
Projected Balance	\$	\$

Signature of Controller

Will the legislation have a major impact on existing City appropriations, fiscal liability or revenues?

Yes No XX

If the legislation will not have a major fiscal impact, explain briefly the reason for your conclusion.

This amendment modifies the regulations in Title 20 related to the Affordable Housing Incentives. This ordinance is in accordance with Indiana Code 36-7-4-600.

If the legislation will have a major fiscal impact, explain briefly what the effect on City costs and revenues will be and include factors which could lead to significant additional expenditures in the future. Be as specific as possible. (Continue on second sheet if necessary.)

ORDINANCE 2026-02
TO AMEND TITLE 20 (UNIFIED DEVELOPMENT ORDINANCE)
OF THE BLOOMINGTON MUNICIPAL CODE –
Re: Response to Resolution 2025-17 Related to Amending the Eligibility Subsection, the
Qualifying Standards for Planned Unit Development Subsection, and Defined Terms of
Section of Title 20

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, to repeal and replace the official zoning map within the UDO, and Ordinance 20-07, to amend the UDO; and

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

WHEREAS, on September 30, 2025, the Common Council adopted Resolution 25-17 to initiate a proposal to amend the UDO to modify the Affordable Housing Incentives; and

WHEREAS, Resolution 25-17 directed the Plan Commission to prepare a proposal consistent with the resolution to amend the text of the UDO (BMC 20.04.110(c)(2) (Eligibility) to include lower AMI requirements and whole percentages within Tier 1 and Tier 2 Affordable Housing Projects; and

WHEREAS, Resolution 25-17 also directed the Plan Commission to prepare a proposal consistent with the resolution to amend the text of the UDO (BMC 20.02.050(b)(3)) (Qualifying Standards) to adjust the minimum qualifying standards for affordability applicable to Planned Unit Developments, requiring that such developments meet or exceed the Tier 1 Affordability standard; and

WHEREAS, Resolution 25-17 further directed the Plan Commission to review and propose any additional amendments necessary to align other sections of the UDO with the changes to described in the resolution; and

WHEREAS, on November 10, 2025, the Plan Commission voted to forward an amendment proposal with a positive recommendation to the Common Council, after providing notice and holding public hearings on the proposal as required by law; and

WHEREAS, the Plan Commission certified the amendment proposal to the Common Council on November 20, 2025; and

WHEREAS, in preparing and considering this amendment 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 1. Title 20, entitled “Unified Development Ordinance,” is amended.

SECTION 2. An amended Title 20 of the Bloomington Municipal Code, entitled “Unified Development Ordinance,” including other materials that are incorporated by reference, is adopted. The amended ordinance consists of the following documents which are attached and incorporated:

- A. The amendment proposal forwarded to the Common Council by the Plan Commission with a positive recommendation (“Attachment A”);
- B. Amendments to the UDO provisions on AMI Eligibility in 20.04.110(c)(2), Qualifying Standards for PUD Affordability in 20.02.050(b)(3), and removal of “workforce housing” in Defined Terms, 20.07.010 (“Attachment B”); and
- C. Any Council amendments thereto (“Attachment C”).

SECTION 3. The Clerk of the City is hereby authorized and directed to oversee the process of consolidating all of the documents referenced in Section 2 into a single text document for codification.

SECTION 4. 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 5. This ordinance shall be in full force and effect from and after its passage by the Common Council and approval by the Mayor.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this ____ day of _____, 2026.

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 ____ day of _____, 2026.

NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED AND APPROVED by me upon this ____ day of _____, 2026.

KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS

This Ordinance amends Title 20, the Unified Development Ordinance in the following manner: (1) reduces the Area Median Income Eligibility percentage requirements for Incentives in 20.04.110(c)(2); (2) revises the Qualifying Standards for Planned Unit Developments in 20.02.050(b)(3); and (3) eliminates the definition of “workforce housing” from Defined Terms in 20.07.010 Title 20, the Unified Development Ordinance.

Case # ZO2025-10-0014 (ZO-35-25) Memo

To: Common Council

From: Jackie Scanlan, AICP Assistant Director, Planning & Transportation

Date: November 20, 2025

Re: Text Amendments to Unified Development Ordinance: Response to Resolution 2025-17: Affordable Housing Incentives

REVIEW: This petition was heard at the November 10, 2025 Plan Commission hearing. The Plan Commission voted to amend the petition in order to adjust the percentages to whole numbers (reflected below). The packet that went to the Plan Commission on November 10, 2025 is below, with an update to the recommendation section. The Plan Commission voted to send the petition to the Common Council with a positive recommendation.

Through Resolution 2025-17, the Bloomington Common Council directed the Plan Commission to draft amendments to Title 20 of the Bloomington Municipal Code, the Unified Development Ordinance (UDO).

The Resolution directed the Plan Commission to prepare a proposal that does the following:

1. To amend the text of the UDO (BMC 20.04.110(c)(2)) (Eligibility) to include an AMI requirement within Tier 1 and Tier 2 Affordable Housing Projects, as follows:

Tier 1 Affordable Housing Projects to include at least some units to be priced below 90% of AMI, using whole percentages for each tier.

Tier 2 Affordable Housing Projects to include at least some units priced below 70% of AMI, using whole percentages for each tier.

2. To amend the text of the UDO (BMC 20.02.040(b)(3)) (Qualifying Standards) to adjust the minimum qualifying standards for affordability applicable to Planned Unit Developments, requiring that such developments meet or exceed the Tier 1 Affordability standard.

3. To align other sections of the UDO with the changes described in Sections 1 and 2 of this Resolution.

1. Based on discussion and feedback from the Plan Commission and Housing and Neighborhood Development Department staff at the February 2025 Plan Commission hearing, the Department proposes to respond to the first directive of Resolution 2025-17 by requiring all units that count toward the affordable housing contribution to be rented to tenants at less than 90 percent of Area

Median Income (AMI), which is more responsive to the realities of the local workforce than the existing 120 percent of AMI. Tier 2 is proposed to continue to be split, with the percentages to be adjusted to half of the units at less than 90 percent of AMI and half of the units at less than 70 percent of AMI. While, nationally, 120 percent may be recognized as workforce housing, Figures 1 and 2 below indicates that 90 percent and 70 percent are more accurate for our local annual wage.

Figure 1: Annual Wage Distribution with proposed AMI percentages

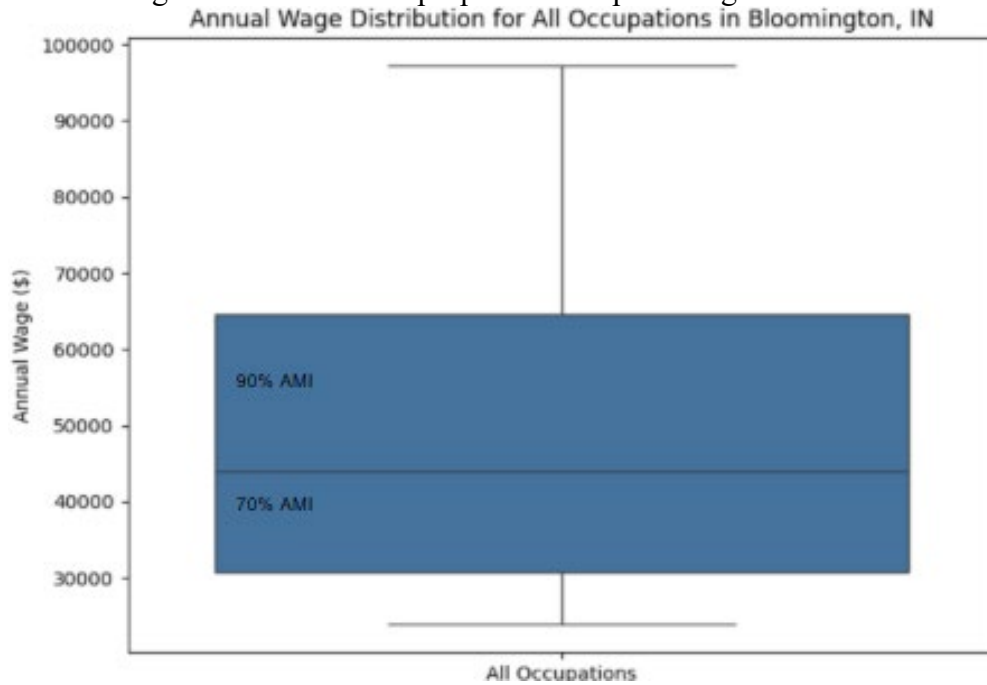


Image from Director Killion-Hanson February 2025 Plan Commission presentation

Figure 2: Annual Wage Distribution with existing, proposed, and additional AMI percentages

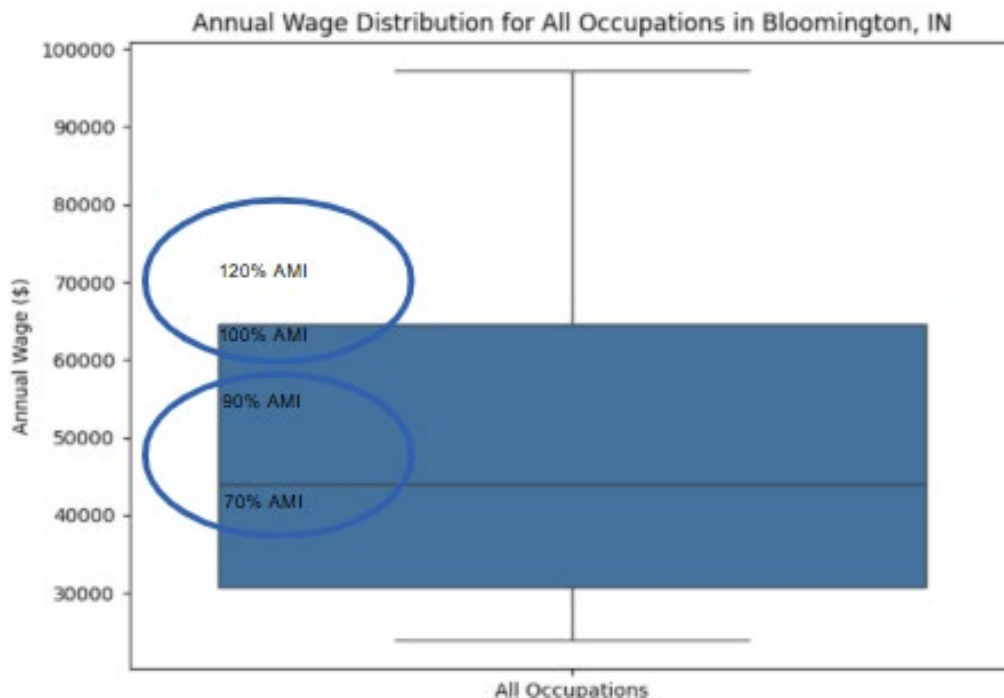


Image from Director Killion-Hanson February 2025 Plan Commission presentation

(2). Eligibility

Projects that satisfy one of the following criteria shall be eligible for the incentives established in subsection **Error! Reference source not found.** below:

(A) Tier 1

- i. At least 60 percent of the total gross floor area of the building (including additional area awarded with an incentive) is dedicated to residential dwellings; and
- ii. A minimum of 15 percent of the total dwelling units (including those on floors awarded with an incentive) are income-restricted permanently, unless otherwise adjusted or forfeited by the City, to households earning less than ~~120~~ 90 percent of the HUD AMI for Monroe County, Indiana; or

(B) Tier 2

- i. At least 60 percent of the total gross floor area of the building (including additional area awarded with an incentive) is dedicated to residential dwellings; and
- ii. A minimum of ~~7.5~~ percent of the total dwelling units (including those on floors awarded with an incentive) are income-restricted permanently, unless otherwise adjusted or forfeited by the City, to households earning below ~~90~~ 120 percent of the HUD AMI for Monroe County, Indiana; and
- iii. A minimum of ~~87.5~~ percent of the total dwelling units (including those on floors awarded with an incentive) are income-restricted permanently, unless otherwise adjusted or forfeited by the City, to households earning below ~~70~~ 90 percent of the HUD AMI for Monroe County, Indiana.

2. In response to the second directive in Resolution 2025-17, the Department recommends specifically referencing the Tier 1 section, as opposed to including a percentage, so that if the Tier 1 percentages are amended, the PUD qualifying standard will also be automatically amended. The amendment will allow that PUDs will, at a minimum, meet the requirements that non-PUD projects must meet. As pointed out in the Resolution, the recently approved Summit PUD (Reasonable Condition #6) incorporated the same requirement that is being proposed, indicating that the Council has been considering this change for some time.

(b) Qualifying Standards

A petition for rezoning into a Planned Unit Development (PUD) district shall only be considered if the petition meets the following criteria, as determined by the Planning and Transportation Director:

- 1) The proposed PUD zoning district includes a minimum of five acres of land;
- 2) The land included in the proposed PUD zoning district is not within the Mixed-Use Downtown (MD) zoning district;
- 3) Where residential dwelling units are proposed, the total dwelling units proposed must include, at a minimum, the percentage of permanently income-limited units required in 20.04.110(c)(2)(A) Tier 1, at the AMI percentages listed in that section ~~a minimum of 15 percent of the total dwelling units must be permanently income-limited through a deed restriction to households earning less than 120 percent of the HUD AMI for Monroe County, Indiana~~ and the development will be subject to the applicable standards established in Subsection 20.04.110(c): Affordable Housing, unless the City otherwise adjusts or releases this requirement;
- 4) The proposed PUD could not be developed using conventional zoning districts or standards established in this UDO;
- 5) The land included in the proposed PUD is under single ownership or control. Single control of property under multiple ownership may be considered when the petition includes enforceable agreements, covenants, or commitments that run to the benefit of the City and that the City may require to be recorded if the PUD is approved; and
- 6) The proposed PUD zoning district embraces the following highly-valued design features:
 - A. Protection of specific natural, environmental, or scenic resources or green spaces; and/or
 - B. Retaining natural landforms throughout the development; and/or
 - C. Low Impact Development design features throughout the development; and/or
 - D. Solar orientation of building forms and other passive energy-efficient design strategies throughout the development.
- 7) The proposed PUD zoning district embraces several highly-valued design features, as determined by the Planning and Transportation Director, including but not limited to:
 - A. No block perimeter greater than 1,400 feet in the development;
 - B. Centralized gathering and recreation spaces of an appropriate size for the entire development, or designed to serve an area larger than the entire development;
 - C. Internally and externally connected park, trail, and open space system;
 - D. Community-level renewable energy production.

3. In response to the third directive, the Department recommends making the following changes to the UDO. In Chapter 7, Definitions, the Department proposes to strike the definition of ‘Workforce Housing’, as the term is not used anywhere else in the UDO. The percentages stand

on their own in the text to meet the needs of our community, and the term does not need to be included.

Workforce Housing

~~Residential housing units that serve individuals, households, or families with annual incomes less than 120 percent of the Area Median Income. These housing units would under Section 20.04.110(c)(2) (Eligibility) for Tier 1 affordable housing.~~

CONCLUSION: The Department is proposing to amend the percentages related to Area Median Income (AMI) and affordable housing units that are provided through the Incentives section of the UDO to better align with the local workforce reality. While there are differing views on whether or not on-site units are more or less beneficial than receipt of a payment-in-lieu of providing units, the proposed changes in response to Resolution 2025-17 make any on-site units potentially more impactful than the current regulations.

RECOMMENDATION: The Plan Commission forwards ZO-35-25 with a positive recommendation.

RESOLUTION 2025-17

TO INITIATE A PROPOSAL TO AMEND TITLE 20 (UNIFIED DEVELOPMENT ORDINANCE) OF THE BLOOMINGTON MUNICIPAL CODE BY RESTATING RESOLUTION 2025-10 Re: Preparation of a Proposal to Amend Chapter 20.04.110 (Incentives) and 20.02.040 (Planned Unit Development (PUD) District)

- 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”) in order to implement the vision for community development put forward in the Comprehensive Plan; and
- WHEREAS on December 18, 2019, the Common Council passed Ordinance 19-24, to repeal and replace the UDO, and the Mayor signed and approved this ordinance; and
- WHEREAS on January 14, 2020 the Mayor signed and approved Ordinance 19-24; and
- WHEREAS the UDO has since been revised by action of the Plan Commission and the Common Council several times; and
- WHEREAS the current affordability tiers set out in the UDO Chapter 20.04.110 (c.2) have resulted in housing units priced at the maximum allowable based on the Area Median Income (AMI) for Bloomington¹; and
- WHEREAS this has resulted in the use of affordability incentives by housing developments that do not actually create affordable units²; and
- WHEREAS pursuant to Indiana Code (“IC”) 36-7-4-602, the Common Council may initiate a proposal to amend or partially repeal the text of the UDO and require the Plan Commission to prepare it; and
- WHEREAS pursuant to IC 36-7-4-607.5, on receiving the proposal to amend or partially repeal text, the Plan Commission shall, within 60 days, hold a public hearing, shall vote on the proposal not later than 60 days after the commission holds the public hearing, shall make a favorable recommendation, an unfavorable recommendation, or no recommendation, and shall within 10 business days after it determines its recommendation certify the proposal; and
- WHEREAS the Common Council previously passed Resolution 2024-23 to initiate a proposal to amend the UDO to modify the Affordable Housing Incentives; and
- WHEREAS the current UDO requires a PUD to meet a minimum requirement for affordability that corresponds with the current Tier 1 affordability standards; and
- WHEREAS the Summit District PUD, Ordinance 2024-07, was approved by the Common Council with Reasonable Condition #6 requiring a minimum of 15% of units constructed to meet the permanent affordability standard by being income restricted to households earning below 90% of the US Department of Housing and Urban Development AMI for Monroe County Indiana; and

¹ See City of Bloomington 2024 Workforce Rental Housing Limit Calculations, <https://bloomington.in.gov/housing/workforce>.

² “A major theme during public engagement was on the lack of rental units priced below \$900.” Regional Opportunity Initiatives, *Indiana Uplands Regional Housing Study Addendum 2.H Monroe County*, (2023 Update), 131, <https://regionalopportunityinc.org/src-content/uploads/2024/01/Indiana-Uplands-Housing-Study-Addendum-2.H-Monroe-County.pdf>.

- WHEREAS the Common Council passed Resolution 2025-10 to reinitiate in part its intent to pursue the objectives set forth in Resolution 2024-23, and to amend the minimum qualifying standards for affordability in Planned Unit Developments (“PUD”); and
- WHEREAS the Common Council renews its intention to initiate the proposal set forth in Resolution 2025-10 (“Attachment A”) and restates the proposed amendments to the UDO herein; and
- WHEREAS in preparing and considering this proposal, the Plan Commission and Common Council shall pay reasonable regard to:
- a) the Comprehensive Plan;
 - b) current conditions and character of current structures and uses in each district;
 - c) the most desirable use for which land in each district is adapted;
- the conservation of property values throughout the jurisdiction; and responsible development and growth.

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

SECTION 1. The Common Council hereby rescinds Resolution 2025-10.

SECTION 2. Pursuant to IC 36-7-4-602(b), the Common Council directs the Plan Commission to prepare a proposal consistent with this resolution to amend the text of the UDO (BMC 20.04.110(c)(2)) (Eligibility) to include an AMI requirement within Tier 1 and Tier 2 Affordable Housing Projects, as follows:

- Tier 1 Affordable Housing Projects to include at least some units to be priced below 90% of AMI, using whole percentages for each tier.
- Tier 2 Affordable Housing Projects to include at least some units priced below 70% of AMI, using whole percentages for each tier.

SECTION 3. The Common Council further directs the Plan Commission to prepare a proposal to amend the text of the UDO (BMC 20.02.040(b)(3)) (Qualifying Standards) to adjust the minimum qualifying standards for affordability applicable to Planned Unit Developments, requiring that such developments meet or exceed the Tier 1 Affordability standard.

SECTION 4. The Common Council further directs the Plan Commission to review and propose any additional amendments necessary to align other sections of the UDO with the changes described in Sections 1 and 2 of this Resolution.

SECTION 5. Upon passage of this resolution, and pursuant to IC 36-7-4-607.5, the Plan Commission shall review and recommend UDO amendments to the Common Council in response to this resolution.

SECTION 6. If any section, sentence or provision of this legislation, 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 legislation which can be given effect without the invalid provision or application, and to this end the provisions of this legislation are declared to be severable.

PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 30 day of September, 2025.



HOPI STOSBERG, President
Bloomington Common Council

ATTEST:



NICOLE BOLDEN, Clerk
City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this 02
day of October, 2025.



NICOLE BOLDEN, Clerk,
City of Bloomington

SIGNED and APPROVED by me upon this 2 day of October, 2025.



KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS

This resolution, sponsored by Councilmember Stosberg, initiates the prior proposal in Resolution 2025-10 (adopted on July 16, 2025), which directs the Plan Commission to prepare amendments to the BMC Title 20 (the Unified Development Ordinance or “UDO”) to make changes to the affordable housing incentive qualifying standards.

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

RESOLUTION 2025-10

TO INITIATE A PROPOSAL TO AMEND TITLE 20 (UNIFIED DEVELOPMENT ORDINANCE) OF THE BLOOMINGTON MUNICIPAL CODE Re: Preparation of a Proposal to Amend Chapter 20.04.110 (Incentives) and 20.02.040 (Planned Unit Development (PUD) District).

- 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”) in order to implement the vision for community development put forward in the Comprehensive Plan; and
- WHEREAS on December 18, 2019, the Common Council passed Ordinance 19-24, to repeal and replace the UDO, and the Mayor signed and approved this ordinance; and
- WHEREAS on January 14, 2020 the Mayor signed and approved Ordinance 19-24; and
- WHEREAS the UDO has since been revised by action of the Plan Commission and the Common Council several times; and
- WHEREAS the current affordability tiers set out in the UDO Chapter 20.04.110 (c.2) have resulted in housing units priced at the maximum allowable based on the Area Median Income (AMI) for Bloomington¹; and
- WHEREAS this has resulted in the use of affordability incentives by housing developments that do not actually create affordable units²; and
- WHEREAS pursuant to IC 36-7-4-602, the Common Council may initiate a proposal to amend or partially repeal the text of the UDO and require the Plan Commission to prepare it; and
- WHEREAS the Common Council previously passed Resolution 2024-23 to initiate a proposal to amend the UDO to modify the Affordable Housing Incentives; and
- WHEREAS the Common Council reinitiates in part its intent to pursue the objectives set forth in Resolution 2024-23, and further seeks to amend the minimum qualifying standards for affordability in Planned Unit Developments (“PUD”); and
- WHEREAS the current UDO requires a PUD to meet a minimum requirement for affordability that corresponds with the current Tier 1 affordability standards; and
- WHEREAS the Summit District PUD, Ordinance 2024-07, was approved by the Common Council with Reasonable Condition #6 requiring a minimum of 15% of units constructed to meet the permanent affordability standard by being income restricted to households earning below 90% of the US Department of Housing and Urban Development AMI for Monroe County Indiana; and
- WHEREAS in preparing and considering this proposal, the Plan Commission and Common Council shall pay reasonable regard to:
- a) the Comprehensive Plan;
 - b) current conditions and character of current structures and uses in each district;
 - c) the most desirable use for which land in each district is adapted;

¹ See City of Bloomington 2024 Workforce Rental Housing Limit Calculations, <https://bloomington.in.gov/housing/workforce>.

² “A major theme during public engagement was on the lack of rental units priced below \$900.” Regional Opportunity Initiatives, *Indiana Uplands Regional Housing Study Addendum 2.H Monroe County*, (2023 Update), 131, <https://regionalopportunityinc.org/src-content/uploads/2024/01/Indiana-Uplands-Housing-Study-Addendum-2.H-Monroe-County.pdf>.

the conservation of property values throughout the jurisdiction; and responsible development and growth.

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

SECTION 1. Pursuant to IC 36-7-4-602(b), the Common Council directs the Plan Commission to prepare a proposal consistent with this resolution to amend the text of the UDO (BMC 20.04.110(c)(2)) (Eligibility) to include an AMI requirement within Tier 1 and Tier 2 Affordable Housing Projects, as follows:

Tier 1 Affordable Housing Projects to include at least some units to be priced below 90% of AMI, using whole percentages for each tier.

Tier 2 Affordable Housing Projects to include at least some units priced below 70% of AMI, using whole percentages for each tier.

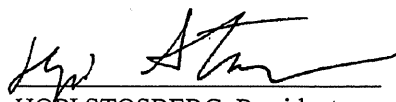
SECTION 2. The Common Council further directs the Plan Commission to prepare a proposal to amend the text of the UDO (BMC 20.02.040(b)(3)) (Qualifying Standards) to adjust the minimum qualifying standards for affordability applicable to Planned Unit Developments, requiring that such developments meet or exceed the Tier 1 Affordability standard.

SECTION 3. The Common Council further directs the Plan Commission to review and propose any additional amendments necessary to align other sections of the UDO with the changes described in Sections 1 and 2 of this Resolution.


SECTION 4. Upon passage of this resolution, and pursuant to IC 36-7-4-607, the Plan Commission shall review and recommend UDO amendments to the Common Council in response to this resolution.

SECTION 5. If any section, sentence or provision of this legislation, 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 legislation which can be given effect without the invalid provision or application, and to this end the provisions of this legislation are declared to be severable.


PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 16 day of July, 2025.


HOPI STOSBERG, President
Bloomington Common Council


ATTEST:


NICOLE BOLDEN, Clerk
City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this 18 day of July, 2025.


NICOLE BOLDEN, Clerk,
City of Bloomington

SIGNED and APPROVED by me upon this 22 day of July, 2025.


KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS

This resolution, sponsored by Councilmember Stosberg, reinitiates in part the proposal in Resolution 2024-23 (adopted on November 20, 2024) to amend Title 20 (the Unified Development Ordinance or “UDO”) of the Bloomington Municipal Code and introduces additional proposals related. The resolution directs that a UDO text amendment proposal be prepared by the Plan Commission to make changes to the affordable housing incentive qualifying standards.

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

ATTACHMENT B

Ordinance 2026-02

20.04.110 Incentives.

(c) Affordable Housing.

(2) Eligibility. Projects that satisfy one of the following criteria shall be eligible for the incentives established in subsection (5) below:

(A) Tier 1.

- i. At least sixty percent of the total gross floor area of the building (including additional area awarded with an incentive) is dedicated to residential dwellings; and
- ii. A minimum of fifteen percent of the total dwelling units (including those on floors awarded with an incentive) are income-restricted permanently, unless otherwise adjusted or forfeited by the City, to households earning less than ninety percent (90%) ~~one hundred twenty percent~~ of the HUD AMI for Monroe County, Indiana; or

(B) Tier 2.

- i. At least sixty percent of the total gross floor area of the building (including additional area awarded with an incentive) is dedicated to residential dwellings; and
- ii. A minimum of seven ~~and one-half percent~~ (7%) of the total dwelling units (including those on floors awarded with an incentive) are income-restricted permanently, unless otherwise adjusted or forfeited by the City, to households earning below ninety percent (90%) ~~one hundred twenty percent~~ of the HUD AMI for Monroe County, Indiana; and
- iii. A minimum of ~~seven and one-half~~ eight percent (8%) of the total dwelling units (including those on floors awarded with an incentive) are income-restricted permanently, unless otherwise adjusted or forfeited by the City, to households earning below seventy percent (70%) ~~ninety percent~~ of the HUD AMI for Monroe County, Indiana.

20.02.050 Planned Unit Development (PUD) District.

(b) Qualifying Standards. A petition for rezoning into a Planned Unit Development (PUD) district shall only be considered if the petition meets the following criteria, as determined by the Planning and Transportation Director:

- (1) The proposed PUD zoning district includes a minimum of five acres of land;
- (2) The land included in the proposed PUD zoning district is not within the Mixed-Use Downtown (MD) zoning district;
- (3) Where residential dwelling units are proposed, the total dwelling units proposed must include, at a minimum, the percentage of permanently income-limited units required in 20.04.110(c)(2)(A) Tier 1, at the AMI percentages listed in that section ~~a minimum of fifteen percent of the total dwelling units must be permanently income-limited through a deed restriction to households earning less than one hundred twenty percent of the HUD AMI for Monroe County, Indiana~~ and the development will be subject to the

ATTACHMENT B

Ordinance 2026-02

applicable standards established in Section 20.04.110(c) (Affordable Housing), unless the City otherwise adjusts or releases this requirement.;

- (4) The proposed PUD could not be developed using conventional zoning districts or standards established in this UDO;
- (5) The land included in the proposed PUD is under single ownership or control. Single control of property under multiple ownership may be considered when the petition includes enforceable agreements, covenants, or commitments that run to the benefit of the City and that the City may require to be recorded if the PUD is approved; and
- (6) The proposed PUD zoning district embraces the following highly-valued design features:
 - (A) Protection of specific natural, environmental, or scenic resources or green spaces; and/or
 - (B) Retaining natural landforms throughout the development; and/or
 - (C) Low impact development design features throughout the development; and/or
 - (D) Solar orientation of building forms and other passive energy-efficient design strategies throughout the development.
- (7) The proposed PUD zoning district embraces several highly-valued design features, as determined by the Planning and Transportation Director, including but not limited to:
 - (A) No block perimeter greater than one thousand four hundred feet in the development;
 - (B) Centralized gathering and recreation spaces of an appropriate size for the entire development, or designed to serve an area larger than the entire development;
 - (C) Internally and externally connected park, trail, and open space system;
 - (D) Community-level renewable energy production.

20.07.010 Defined words.

The following terms shall have the following meanings:

“Wooded area” means a contiguous, vegetated area featuring a dense, closed canopy of trees whose branches interlock to provide nearly continuous shade.

~~“Workforce housing” means residential housing units that serve individuals, households, or families with annual incomes less than one hundred twenty percent of the area median income. These housing units would be covered under Section 20.04.110(c)(2) (Eligibility) for tier 1 affordable housing.~~

“X zone” means for purposes of floodplain regulations, the area where the flood hazard is less than that in the SFHA. Shaded X zones shown on recent FIRMs (B zones on older FIRMs) designate areas subject to inundation by the flood with a 0.2 percent chance of being equaled or exceeded (the five-hundred-year flood). Unshaded X zones (C zones on older FIRMs) designate areas where the annual exceedance probability of flooding is less than 0.2 percent.

****ORDINANCE CERTIFICATION****

In accordance with IC 36-7-4-604 I hereby certify that the attached Ordinance Number 2026-02 is a true and complete copy of Plan Commission Case Number ZO-35-25 which was given a positive recommendation by a vote of 7 Ayes, 0 Nays, and 0 Abstentions by the Bloomington City Plan Commission at a public hearing held on November 10, 2025.

Date: November 20, 2025

David Hittle
David Hittle, Secretary
Plan Commission

Received by the Common Council Office this 20th day of November, 2025.

N. Bolden
Nicole Bolden, City Clerk

Appropriation
Ordinance #

Fiscal Impact
Statement
Ordinance #

Resolution #

Type of Legislation:

Appropriation
Budget Transfer
Salary Change

End of Program
New Program
Bonding

Penal Ordinance
Grant Approval
Administrative
Change
Short-Term Borrowing
Other

Zoning Change
New Fees

Investments
Annexation

If the legislation directly affects City funds, the following must be completed by the City Controller:

Cause of Request:

Planned Expenditure
Unforeseen Need

Emergency
Other

Funds Affected by Request:

Fund(s) Affected		
Fund Balance as of January 1	\$	\$
Revenue to Date	\$	\$
Revenue Expected for Rest of year	\$	\$
Appropriations to Date	\$	\$
Unappropriated Balance	\$	\$
Effect of Proposed Legislation (+/-)	\$	\$
Projected Balance	\$	\$

Signature of Controller

Will the legislation have a major impact on existing City appropriations, fiscal liability or revenues?

Yes No XX

If the legislation will not have a major fiscal impact, explain briefly the reason for your conclusion.

This amendment modifies the regulations in Title 20 related to the Affordable Housing Incentives. This ordinance is in accordance with Indiana Code 36-7-4-600.

If the legislation will have a major fiscal impact, explain briefly what the effect on City costs and revenues will be and include factors which could lead to significant additional expenditures in the future. Be as specific as possible. (Continue on second sheet if necessary.)

ORDINANCE 2026-03

TO AMEND ORDINANCE 2025-40 TO FIX THE SALARIES OF APPOINTED OFFICERS, NON-UNION, AND A.F.S.C.M.E. EMPLOYEES FOR ALL THE DEPARTMENTS OF THE CITY OF BLOOMINGTON, MONROE COUNTY, INDIANA FOR THE YEAR 2026

WHEREAS, IC 36-4-7-3 authorizes the Mayor, subject to the approval of the City of Bloomington Common Council (“Council”), to fix the compensation of appointed officers, non-union, and A.F.S.C.M.E employees; and

WHEREAS, salaries for 2026 for City of Bloomington employees were set by Ordinance 2025-40 which was passed by the Council on October 22, 2025; and

WHEREAS, the City of Bloomington has since negotiated a new Work Agreement with City A.F.S.C.M.E employees; and

WHEREAS, the following A.F.S.C.M.E changes are reflected in the amendments to Ordinance 2025-40:

- A. In Section 1, the table listing each department, job title, and grade has been updated to remove the “U” designation from Utilities positions, with no changes to job titles or grades; and
- B. In Section 2 C, the A.F.S.C.M.E grade-and-step table has been revised to remove job descriptions, as those descriptions already appear in the primary classification table, and the pay structure itself remains unchanged from the five percent (5%) increase adopted in the original salary ordinance; and
- C. In Section 2 C, the A.F.S.C.M.E tenure-step progression schedule has been updated to allow employees to advance through steps more quickly than under the previous structure, such as shortening the time required to reach Step 6 from ten (10) years to five (5) years; and
- D. Section 2 D titled “Gainsharing” has been removed.
- E. In Section 2 E, on-call pay has been increased from forty-seven dollars (\$47) per day to fifty-five dollars (\$55) per day; and
- F. In Section 2 G, the tool allowance has been converted from a reimbursement to a stipend, and the maximum annual amount has been increased from one thousand dollars (\$1,000) to one thousand five hundred dollars (\$1,500); and
- G. In Section 2 H, the additional compensation for eligible certifications has been increased from twenty-five cents (\$0.25) per certification to forty cents (\$0.40) per certification, and four new certifications have been added as items twelve (12) through fifteen (15); and
- H. In Section 2 H, additional compensation was added for employees who hold Commercial Driver’s License (“CDL”) and their supervisor requests that the employee use their CDL from time-to-time, even though that position does not require the employee hold a CDL.
- I. In Section 2 H, the City has agreed to assume costs related to ongoing trainings or recertification required for an employee’s job, per their job description.
- J. In Section 2 I, the evening shift premium has been increased from seventy-five cents (\$0.75) per hour to one dollar (\$1.00) per hour, and the swing shift premium has been increased from eighty-five cents (\$0.85) per hour to one dollar and five cents (\$1.05) per hour; and
- K. In Section 2 K, the shoe and clothing allowance has been increased from three hundred dollars (\$325) to six hundred and forty dollars (\$640), and the allowance is changed from a reimbursement to a stipend; and
- L. All other A.F.S.C.M.E pay provisions and employment policies are governed by the A.F.S.C.M.E work agreement, which was presented to the Council via Resolution 2025-21; and

WHEREAS, Section 2 N formalizes the City’s ability to offer a relocation incentive for eligible hard-to-fill positions, consistent with City policy, subject to required approvals, and capped at six thousand four hundred ten dollars (\$6,410); and

WHEREAS, Section 2 B formalizes the City’s pay policy that sets a Step 3 cap for Department Directors Grade 14; and

WHEREAS, revisions to Salary Ordinance 2025-40 listed herein shall be retroactively applied to January 1, 2026; and

WHEREAS, in the interest of including all relevant salaries in one document, these changes are incorporated into Ordinance 2025-40 by deleting and replacing the text of the entire ordinance, but such deletion and replacement is not intended to change the status of unaffected job titles or provisions.

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

Ordinance 2025-40, which fixed salaries for appointed officers, non-union and A.F.S.C.M.E. employees, is hereby deleted in its entirety and replaced as follows:

SECTION 1: From and after the first (1st) day of January 2026, the salary and pay schedule for the following appointed officers and employees of the City of Bloomington, shall be fixed as follows:

SALARY SCHEDULE AS PRESENTED BY MAYOR KERRY THOMSON TO THE
COMMON COUNCIL OF THE CITY OF BLOOMINGTON:

I, Kerry Thomson, Mayor of the City of Bloomington, Indiana, as required by Indiana Code § 36-4-7-3, hereby fix the salaries and pay schedule for the following appointed officers and employees of the City of Bloomington, Indiana, retroactive to January 1st, 2026 after council approval and continuing thereafter until duly changed, and request that such salary rates be approved by the Common Council of said city.

In addition to the salaries of appointed officers and employees of the Civil City, this ordinance also contains the salaries of the appointed officers and employees of the City Utilities Department, which have been approved by the Utility Services Board pursuant to Indiana Code § 8-1.5-3-4.

The Clerk’s positions shall be listed in a separate salary ordinance specific to the Clerk’s office, and the fire and police positions not covered by a collective bargaining agreement (non-union) shall be listed in the Safety Officer Salary Ordinance.

For employees not covered by a collective bargaining agreement (non-union), the maximum rates listed below reflect the maximum annual salary for each job grade for a regular full-time employee. Part-time positions that are at least thirty (30) hours per week are indicated by a decimal point after the position title. These positions are benefits-eligible. All other part-time positions below thirty (30) hours per week are not benefits-eligible and are paid hourly, pursuant to section 2(L).

Where more than one (1) position shares the same job title in the department indicated, the number of positions that share the job title is given in parentheses after the job title in the form of a whole number.

<u>Department/Job Title</u>	<u>Grade</u>
<u>Board of Public Safety</u>	
Board Members	

Common Council

Council Administrator/Attorney	12
Deputy Administrator/Deputy Attorney	10
Assistant Administrator/Legal Research Assistant	6

Community and Family Resources Department

Director	13
Director – Safe & Civil City	9
Ambassador Program Manager	9
CBVN Coordinator	8
Special Projects Program Specialist	8
After Hours Ambassador (2)	8
Latino Outreach Coordinator	8
Special Projects Coordinator	8
Office Manager/Program Assistant	5
Human Rights Administrative Assistant	4

Controller’s Department

Controller	14
Deputy Controller	12
Director of Auditing and Financial Systems	11
Purchasing Manager	9
Accounting and Procurement Manager	8
Data Analyst and Manager	8
Grant Research and Sourcing Manager	7
Payroll Systems Manager	7
Senior Accounts Payable/Revenue Clerk	6
Accounts Payable/ Revenue Clerk (3)	5

Department of Economic and Sustainable Development

Director	13
Assistant Director of Sustainability	10
Assistant Director for Small Business Development	10
Assistant Director for the Arts	10
Capital Projects Manager	9
Special Projects Manager	9
Transportation Demand Manager	9

Sustainability Program Coordinator	8
Administrative Assistant	5

Engineering Department

City Engineer	14
Senior Project Engineer	12
Traffic Engineer	11
Project Engineer (2)	11
Senior Project Manager	10
Project Manager III	9
Program Manager Right-of-Way-Use	9
Project Manager (2)	8
Public Improvement Manager	8
Construction Inspector	7
Engineering Field Specialist (2)	7
Engineering Tech II (2)	7
Administrative Assistant	5

HAND Department

Director	13
Assistant Director	11
Operations Manager II	10
Program Manager (5)	9
Financial Specialist	7
Grant Compliance Manager	6
Neighborhood Compliance Officer (7)	6
Program Specialist	5
Rental Specialist (3)	4

Human Resources Department

Director	13
Assistant Director	11
Director of Compensation and Benefits	10
Talent Manager	10
Benefits Manager	9

Human Resources Generalist	8
Talent Acquisition Specialist	7
Payroll Coordinator	5
Talent Coordinator	5
Human Resources Coordinator (.8)	3

Information and Technology Services Department

Director	14
Assistant Director of Operations	12
Assistant Director for Enterprise Applications	12
GIS Manager	11
Technology Support Manager	10
Applications Infrastructure Analyst	10
Senior Systems Administrator	10
Senior Network Administrator	9
Senior Applications Analyst	9
Applications Analyst (2)	8
Assistant System and Network Administrator	8
Digital Opportunity Specialist	8
GIS Specialist (2)	8
Accounts & Training Specialist	7
Office Manager	7
Technology Support Specialist (5)	6
GIS Technician (.75)	6

Legal Department

Legal¹

Corporation Counsel	14
City Attorney	12
Assistant City Attorney/Senior Assistant City Attorney (6)	11
Assistant Administrator/Legal Research Assistant	6
Administrative Assistant	4

Risk Management

Risk Manager	10
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¹ Some departments listed herein are organized by divisions within that department for convenience. This division-based organization shall not limit the Executive Branch’s authority to reorganize positions, as allowed by law.

Director of Safety and Training	7
Legal/Risk Administrative Assistant	4

Office of the Mayor

Deputy Mayor	14
Communications Director	10
Public Engagement Director	10
Special Assistant to the Mayor	8
Communications Coordinator	7
Program Manager - City Homelessness Response Coordinator	7
Executive Office Manager	7
Legislative Affairs Specialist	5

Parks Department

Administration

Director	13
Community Relations Manager	8
Office Manager	7
Community Relations Coordinator	6
Digital Content Coordinator	6
Community Relations Specialist	5
Employee Support Specialist	5
Customer Relations Representative (3)	4

Operations

Operations and Development Division Director	11
Operations Superintendent	9
Urban Forester	8
Natural Resources Manager	7
Urban Greenspace Manager	7
Natural Resources Coordinator	6
Operations Coordinator	6
Crew Leader	110
Equipment Maintenance Mechanic	108
Equipment Maintenance Mechanic (Facilities)	108
Apprentice MEO/ Master MEO (2)	104/108
Working Foreperson (6)	108
Laborer (7)	104

<u>Recreation</u>	
Recreation Services Division Director	10
Recreation Facilities General Manager (SYP)	9
Recreation Services General Manager	9
Coordinator - Allison-Jukebox	7
Program/Facility Coordinator (4)	7
Health/Wellness Coordinator	6
Program Specialist (3)	5
Working Foreperson (2)	108

<u>Sports</u>	
Sports Services Division Director	10
General Manager/Twin Lakes Recreation Center	9
Golf Facilities Manager	8
Sports Facility/Program Manager (FSC/Pools)	8
Program/Facility Coordinator (TLRC)	8
Sports Facility Coordinator	7
Golf Course Superintendent	7
Membership Coordinator	6
Golf Programs Coordinator	6
Sports Specialist	5
Working Foreperson	108
Apprentice MEO/Master MEO	104/108
Laborer (2)	104
Custodian	104

Planning and Transportation Department

<u>Administration</u>	
Director	13
Assistant Director	11
Office Manager	6
Administrative Assistant	4

<u>Planning Services Division</u>	
Planning Services Manager	10
Safe Streets Program Manager	9
MPO Director	9
MPO Transportation Planner	8

Long Range Planner (2)	8
Alternative Transportation Coordinator	8

Development Services Division

Development Services Manager	10
Senior Zoning Compliance Planner	9
Senior Zoning Planner	9
Senior Environmental Planner	9
Zoning Planner and GIS Analyst	8
Zoning and Long Range Planner	7
Zoning Compliance Planner	7
Zoning Planner (.5) ²	7

Public Works Department

Administration

Director	14
Deputy Director	12
Data Analyst and Manager	9
Special Projects and Operations Manager	8
Special Projects Coordinator	7
Office Manager	5
Customer Relations Representative	4
Board Members	

Animal Care and Control

Director	11
Shelter Manager	9
Volunteer Program Director	7
Outreach Coordinator	6
Adoption Coordinator	5
Administrative Assistant (4)	3
Animal Control Officer (3)	107
Animal Care Technician (9)	106

Operations and Facilities

Director	10
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² This position is benefits-eligible at .5 because it was “grandfathered-in” prior to the release of the updated Employee Handbook. If the individual leaves the position, it will be an hourly position and will no longer be benefits-eligible.

<u>Operations and Facilities</u>	
Facility Asset and Operations Coordinator	7
Downtown Specialist (2)	5
Maintenance/Custodian (2)	107
<u>Fleet</u>	
Fleet Maintenance Manager	11
Service and Capital Coordinator	7
Asset and Operations Specialist	6
Inventory Coordinator	4
Apprentice Master Technician/Master Technician (8)	109/112
Shop Foreperson	113
<u>Parking Services Division</u>	
Director	10
Garage Manager	8
Enforcement Supervisor	7
Financial Coordinator	5
Garage Shift Supervisor	5
Team Leader	5
Customer Service/Security Specialist (10)	4
Customer Relations Representative (2)	4
Enforcement Officers (12)	3
<u>Sanitation</u>	
Director	11
Office Manager	5
Crew Leader (2)	110
Apprentice MEO/Master MEO (17)	104/108
Laborer (3)	104
<u>Street Operations</u>	
Director of Street Operations	12
Deputy Director	9
Traffic Manager	8
Street Maintenance Supervisor	8

Sidewalk Supervisor	8
Accounting Clerk IV (Finance and Grant Manager)	7
Asset Clerk	4
Crew Leader (6)	110
Apprentice MEO/Master MEO (17)	104/108
Laborer (17)	104

Utilities

Finance and Accounting

Utilities Assistant Director – Finance	12
Finance Manager	9
Accounting Manager	8
Accounts Receivable Manager	7
Associate Accountant	6
Web/Information Manager	6
Account Collections Specialist	6
Accounts Payable Clerk	6
Accounting Clerk	5
Office Manager	5
Assistant Accounts Payable Clerk	4

Administration

Director	14
Communications Manager	8
Conservation and Energy Resource Manager	8
Data Analyst	8
Office Manager	6
Administrative Assistant	4
Lead Communications Operator	4
Communications Operator (6)	3
Board Members	

Environmental

Assistant Director of Environmental Programs	12
Water Quality Coordinator	9
Pretreatment Program Coordinator	9
MS4 Coordinator	9
Hazardous Materials Coordinator	9

Hazardous Materials Inspector	7
Pretreatment Program Inspector	7
MS4 Inspector	7
Education Specialist	6
Water Specialist	5
Administrative Assistant	4
Specialized Crew Leader	119
Utilities Specialist I/II/III (2)	111/113/115
Hydrant Maintenance Specialist (.75)	3

Operations - Blucher Poole

Superintendent	10
Assistant Superintendent	9
Wastewater Plant Operator (9)	106
Apprentice/Master MEO	104/108
Utilities Specialist I/II/III	111/113/115

Finance - Customer Relations

Customer Relations Manager	8
Customer Relations Specialist (2)	5
Customer Relations Representative (4)	4

Operations - Dillman

Superintendent	10
Assistant Superintendent	9
Solids Handling Supervisor	9
Wastewater Plant Operator (10)	106
Apprentice MEO/Master MEO	104/108

Engineering

Utilities Assistant Director – Engineering	12
Utilities Engineer (3)	11
Capital Projects Manager	9
Chemist	9
Capital Projects Coordinator	8
Environmental Program Coordinator	8
GIS Coordinator	8
Senior Project Coordinator (2)	8
Project Coordinator (2)	7
Utilities Inspector (3)	7

Plan Central Coordinator	7
Assistant GIS Coordinator	6
Utilities Technician (2)	6
Administrative and Project Coordinator	5

Environmental - Laboratory

Lab Technician I (3)	109
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Meter Services

Assistant Superintendent	9
Meter Services Representative/Management Technician	7
Meter Technician II	107
Meter Serviceperson (6)	105
Meter Service Laborer (3)	4

Operations - Monroe Plant

Superintendent	11
Assistant Superintendent	9
Water Plant Operator (10)	106

Finance - Purchasing

Purchasing Manager	8
Inventory Coordinator	4
Purchasing Buyer	4
Purchasing Contract Specialist (.75)	4
Working Foreperson	108
Laborer (2)	104

Transmission and Distribution

Utilities Assistant Director – T&D	12
Assistant Superintendent (5)	9
Engineering Field Technician (5)	6
T&D/Meter Operations Coordinator	5
Specialized Crew Leader (9)	119
Heavy Equipment Operator I/II (12)	116/118
Laborer/Utilities Specialist I/II/III(17)	104/111/113/ 115

Operations & Maintenance

Utilities Assistant Director - Operations	12
Maintenance Superintendent	10
Assistant Maintenance Superintendent (2)	9
Instrumentation and Control Specialist	7
Administrative Assistant	4
Lift Station Mechanic Apprentice/Master (4)	113/118
Plant Maintenance Mechanic Apprentice/ Master (6)	113/118
Utilities Specialist I/II/III	111/113/115

SECTION 2 A. Non-Union Positions. The minimum and maximum rates listed below reflect the salary ranges for each job grade for a regular full-time employee. These ranges are based on full-time hours worked and will be prorated for part-time, benefits-eligible employees. Employees, whose 2026 salary is higher than the maximum of the salary range due to past merit/market increases or attraction/retention, shall nonetheless continue to receive their higher-than-maximum salary.

NON-UNION

Grade	Minimum	Maximum
1	\$36,387	\$43,664
2	\$38,209	\$45,850
3	\$40,883	\$49,061
4	\$43,242	\$56,215
5	\$50,275	\$65,358
6	\$57,309	\$74,501
7	\$64,342	\$83,644
8	\$71,374	\$92,786
9	\$78,408	\$101,931
10	\$85,440	\$111,073
11	\$92,474	\$120,217
12	\$101,411	\$131,836
13	\$115,899	\$150,669
14	\$135,216	\$175,780

Pension Secretaries	\$5,000
Board of Public Works Member	\$2,100
Board of Public Safety Members	\$635
Utility Services Board Members	\$4,279

SECTION 2 B. Non-union Pay Steps Within Grades. The amount earned within each grade shall be determined by the employee’s tenure within the City and, if applicable, prior relevant experience. These amounts are based on full-time hours worked and will be prorated for part-time employees. Employees whose 2026 salary is higher than the maximum of the salary range

due to past merit/market increases or attraction/retention, shall nonetheless continue to receive their higher-than-maximum salary. Department Directors at a Grade 14 shall not be paid more than they would earn at a Step 3, regardless of tenure.

Grade	Minimum/Hire	After Year 1	After Year 3	After Year 5	Maximum/After Year 10
1	\$36,387	\$38,205	\$40,025	\$41,844	\$43,664
2	\$38,209	\$40,119	\$42,029	\$43,939	\$45,850
3	\$40,883	\$42,928	\$44,972	\$47,016	\$49,061
4	\$43,242	\$46,485	\$49,728	\$52,972	\$56,215
5	\$50,275	\$54,046	\$57,816	\$61,587	\$65,358
6	\$57,309	\$61,607	\$65,905	\$70,203	\$74,501
7	\$64,342	\$69,167	\$73,992	\$78,818	\$83,644
8	\$71,374	\$76,728	\$82,081	\$87,434	\$92,786
9	\$78,408	\$84, 288	\$90,169	\$96,049	\$101,931
10	\$85,440	\$91,849	\$98,257	\$104,666	\$111,073
11	\$92,474	\$99,409	\$106,345	\$113,281	\$120,217
12	\$101,411	\$109,017	\$116,624	\$124,230	\$131,836
13	\$115,899	\$124,592	\$133,284	\$141,977	\$150,669
14	\$135,216	\$145,357	\$155,498	\$165,640	\$175,780

SECTION 2 C. A.F.S.C.M.E. Positions. The following provisions apply to A.F.S.C.M.E positions:

- 1) No employee shall receive a pay reduction upon lateral transfer or promotion, but will not receive an additional increase due to promotion or longevity until so merited within the step pay system for the job classification.
- 2) An employee who is demoted for disciplinary reasons or in lieu of layoff shall receive the wage for the relevant step within the job classification to which the employee is demoted.
- 3) An employee’s longevity of uninterrupted service is “carried” to the employee’s new position.
- 4) Internal promotions shall be paid at ninety-five percent (95%) of the salary of the relevant grade and step for the first thirty (30) days after promotion.
- 5) Employees who transfer to a pay grade below their current pay grade shall be paid one hundred percent (100%) at the relevant grade and step for the new position when they begin working in that new position.
- 6) In the event an employee’s present rate of pay is higher than indicated by the Step Charts, based on the employee’s pay grade and longevity, the employee will not receive a pay cut, but will *not* receive any increase due to longevity *until* the step chart for the year in question shows an amount greater than the employee’s current wage rate plus any across-the-board increase for the year in question.

The rates shown below for the pay grades for A.F.S.C.M.E. positions are the maximum rates based on tenure:

AFSCME Pay Grades & Steps											
	1	2	3	4	5	6	7	8	9	10	11
104	\$22.69	\$23.33	\$23.97	\$24.61	\$25.26	\$25.71	\$26.16	\$26.62	\$27.06	\$27.54	\$27.99
105	\$22.85	\$23.49	\$24.13	\$24.78	\$25.42	\$25.87	\$26.32	\$26.78	\$27.23	\$27.68	\$28.13
106	\$23.01	\$23.65	\$24.30	\$24.94	\$25.58	\$26.04	\$26.48	\$26.93	\$27.38	\$27.85	\$28.30
107	\$23.16	\$23.81	\$24.45	\$25.10	\$25.75	\$26.19	\$26.64	\$27.10	\$27.54	\$28.02	\$28.48
108	\$23.33	\$23.97	\$24.61	\$25.26	\$25.90	\$26.36	\$26.81	\$27.26	\$27.71	\$28.16	\$28.61
109	\$23.49	\$24.13	\$24.78	\$25.42	\$26.06	\$26.52	\$26.96	\$27.42	\$27.87	\$28.35	\$28.80
110	\$23.36	\$24.30	\$24.94	\$25.58	\$26.24	\$26.67	\$27.12	\$27.58	\$28.02	\$28.50	\$28.95
111	\$24.00	\$24.62	\$25.23	\$25.85	\$26.46	\$26.89	\$27.32	\$27.76	\$28.19	\$28.62	\$29.05
112	\$25.50	\$26.15	\$26.80	\$27.43	\$28.08	\$28.52	\$28.98	\$29.44	\$29.87	\$30.32	\$30.79
113	\$25.82	\$26.45	\$27.07	\$27.70	\$28.34	\$28.78	\$29.22	\$29.66	\$30.10	\$30.56	\$31.00
115	\$26.07	\$26.69	\$27.30	\$27.92	\$28.53	\$28.96	\$29.39	\$29.83	\$30.26	\$30.69	\$31.02
116	\$26.22	\$26.84	\$27.45	\$28.07	\$28.68	\$29.11	\$29.55	\$29.98	\$30.41	\$30.84	\$31.27
118	\$27.26	\$27.87	\$28.49	\$29.10	\$29.72	\$30.15	\$30.58	\$31.01	\$31.44	\$31.87	\$32.31
119	\$27.85	\$28.47	\$29.07	\$29.69	\$30.30	\$30.73	\$31.16	\$31.59	\$32.04	\$32.47	\$32.90

AFSCME Tenure Steps	
Step 1 (minimum)	120 Days (probation)
Step 2	After 120 Days
Step 3	After 1 Year
Step 4	After 2 Years
Step 5	After 3 Years
Step 6 (midpoint)	After 5 Years
Step 7	After 8 Years
Step 8	After 10 Years
Step 9	After 15 Years
Step 10	After 20 Years
Step 11 (maximum)	After 25 Years

SECTION 2 D. Emergency Call-Out. This section applies to A.F.S.C.M.E. positions. Whenever it becomes necessary for a Department to call out an employee for emergency work at times other than such employee’s regular shift period, such employee shall receive not less than three (3) hours pay. This provision shall prevail for each time an employee is called out by a Department at periods other than their regular shift. The rate of pay for emergency call out shall be one and one-half (1 ½) times the regular hourly rate except on Sundays and holidays, when the rate of pay for emergency call-out shall be two (2) times the regular hourly rate. Any such payment for emergency call-out shall be in addition to the employee’s daily wages, if any, and in addition to any on-call pay status to which the employee is entitled.

SECTION 2 E. On-Call Status. Any employee with an A.F.S.C.M.E. position, who is required to be on-call shall be paid fifty five dollars (\$55.00) per twenty-four (24) hour period. The Fire Marshal receives one-hundred (\$100) per week when in an on-call status.

SECTION 2 F. Temporary Reassignment. This section applies to A.F.S.C.M.E. positions. An employee who is temporarily assigned to perform the duties of a job classification in a pay grade above the employee's normal pay grade shall be compensated at the rate in effect for the higher pay grade as follows:

- 1) If the assignment exceeds two (2) consecutively scheduled work days, the employee shall be paid the higher rate for all consecutive days worked in the higher classification, including the first two (2) consecutive days; or
- 2) If the assignment exceeds thirty-two (32) hours in a payroll period, the employee shall be paid the higher rate for all hours worked in the higher classification during the payroll period.

SECTION 2 G. Tool Allowance and Automotive Service Excellence Testing Stipend. This section applies to A.F.S.C.M.E. positions. Employees classified as technicians in Fleet Maintenance shall receive a stipend of One-Thousand Five Hundred Dollars (\$1,500) in any calendar year for either (1) the purchase of tools or (2) the cost of Automotive Service Excellence (ASE) testing, provided that the technician passes the test.

SECTION 2 H. Licenses and Certifications. This section applies to A.F.S.C.M.E. positions. Wastewater Plant Operators shall receive two dollars (\$2.00) per hour for obtaining a Class I certification. Wastewater Plant Operators who receive a Class II certification shall receive three dollars (\$3.00) per hour. Wastewater Plant Operators who receive a Class III certification shall receive four dollars (\$4.00) per hour. Wastewater Plant Operators who receive a Class IV certification shall receive five dollars (\$5.00) per hour.

Specialized Crew Leaders who obtain a Distribution Systems License (DSL) certifications, issued by the State of Indiana, Department of Environmental Management, shall receive an additional one dollar (\$1.00) per hour.

Lift Station Mechanics and Apprentice Lift Station Mechanics who obtain a Class II Collection System Certification, issued by the Indiana Water Pollution Control Association shall receive an additional one dollar (\$1.00) per hour. Plant Maintenance Mechanics who obtain a Class II Collection Systems Certification shall receive an additional one dollar (\$1.00) per hour.

Water Plant Operators who qualify as a grade operator in training (O.I.T.) as defined by 327 IAC 8-12-3.2 will receive an additional two dollars (\$2.00) per hour. After one year of service as an O.I.T., Water Plant Operators shall receive an additional one dollar (\$1.00), for a total of three dollars (\$3.00) per hour. Water Plant Operators who obtain a grade WT-5 certification will receive additional pay in the amount of two dollars (\$2.00) per hour for a maximum of five dollars (\$5.00) per hour.

Specialized Crew Leaders, Heavy Equipment Operators (both Class I and II), Lift Station Mechanics, and Utilities Specialists (Classes I, II, and III) who are not required to hold a DSL or a Class II Collection Systems Certification may nonetheless obtain such license or certification and will receive an additional fifty cents (\$0.50) per hour for each such non-required certification. Additionally, up to two additional fifty cent (\$0.50) incentive premiums may be awarded to water plant operators and wastewater plant operators for obtaining the following licenses, provided that the below-listed license is not a required license:

- 1) Water Treatment 5 (WT5);
- 2) Wastewater Class I, Class II, Class III, or Class IV (only one Class at a time is payable);
- 3) Distribution Systems License;
- 4) Collection Systems License.

Where an employee is required to obtain a Class B Commercial Driver's License ("CDL"), they will receive eighty cents (\$0.80) per hour additional compensation. Where an employee is required to obtain a Class A CDL, they will receive one dollar (\$1.00) per hour additional compensation.

Where an employee is not required to obtain a CDL, but the employee has a CDL and the supervisor requests that the employee use their CDL from time-to-time, the employee will receive forty cents (\$0.40) per hour additional compensation for a Class B CDL and fifty cents (\$.50) per hour additional compensation for a Class A CDL.

Employees classified as mechanics in Fleet Maintenance that obtain the certification of (ASE) Automotive Service Excellence (ASE) will receive an additional forty cents (\$0.40) per hour for each test passed. A maximum of eight (8) certifications or three dollars twenty cents (\$3.20) shall apply.

Employees who possess the following certifications shall receive forty cents (\$.40) per hour additional compensation, provided said certifications remain current and are considered an essential requirement or function of an employee's job:

- 1) International Municipal Signal Association—Traffic Signal Technician, Level 1;
- 2) International Municipal Signal Association—Sign and Pavement Marking Technician Level 1;
- 3) American Concrete Institute—Flatwork Finisher and Technician;
- 4) Certified Arborist;
- 5) Certified Pool Operator;
- 6) Euthanasia Certificate;
- 7) Registered Pesticide Technician;
- 8) Certified Pesticide Applicator;
- 9) Tree Risk Assessment Certification;
- 10) Certified Playground Inspector;
- 11) Certified Bucket Truck Operator.*
- 12) NASSCO (Pipe Assessment Certification Program, Lateral ACP, Manhole ACP)
- 13) NGICP (National Green Infrastructure Certification)
- 14) Fork Truck Certification
- 15) LTAP Work Zone Safety Certification

*Bucket truck operator certifications shall be limited by department as follows:

Parks Department: Two (2) employees who are primarily assigned to the Department's tree crew.

Street Department: Eighteen (18) employees. Those employees who are primarily assigned to the tree crew or the traffic signal crew must be bucket truck certified. Necessary backup employees who are not primarily assigned to the tree crew or traffic signal crew may also receive pay for bucket truck certification. However, in no case shall the total number of Street Department employees receiving bucket truck certification pay exceed eighteen (18) employees. Eligibility for bucket truck certification pay for Street Department employees who are not primarily assigned to the tree crew or traffic signal crew shall be offered to backup employees based upon seniority.

The Union may propose that new certifications and licenses be considered for additional pay. Addition of new certifications and corresponding additional pay is subject to approval by the City of Bloomington. The City of Bloomington has approved an additional fifty cents (\$0.50) per hour premium for Master Equipment Operators assigned to the Dillman Road Wastewater Plant who hold a landfill/solids certification.

At no time shall any employee receive compensation for more than three (3) certifications or specialty pay bonuses, unless otherwise provided for in this Agreement.

The City of Bloomington shall assume all costs related to maintaining or renewing required certifications for the position indicated in the employee's job description.

SECTION 2 I. Night and Swing Shifts. This section applies to A.F.S.C.M.E. positions. Employees working on the evening or night shift shall receive a one dollar (\$1.00) per hour shift premium. Employees working on a swing shift shall receive a one dollar and five cent (\$1.05) per hour shift premium.

SECTION 2 J. Holiday Pay. This section applies to A.F.S.C.M.E. positions. For all paid legal holidays worked, the employee will receive a holiday allowance of two times regular pay, plus

regular pay, over a twenty-four (24) hour period, and employees not working will receive regular pay.

SECTION 2 K. Shoe and Clothing Allowance. This section applies to A.F.S.C.M.E. positions. All A.F.S.C.M.E. shall receive a stipend of Six Hundred and Forty Dollars (\$640.00) in any calendar year for the purpose of purchasing appropriate shoes and clothing. The stipend will be issued in two (2) checks of Three Hundred and Twenty Dollars (\$320.00) each, one before April 15, 2026 and the second before November 15, 2026.

SECTION 2 L. Part-time and Temporary Positions. All positions that are filled on an ad hoc basis and are of temporary or seasonal nature are considered “Temporary Positions.” Temporary Positions and part-time positions below thirty (30) hours per week are not benefits-eligible and are subject to the hourly rates table, listed below. The rate ranges in the table are hourly rates, except as otherwise listed.

HOURLY RATES TABLE

<u>Job Title</u>	<u>Minimum</u>	<u>Maximum</u>
Administrative Assistant/Office Manager	\$16.66	\$23.50
Attendant	\$16.66	\$17.15
Interim Program Manager/Director	\$25.00	\$55.00
Intern/Law Clerk	\$16.66	\$17.15
Laborer	\$16.66	\$22.17
Leader/Coordinator	\$16.66	\$23.13
Lifeguard	\$16.66	\$17.15
Motor Equipment Operator	\$16.66	\$22.82
Specialist	\$16.66	\$50.00
Staff Assistant	\$17.96	\$18.71
Supervisor/Manager	\$16.66	\$17.15
Support Specialist	\$16.66	\$20.50
Meter Service Laborer	\$16.66	\$22.04

All temporary and part-time positions and hourly rates must be separately approved by Human Resources and the Controller’s office.

SECTION 2 M. Longevity Recognition Pay. The City’s previous practice of providing longevity pay via a separate schedule has been discontinued. Employees’ tenure is now recognized and embedded in their compensation based on the individual salary steps.

SECTION 2 N. Relocation Incentive. The City may offer a relocation incentive for eligible hard-to-fill positions, in accordance with City policy, in an amount not to exceed \$6,410 and subject to required approvals under that policy.

SECTION 3. CDL Physicals. Employees required to hold a CDL will be reimbursed up to one-hundred and twenty five dollars (\$125.00) for the medical physical examination required to maintain a CDL, unless the examination was covered by insurance or available at no cost to the employee.

SECTION 4. 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 5. This ordinance shall be in full force and effect from and after its passage by the Common Council and approval by the Mayor.

PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana upon this ____ day of _____, 2026.

_____, President
Bloomington Common Council

ATTEST:

NICOLE BOLDEN, Clerk
City of Bloomington

Presented by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2026.

NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED and APPROVED by me upon this _____ day of _____, 2026.

Kerry Thomson, Mayor
City of Bloomington

SYNOPSIS

Ordinance 2026-03 amends Ordinance 2025-40, the 2026 Appointed and A.F.S.C.M.E. employee salary ordinance, to align with the approved 2026 work agreement between Local 2487 CBME, A.F.S.C.M.E. and the City of Bloomington, and makes other amendments to formalize the salary ordinance with city pay policy.



TO: City Council Members

FROM: Controller Jessica McClellan

CC: Margie Rice, Corporation Council, Deputy Mayor Gretchen Knapp,
Sharr Pechac, Human Resources Director

DATE: 12/12/2025

SUBJECT: 2026 Salary Ordinance 2026-03 for Appointed Officers, Non-Union, and
A.F.S.C.M.E. Employees

Ordinance 2026-03 amends the 2026 Salary Ordinance to incorporate new contract terms and adjustments to premiums, certifications, and stipends agreed to in the 2026 A.F.S.C.M.E. work agreement. Changes to the salary ordinance are retroactive to January 1, 2026.

This ordinance includes the entire 2026 Salary Ordinance so it can be reviewed and approved as one complete document. Doing so makes the ordinance easier to understand and implement, avoids confusion caused by multiple amendments over time, and ensures employees, staff and the public do not have to piece together changes from different sources as future updates are made.

Summary of A.F.S.C.M.E. Changes to the Salary Ordinance

The following changes mirror the provisions approved in the 2026 A.F.S.C.M.E. work agreement:

- Removes the “U” designation from Utilities positions; job titles and grade levels do not change.
- Removes job descriptions from the A.F.S.C.M.E. grade-and-step table since they already appear in the department’s positions table; pay rates approved in the original salary ordinance are unchanged.
- Updates the tenure-step structure so employees move through steps more quickly.
- The provision regarding gainsharing was removed.
- Increases on-call pay from \$47 per day to \$55 per day.
- Converts the tool allowance from a reimbursement to a stipend and increases the annual amount from \$1,000 to \$1,500.
- Converts the shoe/clothing allowance from a reimbursement to a stipend and increases the annual amount from \$325 to \$640.
- Increases certification pay from \$0.25 per hour to \$0.40 per hour and adds four new eligible certifications.
- Additional compensation was added for employees who hold Commercial Driver’s License (“CDL”) and their supervisor requests that the employee use their CDL from time-to-time, even though that position does not require the employee hold a CDL.
- The City has agreed to assume costs related to ongoing trainings or recertification required for an employee’s job, per their job description.

- Increases the evening shift premium from \$0.75 to \$1.00 per hour and the swing shift premium from \$0.85 to \$1.05 per hour.
- All other pay provisions and employment terms are governed by the A.F.S.C.M.E. work agreement, which is approved separately by resolution.

Relocation Incentive Provision

Ordinance 2026-03 includes language recognizing the City's existing practice of offering a relocation incentive for certain hard-to-fill positions. This incentive is used only in limited circumstances, follows Human Resources policy, and is included in the salary ordinance to ensure transparency and proper authorization.

Because relocation assistance is a taxable benefit, the ordinance allows the City to pay up to \$6,410 so that an employee may receive up to \$5,000 after required payroll taxes are withheld. The higher amount reflects payroll tax requirements and does not increase the employee's net benefit beyond \$5,000.

Step 14 Pay Cap

The salary ordinance includes the formalization of city policy to cap Grade 14 at the Step 3 salary. This city policy is intended to keep department head salaries within a tighter range of pay.

Thank you for your consideration and continued support of A.F.S.C.M.E. employees.

RESOLUTION 2026-01
TO UPDATE MEMBERSHIP REQUIREMENTS AND PROGRAM FUNDING
CONDITIONS OF THE JACK HOPKINS SOCIAL SERVICES FUNDING
COMMITTEE OF THE COMMON COUNCIL

PREAMBLE

WHEREAS, the City of Bloomington Common Council (“Council”) established the Social Services Funding Committee (“Committee”) in 1993 to make recommendations to the entire Council and Mayor regarding the allocation of discretionary social services funds, and in 2002, named the program in the honor of Jack Hopkins, who was instrumental as a Council member in the establishment of this funding program; and

WHEREAS, according to Resolution 20-09, Committee membership shall include four members from the Council assigned by the President of the Council and three City residents with experience in social services appointed by the Committee Chair; and

WHEREAS, due to the growth of the Program’s funding and the complexity of the community’s needs, the Council recognizes that the Committee benefits from the expertise, skill and perspective provided by City resident members who have professional expertise to support the Committee’s mission, and Council wants to ensure that the pool of professional City resident members also includes work experience in fields beyond social services, including grant administration, philanthropy, nonprofit organizations, and related fields; and

WHEREAS, to promote efficient implementation of administrative procedures such as conflict of interest reporting, the Council wishes to approve the appointments of the resident members of the Committee; and

WHEREAS, the Council wishes to clarify that programs must serve City residents and be delivered within city limits.

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

SECTION 1. Membership. The membership of the Jack Hopkins Social Services Program Funding Committee shall consist of 7 voting members, comprised of four (4) Council members and three (3) City resident members each with professional experience in the field of social services, grant administration, philanthropy, nonprofit organizations, or related fields.

SECTION 2. Appointments. The four (4) Councilmembers shall be appointed by the President of Common Council as its presiding officer, and the three (3) City residents shall be recommended by the Committee Chair to the Common Council and approved by a vote of a majority of the elected members of the Common Council during a regular or special Council session.

SECTION 3. Terms. Terms for all members of the Jack Hopkins Social Services Program Funding Committee shall begin immediately upon appointment, and run through December 31 of the same calendar year.

SECTION 4. Program Funding Conditions. The Committee shall prioritize funding for programs and projects that serve City of Bloomington residents and are delivered within the city limits. Programs or services delivered outside the city limits may also be considered when the Committee finds that they provide a direct, measurable, and substantial benefit to City residents. Capital improvements however, may only be funded when the real property to be improved is located within the city limits of Bloomington.

SECTION 5. Severability. 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 6. Effective Date. This resolution shall be in full force and effect upon its passage by the Common Council of the City of Bloomington, Monroe County, Indiana, and approval of the Mayor.

PASSED

Passed by the Common Council of the City of Bloomington, Monroe County, Indiana upon this _____ day of _____, 2026.

_____, President
Bloomington Common Council

ATTESTATION OF BLOOMINGTON CITY CLERK:

NICOLE BOLDEN, Clerk
City of Bloomington

SIGNATURE OF BLOOMINGTON CITY CLERK
Presented by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon
this _____ day of _____, 2026.

NICOLE BOLDEN, Clerk
City of Bloomington

SIGNATURE AND APPROVAL OF THE MAYOR

SIGNED and APPROVED by me upon this _____ day of _____, 2026.

KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS
This resolution sponsored by Councilmember Stosberg updates membership requirements and
program funding conditions of the Jack Hopkins Social Service Program Committee.

To: Bloomington City Council

From: Councilmember Hopi Stosberg, District 3

RE: Resolution 2026-01-Jack Hopkins Committee Documentation

Date: December 19, 2025

Colleagues,

The purpose of this resolution is to document the Jack Hopkins Committee composition and responsibilities in one place. Previous to now, various changes to the committee structure were combined with funding resolutions brought before the council, making it challenging to research details and confirm responsibilities. There is only one actual change in procedure that will be a consequence of this resolution.

The only change comes from the appointment of resident members. Prior to now, the committee chair has appointed these members in isolation. This resolution states that the council, as a body, needs to approve appointments recommended by the committee chair. This still enables the chair to recommend in isolation, making it a more expedient process, but it comes before the entire council for approval, giving transparency to all council members and the wider community. This also allows for legal clarity regarding the signing of conflict of interest forms that are sometimes required for resident members. The resolution also clarifies the end of term date for resident members, since that information is now required on various documents.

Please let me know if you have any questions or concerns with this resolution. Thank you for your consideration.