

City of Bloomington Common Council

Legislative Packet

Containing legislative materials related to:

Wednesday, 4 February 2026
Regular Session at 6:30pm

City of Bloomington Common Council

Agenda and Notice: Regular Session

Wednesday, 6:30 PM, February 4, 2026

Council Chambers (#115), Showers Building

401 N. Morton Street, Bloomington, IN 47404

[The meeting may also be accessed by Zoom¹](#)

1. **Roll Call**
2. **Agenda Summation**
3. **Minutes for Approval**
 - A. August 6, 2025 Regular Session
 - B. September 30, 2025 Regular Session
 - C. October 8, 2025 Special Session
4. **Reports (a maximum of twenty minutes is set aside for each part of this section)**
 - A. Council members
 - B. The Mayor, City Clerk, City Offices, and City Boards and Commissions
Economic and Sustainable Development: Kirkwood Outdoor Dining Program
 - Report
 - Common Council Discussion
 - Public Comment
 - C. Council Committees
 - D. Public*
5. **Appointments to Boards and Commissions**
 - A. Memo from Clerk Bolden
6. **Legislation for First Readings**
 - A. Ordinance 2026-04 to Amend Title 2 of the Bloomington Municipal Code Entitled "Administration and Personnel" to Consolidate and Amend Boards and Commissions Provisions in Chapters 2.02, 2.08 and 2.12
 - B. Ordinance 2026-05 to Amend Title 2 of the Bloomington Municipal Code Entitled "Administration and Personnel" to Allow Discussion at First Readings of Ordinances and to Clarify the Ordinance and Resolution Readings Provisions in Chapter 2.04

¹ <https://bloomington.zoom.us/j/81788667003?pwd=bmWLMbZmQbtK9p4Kgdf7NSFxn1qW.1>
Meeting ID: 817 8866 7003; Passcode: 995780

7. Legislation for Second (and Subsequent) Readings and Resolutions

- A. Resolution 2026-03 - To Rename Sidewalk Standing Committee of the Common Council
- B. 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

8. Additional Public Comment* (a maximum of twenty-five minutes is set aside for this section)

9. Council Schedule

10. Adjournment

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

- [Community Action Television Services \(CATS\)](https://catstv.net/)²
- [City of Bloomington's YouTube Channel](https://www.youtube.com/@citybloomington)³

[Materials for this meeting](#) are available on Council's website.⁴

*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.

The City is committed to providing equal access to information. If you encounter difficulties accessing city materials, please contact the Office of the Common Council at council.bloomington.in.gov or 812-349-3409 and provide your name, contact information, and a link to or description of the document or web page you are having problems with.

² <https://catstv.net/>

³ <https://www.youtube.com/@citybloomington>

⁴ <https://bloomington.in.gov/council/meetings/2026>

Bloomington Common Council-Regular Session Minutes
Bloomington City Hall, 401 N. Morton Street, Bloomington, Indiana
Wednesday, August 06, 2025, 6:30pm

CALL TO ORDER [6:31pm]

Council President Hopi Stosberg called the meeting to order.

1. ROLL CALL (*Indicates participation via Zoom) [6:31pm]

Councilmembers present:

Isak Nti Asare	At-Large
Courtney Daily	District 5, Council Parliamentarian
Matt Flaherty (absent)	At-Large
Isabel Piedmont-Smith	District 1, Council Vice President
Dave Rollo	District 4
Kate Rosenbarger	District 2
Andy Ruff (absent)	At-Large
Hopi Stosberg	District 3, Council President
Sydney Zulich	District 6

City staff, officials, and guests present:

Nicole Bolden	City Clerk
Lisa Lehner	Council Attorney
Kari Bennett	Deputy Council Attorney
Christine Chang	Temporary Council Researcher
Eric Greulich	Planning and Transportation, Development Services Manager
Daniel Cyr	Petitioner’s Counsel for <u>Ordinance 2025-30</u>
Jackie Scanlan	Planning and Transportation, Assistant Director

2. AGENDA SUMMATION [6:31pm]

Stosberg spoke about education and said Indiana was the first state to implement a state-funded public school system in the 1816 constitution, and more. She then summarized the agenda.

3. APPROVAL OF MINUTES [6:39pm]

Daily moved and Piedmont-Smith seconded to approve the minutes of April 02, 2025. The motion received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0.

4. REPORTS [6:39pm]

4.1. Councilmembers:

Piedmont-Smith reminded all that it was the 80th anniversary of the bombing of Hiroshima which killed one hundred and forty thousand people, and more, through radioactive fallout. Nihon Hidankyo was a nationwide Japanese network of atomic bomb survivors who were known as Hibakusha. The group was established in 1956 and won the Nobel Peace Prize the previous year. She thanked the organizers and participants of the Taste of Bloomington. She then mentioned her constituent meeting.

Daily noted her upcoming constituent meeting.

Zulich said the final construction bids for the Convention Center had been awarded, totaling \$51 million; \$1 million under budget. She thanked all who were involved. She concurred that the Taste of Bloomington was a success and spoke about her experience.

Rollo recognized the bombing of Hiroshima, and spoke about Howard Guest, a microbiologist at Indiana University, who had worked on the Manhattan Project. He noted the Szilard petition for President Truman to understand the effects of the atomic bomb, and be demonstrated, prior to using it on a civilian population. He warned of a nuclear accident and urged lawmakers to negotiate in good faith with other countries.

Stosberg mentioned her upcoming constituent meeting.

4.2. Mayor and City Offices:

Ryne Shadday, Bloomington/Monroe County Human Rights Commission, Chair, presented the 2025 award to the Bloomington Severe Winter Emergency Shelter (BSWERS). He gave a robust summary of the organization and its efforts to provide shelter, community, and dignity to those needing assistance, especially during severe weather. Host sites were provided by the First Christian Church, First United Methodist Church, and First Presbyterian Church. He praised volunteer coordinators Allie Jewell, Caleb Hoagland, and the Reverends John Nyota and Sarah Lynn Gershon, and the one hundred and ninety six volunteers. Daily was thankful for BSWERS. Piedmont-Smith spoke on her experience volunteering with BSWERS and the importance of assisting those at risk of freezing to death in the winter. Stosberg thanked BSWERS and the Bloomington/Monroe County Human Rights Commission.

4.3. Council Committees:

Piedmont-Smith reported from the Committee on Council Processes which recommended revising the rules for public comment to refer to “residents” and not “citizens.”

Zulich moved and Piedmont-Smith seconded to approve the rules for public comment to reflect the change of the word “citizen” to “resident”. The motion received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0.

Piedmont-Smith reported from the Public Safety Local Income Tax (PSLIT) committee. She explained how much of the 0.25% of the PSLIT rate would go to the Central Dispatch budget. It would be the same as the previous year, with the rest to be distributed amongst the four governmental units; Bloomington, Monroe County, Ellettsville, and Stinesville. As required by state law, the committee issued a call out for proposals, and there were no applications from emergency service providers for funding from the PSLIT.

4.4. Public:

Christopher Emge, Greater Bloomington Chamber of Commerce, thanked Shadday and BSWERS, and spoke about homelessness, public safety, and compassionate effective care. It was important to focus on outcomes.

5. APPOINTMENTS TO BOARDS AND COMMISSIONS [7:06pm]

On behalf of Interview Committee Team A, Rosenbarger moved and Asare seconded to appoint Navdeep Badhni to seat C-1 and Zoe Zollman to seat C-2 on the Board of Housing Quality Appeals. The motion received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0.

6. LEGISLATION FOR FIRST READING [7:07pm]

There was no legislation for first reading.

7. LEGISLATION FOR SECOND READINGS AND RESOLUTIONS [7:07pm]

7.1. Ordinance 2025-25

To Amend Title 20 (Unified Development Ordinance) of the Bloomington Municipal Code Re: Use Table Amendment and Use Specific Standards- “Storage, self-service”

Daily moved and Piedmont-Smith seconded that Ordinance 2025-25 be introduced and read by title and synopsis only. The motion received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0. Clerk Nicole Bolden read the legislation by title and synopsis.

Daily moved and Piedmont-Smith seconded to adopt Ordinance 2025-25.

Eric Greulich, Development Services Manager, Planning and Transportation department, stated that the proposal would reduce the use “storage, self-service” to the Mixed-Use Corridor zoning district. He provided details and examples, and a maximum footprint. In the Mixed-Use Student Housing district, the use would be allowed as an accessory use if there were more than twenty dwelling units. The PC voted 5-0 with a favorable recommendation to council.

Rollo asked about storage buildings in gateways to the city, like on North Walnut. Greulich said they were held to the same standards as housing units, but the one Rollo was referencing was in the county, not the city. Asare asked if there were any that would become non-conforming, and Greulich said it was possible, and they could remain but not expand. There was discussion on the demand for storage units, negative land uses, and better uses for the land. There was a lot of land in other districts for storage buildings.

Paul Rousseau wondered how pedestrians and bicyclists would get to the storage buildings.

Rollo asked about non-vehicular access to storage facilities and Greulich said the proposal included arterial corridors that had better access for pedestrians and bicyclists. Asare spoke about individuals who used storage units and their needs. Greulich reiterated that there would still be large amounts of land for storage units, but that restricting them allowed for better usage of land, like housing. Rosenbarger was in favor of limiting new storage buildings, and noted that there were two storage buildings along the BLine. Stosberg commented on the number of available storage units and the high cost of renting the units. There was no real benefit to the city; no jobs, no housing, and no street activation.

The motion to adopt Ordinance 2025-25 received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0.

7.2. Ordinance 2025-26

To Amend Title 20 (Unified Development Ordinance) of the Bloomington Municipal Code Re: Use Table Amendment- “Fraternity or sorority house”; “Artist Studio or workshop”; “Vehicle Fleet Operations, Large and Small”

Daily moved and Piedmont-Smith seconded that Ordinance 2025-26 be introduced and read by title and synopsis only. The motion received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0. Bolden read the legislation by title and synopsis.

Daily moved and Piedmont-Smith seconded to adopt Ordinance 2025-26.

Greulich presented the legislation and summarized the legal requirements for use tables, including sending a notice to every property owner within the city. The legislation was a housekeeping clean up to the UDO. It would also allow things like office space or workshops in floor levels of Mixed-Use Student Housing districts.

Stosberg passed the gavel to Piedmont-Smith.

Stosberg moved and Daily seconded to adopt Amendment 01 to Ordinance 2025-26. Stosberg presented Amendment 01.

There were no council questions. There was no public comment. There were no council comments.

The motion to adopt Amendment 01 to Ordinance 2025-26 received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0.

Piedmont-Smith passed the gavel back to Stosberg.

There were no council questions. There was no public comment. There were no council comments.

The motion to adopt Ordinance 2025-26 as amended received a roll call vote of Ayes: 6, Nays: 0, Abstain: 0. (Daily out of the room).

7.3. Ordinance 2025-27

To Amend Title 20 (Unified Development Ordinance) of the Bloomington Municipal Code Re: Use Table Amendment- “Vehicle Fuel Station”

Piedmont-Smith moved and Zulich seconded that Ordinance 2025-27 be introduced and read by title and synopsis only. The motion received a roll call vote of Ayes: 6, Nays: 0, Abstain: 0. (Daily out of the room). Bolden read the legislation by title and synopsis.

Daily moved and Zulich seconded to adopt Ordinance 2025-27.

Greulich presented the legislation which would reduce the “Vehicle Fuel Station” use to Mixed-Use Corridor, with plenty of land where the use was still allowed. Asare asked if there would be any non-conforming stations, and Greulich said yes and they could remain, but not expand. There was discussion on expanding via a permitted use, which was allowed. Electrical charging stations would be allowed in an expansion. Changing ownership did not change the allowed uses.

Virginia Southern commented on potentially naming a fuel station a “fossil fuel station.”

Piedmont-Smith referenced the definition of vehicle fuel stations which included electrical charging stations. Greulich said if a business wanted to add charging stations; it was an ancillary use. Staff would ensure that the UDO was clear on that. Rollo asked if charging stations were allowed in all districts and Greulich said yes. Rosenbarger thanked staff and Flaherty for starting the UDO amendments. Stosberg agreed that it was necessary to clarify the definitions pertaining to electrical charging facilities and fuel stations.

The motion to adopt Ordinance 2025-27 received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0.

7.4. Ordinance 2025-28

To Amend Title 20 (Unified Development Ordinance) of the Bloomington Municipal Code Re: Use Table Amendment- “Vehicle Wash”

Daily moved and Piedmont-Smith seconded that Ordinance 2025-28 be introduced and read by title and synopsis only. The motion received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0. Bolden read the legislation by title and synopsis.

Daily moved and Asare seconded to adopt Ordinance 2025-28.

Greulich presented the legislation which reduced the zoning district where vehicle car washes were allowed to Mixed-Use Corridor only. The PC voted 5-0 with a favorable recommendation to council.

Daily moved and Zulich seconded to adopt Amendment 01 to Ordinance 2025-28.

Amendment 01 Synopsis: This amendment replaces the Attachment A with the correct table.

There were no council questions. There were no public comments. There were no council comments.

The motion to adopt Amendment 01 to Ordinance 2025-28 received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0.

Asare asked why the eastside Crew Car Wash did not have vacuums and Greulich said it was the company's decision and was not restricted by the city. Stosberg added that it was also not the City of Bloomington Utilities that did not allow vacuums.

There was no public comment. There were no council comments.

The motion to adopt Ordinance 2025-28 as amended received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0.

7.5. Ordinance 2025-29

To Amend Title 20 (Unified Development Ordinance) of the Bloomington Municipal Code Re: Use Table Amendment and Definitions- "Tattoo or piercing parlor"

Daily moved and Piedmont-Smith seconded that Ordinance 2025-29 be introduced and read by title and synopsis only. The motion received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0. Bolden read the legislation by title and synopsis.

Daily moved and Piedmont-Smith seconded to adopt Ordinance 2025-29.

Greulich presented the legislation which redefined how the use was classified and would therefore be allowed in any "Personal Service" districts.

There were no council questions. There was no public comment. Stosberg appreciated the amendment.

The motion received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0.

7.6. Ordinance 2025-30

To Vacate a Public Parcel Re: A 12-Foot Public Alley Adjacent to 909 E. University Street

Daily moved and Piedmont-Smith seconded that Ordinance 2025-30 be introduced and read by title and synopsis only. The motion received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0. Bolden read the legislation by title and synopsis.

Daily moved and Piedmont-Smith seconded to adopt Ordinance 2025-30.

Stosberg noted that this part of the meeting constituted the legally required public hearing and delineated the process required by Indiana Code.

Dan Cyr, Attorney, Pagnelli Law Group, gave an overview of the petition and history of the alley. He then described the process that was undertaken and examples of public parcels being vacated. Jackie Scanlan, Assistant Director, Planning and Transportation, summarized the petition and noted that the City of Bloomington Utilities (CBU) objected to the vacation, while Centerpoint did not, and Duke Energy requested an easement. The petition was different than most due to the request for full ownership of the 12 foot right of way, which was normally divided equally between adjacent property owners. The adjacent property owner requested six feet or that council deny the request to vacate. There was lost opportunity for future use by the city if the alley were vacated. She gave a brief history of the alley, the adjacent properties, and impacts to the city. Staff recommended that council deny the request. Jim Boer, Attorney, Clendening, Johnson, and Boer, representing the adjacent property owners, Tim Miller and Jenny Southern, explained that the objection was to vacate the entire alley to Dr. Bardonner. He described several concerns including restricted access to a garage. He urged council to deny the petition.

Daily asked for clarification on converting the alley to a bike path. Cyr said the property owner's garage had not been surveyed so the exact width of the alley was not clear, and there were power lines and structures to address. Rollo asked about an equal division of the alley. Scanlan said staff's preference was to deny the vacation outright, but if council approved the vacation, it was best to split it equally. Asare asked what the

core problem was and Cyr stated the goal was to make improvements to the back yard and accessory structures. There was additional discussion on alternatives to vacating the alley, and complications with putting in a fence. Zulich asked why not split the alley with the adjacent property owners, and Cyr said it was primarily due to the costs incurred by the petitioner. Council discussed if a tree was unhealthy and needed to be removed, the costs of requesting a petition, and maintenance of alleys.

Paul Rousseau spoke against the request.

Rollo commented on the removal of the tree, alley vacations benefitting only one property owner, and said he would vote against the petition. Asare spoke about the criteria council used when considering alley vacations and future use; he would vote no. Rosenbarger discussed encroaching into alleys, curb cuts, access to alleys, alleys that had become roads with homes on them, and wild fruit in alleys. The city had not vacated alleys for private use since 1996. Piedmont-Smith stated she would vote no because there was no public benefit in vacating the alley and it could have future uses. She was concerned with the garage access of the adjacent property owners. She noted that the tree was removed because the petitioner wanted to, not because it was necessary. Stosberg said it was not useful to have a dead end alley, and wrong to give a public parcel to an individual. She referenced the Transportation Plan and goals for unimproved alleys. There was brief council discussion on the packet materials provided by the petitioner with the inclusion of disparaging information against one property owner.

The motion to adopt Ordinance 2025-30 received a roll call vote of Ayes: 0, Nays: 7, Abstain: 0. FAILED

8. ADDITIONAL PUBLIC COMMENT [9:07pm]

Christine Chang, read a comment submitted via Zoom chat, by Samuel [Last Name Unknown], commenting on types of work experience that was considered for city jobs.

9. COUNCIL SCHEDULE [9:07pm]

Stosberg reviewed the upcoming council schedule including the budget hearings.

10. ADJOURMENT [9:18pm]

Stosberg adjourned the meeting.

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

APPROVE:

ATTEST:

Isak Nti Asare, COUNCIL PRESIDENT

City Clerk Nicole Bolden

Clerk’s Note: The above minutes summarize the motions passed and issues discussed rather than providing a verbatim account of every word spoken. Bloomington City Council meetings can be watched on the following websites:

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

Background materials and packets are available at <https://bloomington.in.gov/council>

Bloomington Common Council-Regular Session Minutes
Bloomington City Hall, 401 N. Morton Street, Bloomington, Indiana
Wednesday, September 30, 2025, 6:30pm

CALL TO ORDER [6:30pm]

Council President Stosberg called the meeting to order.

1. ROLL CALL (* indicates participation via Zoom) [6:31pm]

Members:

Isak Nti Asare	At-Large
Courtney Daily	District 5, Council Parliamentarian
Matt Flaherty (absent)	At-Large
Isabel Piedmont-Smith	District 1, Council Vice President
Dave Rollo	District 4
Kate Rosenbarger (left at 7:53pm)	District 2
Andy Ruff (absent)	At-Large
Hopi Stosberg	District 3, Council President
Sydney Zulich	District 6

City staff, officials, and guests present:

Nicole Bolden	City Clerk
Lisa Lehner	Council Attorney
Kari Bennett	Deputy Council Attorney
Christine Chang	Legal Research Specialist
David Hittle	Planning, Director
Jane Kupersmith	ESD, Director
Rick Dietz	ITS, Director
Jessica McClellan	City Controller
Chris Wheeler	Legal, Assistant City Attorney

2. AGENDA SUMMATION [6:32pm]

Stosberg spoke about Yom Kippur and the Hebrew calendar and then summarized the agenda.

3. APPROVAL OF MINUTES [6:32pm]

There were no minutes for approval.

4. REPORTS [6:33pm]

4.1. Councilmembers

Rosenbarger extended condolences to Shawn Sullivan who was shot and killed the previous Friday in downtown Bloomington. Another person, Bobby, was assaulted by two men downtown. She noted the third anniversary of Nate Stratton who was killed by a drunk driver, Madelyn Howard.

Zulich appreciated Rosenbarger’s report. She spoke about the Food and Beverage Tax committee meeting the previous Friday, and Zulich was elected chair. She would be presenting the annual report in the near future.

Rollo thanked Rosenbarger for her comment. He commented on deer-vehicle collisions in Monroe County. He believed deer management was important for humane reasons as well as safety. He was concerned about tick-borne diseases and the inability to grow food in one’s yard due to deer.

Piedmont-Smith commented on violence against unhoused people over the weekend. She echoed Rosenbarger’s comments. The violence was unacceptable and highlighted the vulnerability of some community members. She read from an article by Dr. Margot Kushel for the Benioff Homelessness and Housing Initiative discussing safety, challenges, and more. She mentioned the passing of Barry Lessow who was the longtime director of United Way of Monroe County.

Stosberg discussed vaccines, current sentiment on vaccines in the nation, vaccinations while pregnant, and the risk from diseases. She spoke about her personal experience and decisions.

4.2. The Mayor and City Offices

There were no reports from the mayor or city offices.

4.3. Council Committees

Piedmont-Smith reported on a recent Fiscal Committee (FC) meeting where the 2026 elected officials’ salaries was discussed. She encouraged councilmembers to provide feedback. There was council discussion on the timing of considering elected officials’ salaries. Daily stated she was not in favor of raising salaries, given SB1, but could consider cost of living increases. Rosenbarger noted that extensive work done by the former members of the FC was being dismissed by council. She urged council to postpone the discussion so all councilmembers could be present. Piedmont-Smith believed it was important to have a rational basis for setting elected officials’ salaries. Rosenbarger clarified that Mayor Kerry Thomson had originally supported the FC’s proposal but in the final hour had stated she would not support it. Rosenbarger urged the FC to recognize the mayor’s stance prior to engaging in more work. There was discussion on scheduling a meeting on the topic. Clerk Bolden stated it was key to include all elected officials in the discussion.

4.4. Public

Kevin Keough spoke about elected officials’ salaries.

5. APPOINTMENTS TO BOARDS AND COMMISSIONS [7:13pm]

On behalf of Interview Committee Team C, Zulich moved and Rollo seconded to appoint Drew Herron to seat C-4 on the Historic Preservation Commission, and to appoint Lynn Hooker to seat C-3 on the Arts Commission. The motion was approved by a voice vote.

On behalf of Interview Committee Team B, Daily moved and Piedmont-Smith seconded to appoint Eoban Binder to seat C-1 on the Transportation Commission. The motion was approved by a voice vote.

On behalf of Interview Committee Team A, Asare moved and Rosenbarger seconded to appoint Joshua Brewer to seat C-3 on the Board of Housing Quality Appeals. The motion was approved by a voice vote.

Asare pointed out the importance of making council appointments in a timely manner to avoid a lack of quorum.

6. LEGISLATION FOR FIRST READINGS [7:16pm]

6.1. Ordinance 2025-32

To Amend Title 20 (Unified Development Ordinance) 9 of The Bloomington Municipal Code – Re: Use Table Amendment- “Urban Agriculture, Commercial”

Daily moved and Piedmont-Smith seconded that Ordinance 2025-32 be introduced and read by title and synopsis only. The motion was approved by voice vote. Clerk Nicole Bolden read the legislation by title and synopsis.

6.2. Ordinance 2025-38

An Ordinance Fixing The Salaries Of Officers And Employees Of The Police And Fire Departments for The City Of Bloomington, Indiana, for The Year 2026

Daily moved and Piedmont-Smith seconded that Ordinance 2025-38 be introduced and read by title and synopsis only. The motion was approved by voice vote. Bolden read the legislation by title and synopsis.

6.3. Ordinance 2025-39

To Fix The Salaries of Appointed Deputies and Employees of The Bloomington City Clerk for The City of Bloomington, Monroe County, Indiana for The Year 2026

Daily moved and Piedmont-Smith seconded that Ordinance 2025-39 be introduced and read by title and synopsis only. The motion was approved by voice vote. Bolden read the legislation by title and synopsis.

6.4. Ordinance 2025-40

An Ordinance 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

Daily moved and Piedmont-Smith seconded that Ordinance 2025-40 be introduced and read by title and synopsis only. The motion was approved by voice vote. Bolden read the legislation by title and synopsis.

Stosberg referred all four pieces of legislation to a second reading at the next Regular Session on Wednesday, October 22, 2025.

7. LEGISLATION FOR SECOND READINGS AND RESOLUTIONS [7:20pm]

Stosberg passed the gavel to Piedmont-Smith.

7.1. 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)

Daily moved and Piedmont-Smith seconded that Resolution 2025-17 be introduced and read by title and synopsis only. The motion was approved by voice vote. Bolden read the legislation by title and synopsis.

Daily moved and Piedmont-Smith seconded to adopt Resolution 2025-17.

Stosberg summarized the legislation, its process, and timeline for action by the Plan Commission. There was brief discussion on the delay of the original resolution earlier in the year and what the next steps were. Stosberg explained what had caused the delay. David Hittle, Planning and Transportation, Director, stated that it had been an oversight and staff had put safeguards in place so that it would not occur again. Council staff had worked with Information Technology Services (ITS) to create a calendar to track legislation with timelines or due dates. Council Attorney Lisa Lehner explained Indiana Code pertaining to the issue at hand.

There was no public comment.

Stosberg hoped the legislation would pass. Piedmont-Smith expressed disappointment that council was taking up the legislation for the third time. She thanked council staff for the legislation tracking.

The motion received a roll call vote of Ayes: 7, Nays: 0, Abstain: 0.

7.2. Resolution 2025-18

To Approve The Naming of The Stadium District in The Area Surrounding Miller-Showers Park

Daily moved and Piedmont-Smith seconded that Resolution 2025-18 be introduced and read by title and synopsis only. The motion was approved by voice vote. Bolden read the legislation by title and synopsis.

Daily moved and Piedmont-Smith seconded to adopt Resolution 2025-18.

Stosberg gave a brief history of the legislation and her involvement, and reasons for supporting the economy in the area. Jane Kupersmith, Economic and Sustainable Development (ESD) department, Director, provided an overview of the legislation. It established a name, a geographic area, and ESD could promote it. She noted that it was not an economic development incentive program, nor did it require participation. There was also no dedicated funding for the district. Kupersmith spoke on the boundaries, the purpose, zoning, and the purpose of creating the district and its name. She discussed the benefits, stakeholder engagement, and the timeline for the district. Stosberg confirmed that having a Stadium District did not rename places within the district such as Miller-Showers Park. There was council discussion on the impact to the residential areas, additional stakeholder meetings especially with areas like Maple Heights, the naming of the district, and unintended consequences like the conversion of single family homes to AirBnBs. Kupersmith said the area contained commercial zones, and dense student housing, and that the Unified Development Ordinance's (UDO) definitions included the word stadium. Stosberg referenced the city's zoning map and gave examples that informed the proposed naming of the district and its boundaries. Kupersmith gave more information on the engagement with stakeholders. There was discussion on Indiana University's stadiums and sports in that area which brought thousands of visitors to Bloomington.

Sarah Alexander, Maple Heights resident, spoke against Resolution 2025-18 and noted that the boundaries needlessly included residential areas that could result in more short-term rentals.

Greg Alexander gave reasons against a Stadium District and said that the area had always been referred to as a gateway, which prioritized people traveling through over those living there.

Chris Emge, Greater Bloomington Chamber of Commerce, discussed the development of the idea to have a Stadium District and businesses along the Walnut/College corridor. He spoke in favor of the legislation and redeveloping the area.

Aubrey Williams, cofounder of Heartwork Brewing, spoke in favor of the legislation and highlighting the area. There had been many vacant properties. She gave a variety of reasons in favor of developing the area; especially with non-student centric, family-friendly businesses.

Gabriel Holbrow, Maple Heights resident, explained that the Stadium District branding would affect the identity of existing neighborhoods. He urged that the residential neighborhoods be removed.

Mike McAfee, VisitBloomington, hoped that council would pass the legislation. He looked forward to supporting tourism with partners in the area especially during slower times for businesses.

Casey Green, Maple Heights resident, spoke about the importance of words and branding. She said neighborhoods would be impacted. She spoke against placing Bloomington underneath IU by having more IU colors, removing native plants, and having a Stadium District.

There was council discussion on liquor licenses and new, locally owned restaurants. Procedural options were considered, including that there were three councilmembers absent. Kupersmith acknowledged the concerns of the Maple Heights residents and agreed that more discussion on the boundary was needed. It was important to have community buy-in.

Stosberg moved and Rollo seconded to postpone discussion of Resolution 2025-18 until the next Regular Session.

Piedmont-Smith spoke in support of postponing the discussion of Resolution 2025-18, perhaps until after action was taken to make the College/Walnut corridor safer. There was discussion on postponing the legislation.

The motion to postpone Resolution 2025-18 received a roll call vote of Ayes: 6, Nays: 0, Abstain: 0. (Rosenbarger left at 7:53pm)

Piedmont-Smith passed the gavel back to Stosberg

7.3. Appropriation Ordinance 2025-08

To Transfer Funds from The General Fund to The Fiber Connectivity Fund and Specially Appropriate Funds Not Otherwise Budgeted

Daily moved and Piedmont-Smith seconded that Appropriation Ordinance 2025-08 be introduced and read by title and synopsis only. The motion was approved by voice vote. Bolden read the legislation by title and synopsis.

Daily moved and Rollo seconded to adopt Appropriation Ordinance 2025-08.

Jessica McClellan, Controller, presented the legislation which would transfer \$250,000 from the General Fund to the Fiber Connectivity Fund (FCF).

There were no council questions. There was no public comment.

Asare noted that there had been robust discussion at the previous regular session.

The motion received a roll call vote of Ayes: 6, Nays: 0, Abstain: 0.

7.4. Appropriation Ordinance 2025-09

To Specially Appropriate from The General Fund Expenditures Not Otherwise Appropriated

Daily moved and Piedmont-Smith seconded that Appropriation Ordinance 2025-09 be introduced and read by title and synopsis only. The motion was approved by voice vote. Bolden read the legislation by title and synopsis.

Daily moved and Stosberg seconded to adopt Appropriation Ordinance 2025-09.

McClellan presented the key points of the legislation. Piedmont-Smith asked about the loss of expected federal funds and the federal grant that had been rescinded. Rick Dietz, Information Technology Services, Director, said the funding had been for cybersecurity for local governments. The city had continued with cybersecurity services through a government/private entity partnership at a cost of \$5000 per year. Dietz explained the grant had totaled \$12 million but the current federal administration had rescinded it. Stosberg asked about infrastructure costs at the Indiana University (IU) data center. Dietz said that IU hosted some of the city's storage at the data center. Asare asked why the costs were not in the budget, and Dietz noted there was an increase in costs; and the cost was included in the 2026 budget. Piedmont-Smith asked about repairing conduits in the 4th Street parking garage that were damaged during the Convention Center expansion. Dietz said the contractor was not at fault so the city would not receive funds for the repairs.

There was no public comment.

Stosberg appreciated that the city was able to continue funding cybersecurity. She commented that council staff had moved to Showers West in order to collocate, and expressed concern that there were no funds to outfit the offices in council's budget. Council staff had spent their own money rather than request an additional appropriation.

Stosberg called a recess for five minutes until 9:03pm. Stosberg called the meeting back to order.

There was no public comment.

The motion to adopt Appropriation Ordinance 2025-09 received a roll call vote of Ayes: 6, Nays: 0, Abstain: 0.

7.5. Ordinance 2025-35

To Amend Title 9 of The Bloomington Municipal Code Entitled “Water” (Rate Adjustment)

Daily moved and Piedmont-Smith seconded that Ordinance 2025-35 be introduced and read by title and synopsis only. The motion was approved by voice vote. Bolden read the legislation by title and synopsis.

Daily moved and Asare seconded to adopt Ordinance 2025-35.

Katherine Zaiger, City of Bloomington Utilities, Director, introduced Jennifer Wilson, Managing Director, Crowe, LLP, who presented the Revenue Requirements Report including its methodology, key considerations, capital improvement plan, income statement, revenues and expenses, adjusted operating expenses and taxes, debt service, and total revenue requirements. Danica Katz, Stantec, presented the Cost Allocation and Rate Design Report. She explained the test year, rainfall trends, billed monthly water usage and customer class, Automated Meter Infrastructure, and peaking factor comparisons. She described the cost of service analysis approach including revenue requirements by function such as hydrant costs. Additional information was provided on the allocation of public and private fire costs, units of service by customer class, and the cost of service summary which showed a discrepancy of 30.5%. Katz summarized the fixed usage charges by class, monthly fire protection rates in and out the city, capped usage rates by customer class, and current and proposed rates. She gave examples of impacts to bills including small residential usage, general service usage, wholesale usage, Indiana University Master Metered usage, and irrigation. Zaiger explained her own water bill with the proposed rate change. She discussed the combined water and sewer rate study conducted by Crowe, LLC. She presented the capital improvement plan including water treatment plan upgrades, distribution system maintenance, and a new Winston Thomas Service Center.

Rollo asked what the length of the bonds, and interest rates, were. Wilson said the current bonds would retire and new debt would fill in the debt service at a twenty year length. She said the interest would be determined at the time of sale but was usually around 5%. There was additional discussion. Asare asked about impacts, by class, and rate shock. Zaiger explained how the rate adjustment was decided by customer class. It was industry practice to avoid rate shock. Piedmont-Smith asked about the capital improvement plan and Wilson explained the bonds would total \$54 million, revenues and the operating budget would cover the rest. Stosberg asked if the rate increase was also a result of things costing more and Wilson clarified that in order to fund capital improvements and maintenance, revenues would need to increase.

Christopher Emge, Greater Bloomington Chamber of Commerce, noted that the organization was neutral on the rate increase but businesses were concerned with their rate increase.

Asare asked what other options had been considered for increasing revenue and about contingency plans if there were delays. Zaiger said CBU was tightly managing its water cash balances and a contingency plan would be to borrow from the sewer budget. Rollo asked about expansions and Zaiger said the capital improvement plan was to maintain service at the current capacity; there was no expansion. There was discussion on the longevity of the new service center, current bond total for the water utility, percent of revenue that went to debt service, expected revenue and expenses, shared expenses, customer usages, and improvements to the customer financial assistance program. Council discussed the irrigation customer class which would see the highest increase. Rollo commented on debt at the local and national levels. Asare appreciated the discussion and spoke about the need for the rate adjustment. Stosberg discussed the importance of water and the need for a rate adjustment, and the number of students in the city.

The motion to adopt Ordinance 2025-35 received a roll call vote of Ayes: 6, Nays: 0, Abstain: 0.

7.6. **Ordinance 2025-36**

An Ordinance Authorizing The Acquisition, Construction and Installation by The City of Bloomington, Indiana, of Certain Extensions and Improvements to The City’s Waterworks Utility, The Issuance and Sale of Revenue Bonds to Provide Funds for The Payment of The Costs Thereof, and The Collection, Segregation and Distribution of The Revenues of Such Waterworks Utility and Other Related Matters

Daily moved and Piedmont-Smith seconded that Ordinance 2025-36 be introduced and read by title and synopsis only. The motion received a roll call vote of Ayes: 4, Nays: 2 (Piedmont-Smith, Zulich), Abstain: 0. Stosberg declared the motion as Failed.

Asare moved and Daily seconded to reconsider and that Ordinance 2025-36 be introduced and read by title and synopsis only. The motion received a roll call vote of Ayes: 6, Nays: 0, Abstain: 0. Bolden read the legislation by title and synopsis.

Daily moved and Piedmont-Smith seconded to adopt Ordinance 2025-36.

Piedmont-Smith asked why the bond was being considered prior to the water case going to the Indiana Utility Regulatory Commission (IURC). Brad Bingham, Barnes and Thornburg, said IURC had to approve bond issuance along with the water case. He gave additional details on the bonds. There was discussion on the inclusion of cost estimates in the legislation.

There was no public comment. There were no council comments.

The motion to adopt Ordinance 2025-36 received a roll call vote of Ayes: 6, Nays: 0, Abstain: 0.

8. **ADDITIONAL PUBLIC COMMENT [10:59pm]**

There was no additional public comment.

9. **COUNCIL SCHEDULE [11:01pm]**

Stosberg summarized council’s upcoming schedule. Piedmont-Smith noted the upcoming Committee on Council Processes meeting.

10.**ADJOURNMENT [11:02pm]**

Stosberg adjourned the meeting.

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

APPROVE:

ATTEST:

Isak Nti Asare, COUNCIL PRESIDENT

City Clerk Nicole Bolden

Clerk’s Note: The above memorandum summarizes the motions passed and issues discussed rather than providing a verbatim account of every word spoken. Bloomington City Council meetings can be watched on the following websites:

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- YouTube – <https://youtube.com/@citybloomington>

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Bloomington Common Council-Special Session Minutes
Bloomington City Hall, 401 N. Morton Street, Bloomington, Indiana
Wednesday, October 08, 2025, 6:30pm

CALL TO ORDER [6:31pm]

Council President Stosberg called the meeting to order.

1. ROLL CALL (* indicates participation via Zoom) [6:32pm]

Members:

Isak Nti Asare	At-Large
Courtney Daily	District 5, Council Parliamentarian
Matt Flaherty	At-Large
Isabel Piedmont-Smith	District 1, Council Vice President
Dave Rollo	District 4
Kate Rosenbarger	District 2
Andy Ruff	At-Large
Hopi Stosberg	District 3, Council President
Sydney Zulich	District 6

City staff, officials, and guests present:

Nicole Bolden	City Clerk
Lisa Lehner	Council Attorney
Kari Bennett	Deputy Council Attorney
Christine Chang	Council Legal Research Specialist
Jessica McClellan	City Controller
Gretchen Knapp	Deputy Mayor
John Connell	Bloomington Transit, General Manager
Katherine Zaiger	Utilities, Director

2. AGENDA SUMMATION [6:32pm]

Stosberg summarized the agenda.

3. REPORT FROM COMMITTEE OF THE WHOLE [6:33pm]

Zulich reported that the Committee of the Whole considered three budget ordinances, Appropriation Ordinance 2025-11, Appropriation Ordinance 2025-12, and Appropriation Ordinance 2025-13, during the Committee of the Whole meeting on September 24, 2025, and made the following recommendations: the adoption of Appropriation Ordinance 2025-11, Appropriation Ordinance 2025-12, and Appropriation Ordinance 2025-13.

4. LEGISLATION FOR SECOND READINGS AND RESOLUTIONS [6:34pm]

4.1. Appropriation Ordinance 2025-11

An Ordinance for Appropriations and Tax Rates (Establishing 2026 Civil City Budget for the City of Bloomington)

Daily moved and Piedmont-Smith seconded that Appropriation Ordinance 2025-11 be introduced and read by title and synopsis only. The motion was approved by voice vote. Clerk Nicole Bolden read the legislation by title and synopsis.

Daily moved and Piedmont-Smith seconded to adopt Appropriation Ordinance 2025-11.

Jessica McClellan, City Controller, presented the 2026 Civil City Budget totaling \$65,108,729. There was discussion on the deficit and increase in revenues from property taxes. She said 40% of the operating budget would be cash reserves. There was additional discussion on outstanding debt obligation, interest payments, and principal balances. Additional documentation would be shared with council.

Eric Ost commented on the city's debt and bond capacity, state laws, debt management, and transparency.

Kevin Keough expressed concern that there was not an explanation on errors in the budget deficit.

Rollo asked for clarification on the budget deficit. McClellan explained there would be increased revenues, and gave details. She reiterated that every error had been reconciled and was in the current proposal correctly.

Piedmont-Smith referenced the spreadsheet provided to her upon request delineating all the corrections, and council staff would post it on the website. There was discussion on the city's bond rating, the cost of living adjustment (COLA), and an article by the Herald Times listing an incorrect COLA.

Flaherty stated he would not be voting in favor of the Civil City budget because it was not an ideal accountability mechanism. Conversation, collaboration, negotiation, and agreements with the administration had proven ineffective. The city was failing to meaningfully center equity, which was central to him as an elected official. He believed the community was being harmed by the administration's failure to prioritize and pursue outcomes set through community-driven legislative processes. There had been incremental progress but the current year was the first time Flaherty felt that the city was taking steps backwards. He referenced council's request to the administration for plans pertaining to equity. Eventually, and after council action, council received one paragraph from the Deputy Mayor Gretchen Knapp stating that the administration would not allocate funding or work on equity due to the Trump administration's opposition to Diversity, Equity, and Inclusion. It could put the city at risk to lose federal funds. Margie Rice, Corporation Counsel had agreed. Flaherty said now more than ever was the time to stand up for values. He believed the city was falling short on community-driven city policies and outcomes, particularly with climate action and housing. The mayor actively opposed or obstructed implementation of city policies. There was also a lack of trust with the administration; he had not been dealt with honestly. The administration had disregarded legislation which appropriated nearly \$30 million exclusively for public safety facilities; the Showers West building for new police and fire headquarters. Flaherty had spoken with the bond council, corporation counsel, former council attorney Stephen Lucas, and the mayor, and in his view the city might be in violation of the bond ordinance. Many things negotiated in the previous year's budget had not done by the administration and it undermined productive negotiations for improvements. He would like to spend more time in the future working on the structural challenges.

Piedmont-Smith commented that the year had been frustrating and complex due to the change to outcomes-based budgeting. It had been a slow process, without clear prioritization of the outcomes. It was a heavy lift to organize how to think about expenditures. It was important to discuss the desired outcomes and how to use the city's limited funds to achieve the outcomes. In her opinion, that had not been done. She hoped council would be actively involved and priorities would be discussed. She appreciated McClellan's openness and presentation of data. There had been a learning curve for all, so the following year should be easier.

Rosenbarger thanked Controller McClellan for her work and expertise. She stated that she, and potentially other councilmembers, lacked trust with the administration and gave an example. In late 2024 and early 2025, there were four resolutions to amend the Unified Development Ordinance (UDO) to further city goals and plans, specifically housing updates, affordability updates, and climate updates. Two were passed in 2024 but the other two were voted down for an introduction and reading without a chance to deliberate, which was very rare for the council. Rosenbarger had spoken with councilmembers, one of whom stated that the mayor had reached out to say that the legislation had been developed in a vacuum without the administration or staff. That was false because the mayor, deputy mayor, and planning staff had been in multiple meetings and included in emails. This led to great mistrust in the administration.

Rollo appreciated the administration and controller for meeting the challenges of state legislation, changes in taxation and reduced revenue, and for being open and responsive during the budget process. He appreciated the mayor's efforts to find a proper location for a police station, and reminded all that he had voted against purchasing Showers West. He reiterated that the police department had not wanted to move to Showers West. Many of his negative comments regarding the budget were based on past growth in the city and the resulting effect on fees, taxes, city services, and spending. He commented on redesigning major streets but wondered if it was feasible given the reduced revenues. He was pleased with the COLA and would support the proposed budget.

Ruff thanked the administration for providing information in a timely manner as it was requested. He questioned spending large sums of money to redesign, engineer, and reconstruct infrastructure that was serving the community relatively well. He believed it contradicted austerity concerns and the uncertainty of future revenues according to state laws. He noted that the timer had started early for Flaherty and believed Flaherty should have another thirty seconds.

Stosberg stated she would support the proposed budget but also appreciated the comments from Flaherty and Rosenbarger. She believed the process had been collaborative and the administration had been responsive both via the Fiscal Committee and during questions throughout the budget hearings.

The motion to adopt Appropriation Ordinance 2025-11 received a roll call vote of Ayes: 7, Nays: 2 (Flaherty, Rosenbarger), Abstain: 0.

4.2. Appropriation Ordinance 2025-12

An Ordinance for Appropriations and Tax Rates for Bloomington Transportation Corporation for 2026

Daily moved and Piedmont-Smith seconded that Appropriation Ordinance 2025-12 be introduced and read by title and synopsis only. The motion was approved by voice vote. Bolden read the legislation by title and noted there was no synopsis.

Daily moved and Piedmont-Smith seconded to adopt Appropriation Ordinance 2025-12.

John Connell, Bloomington Public Transportation Corporation (BPTC), General Manager, requested the final approval of the 2026 budget. There had been no changes since it was presented at budget hearings. Flaherty said that a portion of the Economic Development Local Income Tax (EDLIT) went to BPTC, but would end in 2028, and asked about the impact to BPTC, and about debt service. Connell said the funds were primarily used as matching funds for federal grants. The microtransit program was attached to debt service and would be absorbed internally. Rollo asked about federal and state budget challenges and Connell said he was cautiously optimistic and gave examples. When asked, Connell stated that 42% of the fleet was electric or hybrid. Sixteen new buses were forty feet and had an extra battery pack and could be out all day.

There was no public comment. There were no council comments.

The motion to adopt Appropriation Ordinance 2025-12 received a roll call vote of Ayes: 9, Nays: 0, Abstain: 0.

4.3. Appropriation Ordinance 2025-13

An Ordinance Adopting a Budget for the Operation, Maintenance, Debt Service, and Capital Improvements for the Water and Wastewater Utility Departments of the City of Bloomington, Indiana for the Year 2026

Daily moved and Piedmont-Smith seconded that Appropriation Ordinance 2025-13 be introduced and read by title and synopsis only. The motion was approved by voice vote. Bolden read the legislation by title and synopsis.

Daily moved and Piedmont-Smith seconded to adopt Appropriation Ordinance 2025-13.

Katherine Zaiger, Utilities, Director, summarized the budget which had no changes since the budget hearings.

Joshua Stockton, employee at the water treatment plant, formally invited council to tour the facilities.

Flaherty appreciated the Utilities Services Board for their diligence and thoughtful questions. He served as a non-voting member. He had high confidence in the board and its members.

The motion to adopt Appropriation Ordinance 2025-13 received a roll call vote of Ayes: 9, Nays: 0, Abstain: 0.

5. ELECTED OFFICIAL SALARY DISCUSSION [7:34pm]

Stosberg delineated the discussion period starting with statements from the mayor and clerk.

Mayor Kerry Thomson stated that the previous year, she had asked council to establish principles for elected officials' salaries to be evaluated each year, and was making the same request. Ideally, salaries were set with a single comprehensive set of principles. Non-union staff salaries were based on market. The Association of Indiana Municipalities (AIM) tracked salaries and in the recent rankings, Bloomington's mayoral salary ranked sixth in the state soon to be seventh, council ranked seventh, and clerk ranked third. She believed it was important to adjust the salaries for population size and scope of job, especially since not all elected officials had the same level of responsibility. Once the salaries were set, they could not be decreased. She referenced the idea of the mayor and clerk being paid as department heads, and stated there were three underpaid department heads based on the current salary structure. She suggested that elected officials receive a 2.7% COLA.

Clerk Nicole Bolden stated that it would be ideal to separate salary ordinances for clerk, council, and mayor. She believed a COLA increase for elected officials, to parallel that of the civil city staff, was appropriate, until there was a better understanding of impacts to city revenue due to state laws that would impact the 2028 election cycle. When the committee considered different processes, she offered perspectives on the options and would continue to do so if invited to. She clarified that the AIM salary study included self-reported data and was not fully inclusive. Reviewing second class cities' salary ordinances, or Gateway, for the information was best. She noted that while it was true that councilmembers, clerk, and mayor knew what the salary was prior to running for office, it was also true that salaries were set yearly, and not for a term. She reiterated that a COLA increase was appropriate and she was happy to participate in further discussions.

There was robust council discussion on COLA increase, revenues, principles for setting salaries in the future, and whether there should be a systemic, values-base, and a repeatable method for setting elected officials' salaries. Timing for implementing a new salary, recommendations from the previous committee, potentially not having a COLA, salaries for 2026 and then future years, and what guiding principles to use was deliberated. Council analyzed work done by the committee the previous year and its recommendations, and how that could be used to reconsider setting salaries. Council could compare other second class cities, workload for councilmembers, and the use of a consultant. Bolden reminded everyone that the committee had looked at all second class cities, salary data for the mayor, council president, council, and clerk. Additional data that had been analyzed was elected official salaries over a period of years for Bloomington, salaries for mayoral appointees and staff, population, and frequency of council meetings for second class cities. Using a percentage of the mayoral salary for councilmember salaries was considered as well as pay per regular meeting. Bolden reiterated that the committee had considered a large amount of relevant data. She noted that the cost of living should be considered when comparing Bloomington to other second class cities. She believed council should be paid more. More discussion included non-permanent salary increases, and the general assumption that salaries should be increased. Stosberg clarified that the committee had not started with the assumption that salaries should be increased. Flaherty stated that he supported Clerk Bolden's suggestion of separating the salary ordinances for clerk, council, and mayor. Rollo believed the

committee had not been able to bring their recommendations to the full council prior to being included in a packet; the timing had not been ideal. Rosenbarger believed it was important to trust the process. Flaherty made suggestions on how to consider criteria for any salary increases.

Bolden reminded council and Mayor Thomson that two appropriation ordinances needed to be signed that evening.

6. COUNCIL SCHEDULE [8:24pm]

Stosberg reviewed the upcoming council schedule.

7. ADJOURNMENT [8:25pm]

Stosberg adjourned the meeting.

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

APPROVE:

ATTEST:

Isak Nti Asare, COUNCIL PRESIDENT

City Clerk Nicole Bolden

Clerk’s Note: The above minutes summarize the motions passed and issues discussed rather than providing a verbatim account of every word spoken. Bloomington City Council meetings can be watched on the following websites:

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To: City of Bloomington Common Council
Cc: Gretchen Knapp, Deputy Mayor; Adam Wason, Director, and Cassie Werne Special Projects and Operations Manager, Public Works; Andrew Cibor, Director, Engineering; Tim Street, Director, Parks and Recreation; Mike Diekhoff, Chief, Bloomington Police Department; Roger Kerr, Chief, Bloomington Fire Department; Michael Shermis, Special Projects Coordinator, Community and Family Resources; Lisa Lehner, Council Attorney
From: Chaz Mottinger, Special Projects Manager, and Jane Kupersmith, Director, Economic and Sustainable Development
Date: January 27, 2026
Re: 2026 Outdoor Dining Program - revised

Executive Summary

City staff recommends that the Board of Public Works Program Guidelines for the City's 2026 Outdoor Dining Program focus on parklet improvements and space activation while allowing Kirkwood Avenue to remain open to vehicular traffic year-round. Data show an 8% decline in average daily visits from 2024 to 2025, despite event activity that increased by 57%, and a 16% increase in program days. Staff will target resources to improve and expand the parklet program and infrastructure, enhance major events (like Taste of Bloomington and Pridefest), and create smaller promotional events in partnership with businesses to activate the broader corridor and attract visitors to the Kirkwood and downtown corridor.

This memo shares goals, current outcomes, 2026 recommendations, background, and process information in order to finalize legislative and implementation recommendations before taking this before the Board of Public Works. Draft parklet guidelines are included with this document. City staff has engaged with businesses, residents, economic development partners, City staff, and Common Council members. Staff has leveraged Downtown Strategies, the consultant building the downtown action plan for Downtown Bloomington Inc., and Placer.ai data to inform recommendations.

Program Goals

The broader Outdoor Dining program aims to create a vibrant downtown corridor that strengthens economic development by drawing residents and visitors to Kirkwood Avenue and the heart of our community. The following are key program goals:

- **Safety as a Core Priority:** Pedestrian safety is a non-negotiable priority given the adoption of the SS4A Safety Action Plan.
- **Quality of Place:** Kirkwood should function as a cultural destination for residents of Bloomington, neighboring communities, and all other visitors.
- **Fair Implementation:** The program must serve all stakeholders—residents, businesses, and visitors—without disproportionately impacting accessibility or economic opportunity.

ADA compliance, delivery logistics, and parking solutions must be integrated into the long-term design to ensure inclusivity.

- **Economic Development:** The program seeks to foster a business-friendly climate that supports a range of businesses and creates economic activity in the downtown corridor.
- **Comprehensive Approach:** Piecemeal solutions are no longer viable. Permanent infrastructure, activation programming, and financial sustainability are critical to achieving the program's long-term objectives.

Current Status

While program successes show potential for an improved program model, challenges make the 2025 Kirkwood program model unsustainable for a variety of reasons concerning community members, City staff, and businesses.

Successes

- **Economic Boost:** Some restaurants and bars reported increased foot traffic and sales during closures.
- **Enhanced Walkability:** Survey respondents enjoyed pedestrian-friendly spaces and increased vibrancy.

Challenges

- **Economic Decline:**
 - Some retail and service businesses report decreased visits due to parking and delivery issues. Overall visits declined 8% from 2024 to 2025, despite a 57% increase in events and 16% more program days.
- **Beautification and Infrastructure Constraints:**
 - No permanent pedestrian infrastructure (e.g., curbless streets, shade structures, seating, ADA-compliant features).
 - Lack of hardscape improvements leads to underutilized or desolate blocks when not actively programmed.
 - At this time, City-funded infrastructure enhancements such as lighting, seating, shade, and other beautification efforts are not feasible due to budget limitations, as well as ongoing challenges related to unhoused residents in the area.
- **Limited Staff Capacity for Activation:**
 - City staff does not have capacity for continuous programming or management of a fully enclosed Kirkwood.
 - There is a resource strain on city divisions (Street, Sanitation, Parking) for setup, maintenance, and event coordination.
- **Limited Community and Business Activation:**
 - Outside major festivals and restaurants participating in outdoor dining, Kirkwood lacked daily activity.
 - Lack of infrastructure (shade, tables) reduced interest in programming, but infrastructure had to be removed to prevent undesired activity.

- **Public Safety Concerns:**
 - When there were no special events, the closed streets invited negative activation such as crowd surges, violence and threats of violence, and high-risk behaviors. City staff had to remove existing infrastructure to prevent undesirable behavior.
 - Emergency access and delivery logistics became more complex.
 - Illegal parking near bollards and congestion in alleyways occurred regularly.
- **Accessibility Concerns:**
 - Businesses reported difficulties with product delivery, ride-hail services, and food delivery driver access, negatively impacting customer convenience.
 - Businesses and contractors report issues relating to access for general maintenance such as pumping grease interceptors, sign maintenance, chiller repair, etc.
 - Community members report accessibility concerns including wheelchair access, curb cuts, and proximity of parking or drop-off points.
 - Community members report minor frustrations with adjacent street patterns and signage, trouble with accessing businesses.

When looking at 2025 successes and challenges, lessons learned emphasize the need for continuous activation, predictable funding, permanent infrastructure, balanced and continuous stakeholder engagement, and coordination with other activities across the city.

Fiscal Impact

- **Parking Revenue Loss:** Estimated at \$80,000 annually, with no current offset strategy.
- **Program fees:** In 2025, revenue from the Kirkwood Program was \$17,500.
- **Operational Costs and Resource Allocation:** There are increased overtime fees for bollard installation, sanitation, and event coordination. City support of business management (i.e., removing bollards for grease interceptor maintenance) has ongoing costs. Increased trash accumulation in closed blocks but inability to street sweep means additional increase in costs to maintain as well as inability to truly clean. Street and Sanitation Divisions face higher workloads (especially in the 400 block), while activation programming requires additional Public Works and ESD staff time and budget.

2026 Recommendations

- Downtown activation
 - Continue to support and implement high-quality, large downtown festivals through the Right-of-Way Special Events process led by Public Works.
 - Implement activation through organized, small-scale promotional events in partnership with the activation consultant and downtown businesses.
- Parklet enhancement
 - Update and improve the parklet program to increase comfort and accessibility.
 - Require level platforms at sidewalk grade.
 - Encourage more greenery, shade, and lighting.
 - Find an alternative solution to orange jersey barricades for future use.
- Long-term planning

- Prepare for 2027 Kirkwood Corridor Study led by Planning with participation from ESD focused on both safety and economic development.
 - Issue RFP / RFQ in 2026.
 - Secure funding via 2027 budget process.
- Continue annual reviews of closures' impacts on residents, businesses, and city operations.

Background

In response to the COVID-19 pandemic, the City of Bloomington created an economic development program to help businesses in need. Ordinance 20-11 suspended portions of the Bloomington Municipal Code during the public health emergency, allowing expanded outdoor seating and temporary closures of Kirkwood Avenue for social distancing.

The Common Council extended these measures through 2021. In 2022, Ordinance 22-01 established the expanded outdoor dining program more fully, allowing parklets and enhanced pedestrian seating. Annual renewals continued through 2023. In 2024, full street conversion was suspended due to the Clear Creek Reconstruction project, requiring Kirkwood to remain open for traffic flow.

In 2025, the Common Council authorized Ordinance 2025-02, which supported indefinite seasonal closure and continuation of the parklet program. This ordinance eliminated the need for annual visits to Common Council to approve the program and reduced uncertainty for businesses by making the closure permanent, while leaving details of that implementation, including which blocks are closed or open, up to staff. Each year program guidelines are required to be presented to the Board of Public Works for approval.

What began as an emergency response during the pandemic has evolved into a shared community vision: creating a vibrant third space on Kirkwood Avenue, the City's gateway from town to gown in the heart of Bloomington. The Expanded Outdoor Dining Program and seasonal Kirkwood closures demonstrated strong community support, but the way they are currently able to be implemented, these measures are incomplete solutions.

Kirkwood is central to Bloomington's economy, attracting visitors locally, regionally, and nationally. Tourism is a major economic driver in Bloomington and Monroe County: in 2023, the most recent available data from Visit Bloomington, Monroe County saw \$509.4 million in visitor spending, generating a \$309 million total economic impact. With the Bloomington Convention Center opening in 2027, visitor activity—and demand for a vibrant Kirkwood corridor—will only increase.

To deliver what residents and businesses want—a thriving Kirkwood corridor that works for everyone—Bloomington needs a comprehensive vision and plan. In 2027, the Planning & Transportation Department and Economic & Sustainable Development Department will launch a corridor study for Kirkwood that will include robust resident and business input to shape the future of Kirkwood. The Kirkwood corridor study will be driven by planning best practices and will include a formal economic development analysis.

2025–2026 Process

To evaluate this program and the evolving needs of our community, staff has done the following.

- Examine Placer.ai data for visitor trends and engagement patterns.
- Conducted community engagement
 - Solicited feedback from businesses on Kirkwood and around the square
 - Solicited resident feedback
 - Engaged with community stakeholder groups—DBI, Chamber, IU
- Communicated with Council members
- Engaged departments across City Hall
- Incorporated feedback from Downtown Strategies (consultant developing the downtown action plan)

Placer

- [Placer](#) data was used to compare year-over-year activity on Kirkwood. Exports from Placer are included in the appendices. Given changes in the number of days of the closure and outdoor dining program, staff translated total visits during the closure to a daily visit rate. See the following table for details. Kirkwood Ave. experienced an increase in daily visits during 2024 when the street was open. Staff included only visits that were longer than 10 minutes. Average dwell time appears to be a bit longer when the street is closed. In 2025 Taste of Bloomington average dwell time was 87 minutes, which skewed the 2025 average. Staff was unable to pull data in a way that allowed us to exclude dwell time for a single day, making it difficult to compare dwell time year over year.

Year	Street status	Program days	Total visits to Kirkwood	Average dwell time (mins)	Average daily visits
2023	Closed	179	568,000	75	3,173
2024	Open	189	674,800	67	3,570
2025	Closed	220	729,100	80	3,314
2025 (excl. Taste)	Closed	219	715,100	NA	3,265

Community Engagement

When 50 Kirkwood and other downtown businesses were polled, there was a roughly 50/50 split between those businesses advocating for continuation/expansion and those favoring discontinuation or scaling back to parklets.

Survey data from 127 residents shows support for expansion/permanence or keeping seasonal closure but also suggested improvements, emphasizing consistent activation, amenities, accessibility, and parking and traffic clarity.

Feedback supports a pedestrian-friendly Kirkwood with a higher level of infrastructure and activation to justify closures. Additionally, some feedback indicates that survey respondents were referencing special event closures rather than ordinary closure of Kirkwood for dining.

Staff interprets the Kirkwood business feedback to be representative, given that staff engaged or tried to engage every single business on Kirkwood as well as some adjacent businesses on the square. The resident feedback that we do have is important, but unlikely to be statistically significant, given the number of respondents and the way outreach was conducted (promoted at City-sponsored events and online).

Common Council

Special Projects Manager Chaz Mottinger met with eight of nine councilmembers prior to the writing of this memo to ensure transparency and solicit feedback. Staff will present the program recommendation during a Council session on February 4th at 6:30pm in Council Chambers.

Staff

Planning, Engineering, Public Works, Public Safety, CFRD, and Parks have engaged in the planning of 2026 and support the current plan. The Planning Department and ESD will start laying the foundation for the 2027 corridor study in early 2026. Staff will continue engaging across departments on 2026 implementation and communication.

Community Stakeholders

The Chamber of Commerce indicates that it is supportive of whatever is executed well. Downtown Bloomington, Inc and Indiana University are supportive of the 2026 recommendation. Staff will continue engaging with these groups as the plan is implemented.

Downtown Strategies Recommendations

Downtown Strategies is a consulting firm that specializes in data-driven approaches to real estate, retail, design, policy, and tourism that was contracted by Downtown Bloomington, Inc. (DBI) to develop Bloomington's Downtown Action Plan. The study is complete, and the action plan is in the process of being finalized with input from members of DBI, which includes business owners, representatives of the County Council, City Council, City government, Visit Bloomington, and the Chamber. ESD staff will share the final plan with all Kirkwood stakeholders when it is finalized.

A main takeaway from Downtown Strategies' study is that well-implemented major events and targeted micro-events involving businesses create more economic benefit over time than a full street closure. Micro-events or small-scale promotions attract visitors downtown and intentionally connect them with businesses. These include art crawl, coffee crawl, scavenger hunt, instagram challenges, selfie spots etc.

Immediate Next Steps

- Continue stakeholder engagement and implement communications plan.
- Update parklet guidelines with the Board of Public Works.
- Investigate alternatives to orange jersey barriers for future years.
- Begin implementation of the Downtown Action Plan in collaboration with Downtown Bloomington, Inc., downtown businesses, DT Activation Coordinator, and internal City departments.

Conclusion

The vision for Kirkwood is clear: a safe, inclusive, and vibrant corridor that reflects our community's identity and drives economic vitality. While seasonal closures provided short-term benefits, they exposed structural and logistical limitations. Moving forward, the City will pursue permanent parklet infrastructure, enhanced amenities, and strategic activation to transform Kirkwood into a year-round destination. The proposed 2026 guidelines ensure quality, accessibility, sustainability, and cultural vibrancy, while allowing staff to take steps toward long range planning of the corridor.

Exhibit A: 2026 Outdoor Dining Program Guidelines

Timeline

- Applications available to businesses: February 20
- Deadline for submitting applications: March 6
- Final staff determination of the number and location of parklets: March 20
- Implementation of program (*weather permitting*): April 6
- Season officially begins: April 9
- End of seasonal outdoor dining program: November 9

Costs

- Businesses are responsible for any direct costs associated with using a parklet.
- Each participating business must submit a certificate of insurance to the Economic and Sustainable Development Department establishing proof of a comprehensive general liability policy naming the City of Bloomington as additional insured to the extent of at least the following which shall be in effect during the term of this authorization:
 - \$1,000,000 each occurrence
 - \$1,000,000 personal injury and advertising injury
 - \$2,000,000 products and completed operations aggregate
 - \$2,000,000 general aggregate
- Cost to businesses will be \$250 per parking space. A two-space parklet will cost \$500, 3 spaces will cost \$750.
- Businesses that share a parklet may split the cost. However, it is up to businesses to determine how to split the costs. Furthermore, both businesses will be required to provide a certificate of insurance for the required amounts.

Parklet Logistics

- Eligibility:
 - Eligibility is limited to food service establishments adjacent to metered parking in downtown Bloomington.
 - City staff will review the proposed parklets' street locations to ensure they are suitable for the program.
 - All participating businesses must agree to cease alcohol sales in parklets by midnight.
 - Eligible businesses must complete the application and payment process as outlined in this memo.

- Previously approved parklet plans and implementations do not guarantee approval for the 2026 season.
- Application process:
 - Application form will go live on the City's webpage on February 20, 2026.
 - Applications are due by March 6, 2026. Businesses may submit applications in advance of the deadline.
 - A detailed site plan drawn to scale shall be submitted with the application. This site shall indicate the location of any platforms and seating installed in the parklet as well as any street furniture/trees. Measurements should be included to show conformance with Exhibit B.
 - Fees are payable via the parklet application site by March 20, 2026.
- Parklet Implementation:
 - The participating businesses will work with City staff to install and remove parklets at the beginning and end of the 2026 season. Implementation will be coordinated by City staff.
 - City staff will fill jersey barriers with water on the installation day. Participating businesses will be required to top off the barriers with water as needed, and the barriers must remain sufficiently full for safety purposes. City staff will continue researching alternatives to orange jersey barriers and will communicate directly with businesses if an alternate solution is to be installed.
 - If the weather on April 6, 2026, is not conducive to outdoor dining, City staff may exercise discretion on the exact dates the parklets are installed.
- Kirkwood Implications:
 - Kirkwood will remain open to vehicular traffic (unless authorized by other City or state policy or practice, such as a Special Event in the Public Right of Way, construction, utility maintenance, etc.).
 - Eligible Kirkwood businesses may participate in the Parklet Program.
- Requirements for participating businesses:
 - Participating businesses are required to provide their own furniture, decorations, platforms, etc.
 - Participating businesses are required to invest in the beautification of parklet spaces through decor that meets safety standards (see Exhibit C).
 - Participating businesses must meet all requirements for their extended outdoor seating, including the Americans with Disabilities Act (ADA), Indiana Alcohol Tobacco Commission (ATC), Monroe County Health Department, safety, and insurance requirements.

- Participating businesses must meet ADA/Accessibility requirements as stated in Exhibit B.
- Participating businesses must meet all Monroe County Building Department requirements and permits for their extended outdoor spaces.
 - Decks or platforms can be up to a maximum of 30 inches in height.
 - If any portion of the decks/platforms exceed the maximum height requirement of 30 inches, construction design must be approved by the appropriate State and County building departments and a permit must be issued.
 - Decks/platforms, furniture, or anything else in spaces cannot block any building exits and must be designed to keep buildings in compliance with codes.
- Any decks or platforms constructed shall allow for adequate drainage through the gutter and not block any drainage inlets.
- Any decks or platforms constructed shall be easily removable in the event of an emergency.
- Parklet structures cannot block access to Fire Department Connections (FDCs) or Post Indicator Valves (PIVs).
- Tents and heaters are not allowed for use in the Outdoor Dining Program.
- Participating businesses must comply with Indiana Fire Code regulations.
- Businesses must remove all seating, furniture, decorations, and any other property from the parklet before the end of the program on November 9, 2026, when the parklet setups are set to come down or face fines in accordance with Title 12 of the Bloomington Municipal Code.
- Discontinuance and/or Removal
 - Failure to comply with or maintain compliance with requirements for participating businesses may result in removal of the parklet.
 - The City of Bloomington Public Works director, in consultation with the Director of Engineering, may decide to discontinue or remove all or certain parklets, at any time and for any reason.
 - In the event discontinuance or removal occurs for either of the above-stated reasons, the City shall provide each affected participating parklet entity with five-days notice.
 - If the parklet is removed by the City for reasons not related to Participant's compliance, then the parklet may be reinstalled in the same calendar year, at the City's discretion and expense. If the parklet is removed for Participant's failure to comply with

requirements, then the parklet may not be reinstalled in the same calendar year.

- All fees paid by the participating businesses are not subject to refunds, regardless of when the parklet is removed, or why it is removed. This is because the majority of costs to the City are up-front costs related to installation of barriers and compliance review and inspection.
- Any property owned by the parklet participants left in the parklet space at the end of the five days shall be removed by the City and placed in storage for thirty days, at no cost to the parklet participant. The City shall provide information to the participant regarding how and where they may retrieve their items. At the end of the thirty days, the items may be disposed of as the City deems fit.

Exhibit B: ADA/Accessibility Requirements

Parklets must conform to the Americans with Disabilities Act (ADA) guidelines and Public Right-of-Way Accessibility Guidelines (PROWAG), or have adjacent outdoor seating options which conform to the ADA and PROWAG (if applicable). It is the responsibility of the applicant to design and implement their parklet seating to be compliant. Below are guidelines that will help design your space to be compliant with the ADA, PROWAG, and the City of Bloomington's standards. The guidelines below are not expected to cover all contingencies, but rather to provide basic information that participants must adhere to.

Flush Platforms for Curb Access

- A platform flush with the curb shall be constructed. This allows easy access for all users without having to worry about slope or tripping hazards.
- Platform Surface:
 - Shall have a smooth, non-slip surface.
 - Gaps shall be no greater than ½ inch wide.
- Platforms can be up to and under 30 inches in height.
 - If any portion of the decks/platforms exceed the maximum height requirement of 30 inches, construction design must be approved by the appropriate State and County building departments and a permit must be issued.
- If a flush platform cannot be constructed, due to site constraints, a raised deck may be substituted at the discretion of the Monroe County Building Inspector and City of Bloomington Community and Family Resources Special Projects Coordinator who oversees accessibility.
 - Ramps to Deck Surface:
 - Width: The width of a ramp shall be no less than 48 inches wide.
 - Rise: The rise for any run shall be 30 inches maximum

- Handrails: Ramps with a rise greater than 6 inches shall have handrails between 34 to 38 inches vertically above the walking surface. The handrails shall extend 12 inches beyond both the top and bottom of the ramp.
 - Edge Protection: Ramps shall have edge protection a minimum of 4 inches above the ramp surface.
 - Landings: The landing clear width shall be at least as wide as the ramp. The landing clear length shall be a minimum of 60 inches long. Ramps that change direction at the landing shall have a clear space a minimum of 60 x 60 inches.
- Decks/platforms, furniture, or anything else in spaces cannot block any building exits and must be designed to keep buildings in compliance with codes.
- Any decks or platforms constructed shall allow for adequate drainage through the gutter and not block any drainage inlets.
- Any decks or platforms constructed shall be easily removable in the event of an emergency.
- Platforms or structures cannot block access to Fire Department Connections (FDCs) or Post Indicator Valves (PIVs).
- Further information can be found in the 2010 ADA Standards for Accessible Design:
 - o Section 302 Floor or Ground Surfaces
 - o Section 405 Ramps
 - o Section 505 Handrails

Accessible Seating

- While it is encouraged that all seating be wheelchair accessible, it shall be required that a minimum of at least **1 seat for every 25** to remain accessible. Seating can be made accessible by following the guidelines below:
 - o If only one accessible table is provided, it shall be placed closest to the accessible route into the parklet.
 - o Table Height: The table shall be **28-34 inches** from the ground to the underside of the table.
 - o Knee Space: There shall be at least **27 inches** of vertical knee space from the underside of the table, and at least **30 inches** wide.
 - o Clearance: There shall be a clear floor space of at least **30 by 48 inches** around the accessible seating.
 - o Availability: Accessible seating shall be available without necessitating the moving/removal of furniture.
 - o Comparable Amenities: Accessible seating shall share all of the same amenities as non-accessible seating.
- Further information can be found in the 2010 ADA Standards for Accessible Design:
 - o Section 221 *Assembly Areas*
 - o Section 306 *Knee and Toe Clearance*

- o Section 902 *Dining Surfaces and Work Surfaces*
- Further information can be found in the PROWAG:
 - o Section R405 Knee and Toe Clearance

Exhibit C: Beautification Guidelines

Several options are available to outdoor dining program participants for beautification. Examples of parklet + block beautification may include, but are not limited to, the adornment of art, accessibility alterations, or cosmetic improvements, all per guidelines listed in this “Exhibit C: Beautification Guidelines.” Given the potential costs for professional parklet beautification, employing cost-friendly and easy-to-implement solutions is crucial, as businesses will bear the costs. Businesses should work with City staff to determine appropriate beautification options for the spaces. **No permanent physical changes can be made to the streetscape.**

Beautification Options

- Additional seating platforms
 - o Outside of their uses associated with outdoor dining, spaces installations may include wooden or metal benches, platforms, ramps, or additional forms of seating to compensate for increased customer capacity and general community interactions.
- Adornment of art
 - o Program participants are encouraged to use a variety of art sources to beautify spaces such as a collaboration with local artists and the utilization of murals.
- Space greenery
- Additional lighting
 - o Please review the Bloomington Municipal Code section 20.04.090 for compliance.
- Further cosmetic and logistical improvements
 - o More options for cosmetic improvements include the use of budget-friendly space dividers, outdoor rugs/flooring, temporary installations of menu/special boards, spaces dedicated for bike parking, and the inclusion of interactive features.

Appendices

[Downtown Corridor Map](#)

Placer.ai data

Placer.ai uses geolocation of mobile apps to determine the number of phones in a specific location, at a particular date and time. Furthermore, the numbers are affected by people who do not carry mobile phones, or those who carry multiple. Placer.ai has indicated this method estimates attendance with approximately 90% accuracy.

Third party Placer reports can be found in this [folder](#).

[2025-2026 Resident Survey](#)

[2025 Business Survey](#)



CLERK NICOLE BOLDEN

CITY OF BLOOMINGTON

401 N Morton St, Ste. 110
Bloomington, IN 47404

OFFICE OF THE CITY CLERK

812.349.3408

clerk@bloomington.in.gov

To: Members of the Common Council

From: Clerk Nicole Bolden

Date: 29 January 2026

Re: Interview Committee Recommendations for Board and Commissions

The Common Council interview committees have made recommendations for appointments to the following boards and commissions:

Interview Committee Team A Recommendations:

- For the Animal Control Commission - to reappoint Sita Cohen to seat C-1.
- For the Commission on the Status of Black Males- to reappoint Siddhu McLeod to seat C-2.
- For the Commission on Aging - to reappoint Wendy Rubin to seat C-1.
- For the Board of Zoning Appeals - to reappoint Jo Throckmorton to seat C-1.
- For the Bloomington/Monroe County Human Rights Commission - to reappoint Kathleen Bensberg to seat C-2.
- For the Board of Housing Quality Appeals - to reappoint Zoe Zollman to seat C-2.

Interview Committee Team B Recommendations:

- For the Digital Underground Advisory Committee - to reappoint Andy Koop to seat C-2.
- For the Commission on the Status of Women- to reappoint Cee-Cee Swalling to seat C-1, Shayla George to seat C-2, and Patty Moon to seat C-3.
- For the Dr. Martin Luther King Jr. Birthday Celebration Commission - to reappoint James Sanders to seat C-2.
- For the Community Advisory on Public Safety Commission - to appoint Michael Burton to seat C-2, to reappoint Sharon Wainshilbam to seat C-3, and reappoint Karshin Nair to seat C-5.
- For the Environmental Commission - to reappoint Mitchell Owen to seat C-3 and reappoint Shannon Gayk to seat C-4.
- For the Utilities Service Board - to reappoint Megan Parmenter to seat C-1.

Interview Committee Team C Recommendations:

- For the Redevelopment Commission - to reappoint Randy Cassady to seat C-1 and reappoint Deborah Myerson to seat C-2.
- For the Commission on the Hispanic and Latiné Affairs - to reappoint Dinorah Sapp to C-1 and reappoint Maria Puscama to seat C-4.
- For the Commission on Sustainability - to appoint Christopher Miles to seat C-4 and to reappoint Zachary Ammerman to seat C- 5.
- For the Commission on the Status of Children and Youth - to reappoint Joseph Shing to seat C-2 and to appoint Treyanna Moten to seat C-4.

Mayoral Appointment Recommendations *:

- For the Historic Preservation Commission - to appoint Jeff Goldin to seat M-4, Karen Duffy to seat M-7, John Butler to seat M-8, and Abby Hanson to seat M-9.

**Per Bloomington Municipal Code 2.16 - Appointments made by the mayor to the Historic Preservation Commission are subject to the approval of the Common Council.*

Contact

Clerk Nicole Bolden, 812-349-3408, clerk@bloomington.in.gov

Jennifer Crossley, Deputy Clerk of Communications and Outreach, 812-349-3403, jennifer.crossley@bloomington.in.gov

Ordinance 2026-04 to Amend Title 2 of the Bloomington Municipal Code Entitled “Administration and Personnel” to Consolidate and Amend Boards and Commissions Provisions in Chapters 2.02, 2.08 and 2.12

Preamble

Whereas, provisions governing boards and commissions appear in several chapters of Title 2 of the Bloomington Municipal Code; and

Whereas, Common Council finds that clarity will be promoted by consolidation of these provisions into a single chapter of Title 2 in the Bloomington Municipal Code; and

Whereas, Common Council finds that public trust will be enhanced by adoption of a code of conduct applicable to all members of boards and commissions; and

Whereas, Ordinance 2025-05 amended Bloomington Municipal Code paragraph 2.12.100(8)(B) to integrate “community resilience” into the operational philosophy of the Bloomington Commission on Sustainability; and

Whereas, on November 18, 2025, the Bloomington Commission on Sustainability (BCOS) unanimously adopted a resolution requesting that Common Council consider renaming the Bloomington Commission on Sustainability to the Bloomington Commission on Sustainability and Resilience, pursuant to Bloomington Municipal Code paragraph 2.12.100(8)(B), which empowers BCOS to advise and make recommendations to Common Council;

Whereas, Common Council finds that renaming the Commission will provide a more complete definition of the Commission’s areas of work and will facilitate the Commission’s ongoing efforts in public education and identifying mission-aligned community partners.

Be It Ordained by the Common Council of the City of Bloomington, Monroe County, Indiana, That:

Section 1: Delete Boards and Commissions General Provisions from Chapter 2.08 Entitled Executive Branch.

Section 2.08.020 of the Bloomington Municipal Code entitled General Provisions is hereby amended to remove all provisions concerning boards and commissions. Specifically, the reference to city boards, commissions and councils in the introductory sentence is deleted, and subsections (2) through (12) and subsection (14) are deleted as reflected in Attachment A.

Section 2: Add Boards and Commissions General Provisions to Chapter 2.02 Entitled Boards and Commissions.

A new section 2.02.050 entitled General Provisions is hereby added to Chapter 2.02 of the Bloomington Municipal Code as reflected in Attachment A. This new section shall incorporate the general provisions removed from Chapter 2.08 as addressed in Section 1 of this ordinance. The new section shall include a new Code of Conduct subsection and amend the Removal for Cause subsection to allow removal of a member for violations of the Code of Conduct.

Section 3: Delete Chapter 2.12 Entitled Boards, Commissions and Councils and Add All Sections to Chapter 2.02 Entitled Boards and Commissions.

Chapter 2.12 of the Bloomington Municipal Code entitled Boards, Commissions and Councils is hereby deleted in its entirety as reflected in Attachment A. The sections of this chapter are hereby added as new sections to Chapter 2.02 of the Bloomington Municipal Code entitled Boards and Commissions as reflected in Attachment A.

Section 4: Changing the Name of the Bloomington Commission on Sustainability.

The name of the Bloomington Commission on Sustainability is hereby changed to the Bloomington Commission on Sustainability and Resilience as reflected in Attachment A.

Section 5: 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 6: Effective Date.

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

Passed

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

Isak Nti Asare

President, City of Bloomington

Attestation of Bloomington City Clerk:

Nicole Bolden

Clerk, City of Bloomington

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

Nicole Bolden

Clerk, City of Bloomington

Signed and approved by me upon this upon the _____ day of _____, 2026:

Kerry Thomson

Mayor, City of Bloomington

Synopsis

This ordinance sponsored by Councilmember Piedmont-Smith consolidates Title 2 provisions regarding boards, commissions and councils into a single chapter, adds code of conduct provisions, and renames the Bloomington Commission on Sustainability to the Bloomington Commission on Sustainability and Resilience.

Ordinance 2026-04 - Attachment A

Chapter 2.02 - BOARDS AND COMMISSIONS

2.02.050 - General Provisions

The following provisions apply to the city's boards, commissions and councils, with the exception of the common council.

- (1) **Terms.** The terms for all boards, commissions, and councils established under this title shall, after having been established in a staggered manner, be for a period of two years and expire on January 31st. For all such boards, commissions, and councils in effect on December 1, 2014, the terms shall be as set forth in the Proposed Board and Commission Term Expiration Dates, which is hereby adopted and incorporated by reference into the code. In compliance with Indiana Code § 36-1-5-4, two copies of the proposal shall be on file in the office of city clerk for public inspection. For all boards, commissions, and councils established after December 1, 2014, the manner for achieving staggered terms shall be set forth in the enabling legislation and shall spread the expiration dates as evenly as is practicable between the appointing authorities and over all of the appointments.
- (2) **Residential Requirement.** All appointments to city boards, commissions and councils shall be made from residents of the city except those positions that are directed otherwise by state law or city ordinance. If a city employee is appointed to a city board, commission or council by virtue of the employment position, the residency requirement may be waived. In the event a member of a board, commission, or council no longer resides in the city, the member shall resign immediately and notify the appropriate appointing official or body.
- (3) **Code of Conduct.** Appointees to boards, commissions and council shall comply with a code of conduct that is maintained by the clerk's office. The clerk's office shall present the code of conduct to each appointee for review and signature.
- (4) **Removal for Cause.** Except for appointees who serve at the pleasure of the mayor, a member of a board, commission or council may be removed for cause. Cause shall include, but not be limited to, violations of the code of conduct specified in subsection (3) and excessive absenteeism. Excessive absenteeism is a failure to attend three consecutive regularly scheduled meetings of the board, commission, or council or four regularly scheduled meetings in any twelve-month period; provided, that any member may submit in writing to the appointing authority any extenuating circumstances. Such written submission shall be made within five business days before the formal decision to remove is

reached. Acceptance of extenuating factors by the appointing official or body puts the member on notice that further excessive absenteeism shall result in removal.

- (5) Vacancies by Death, Resignation—Failure to Appoint. In the event that a vacancy occurs in the membership of a board, commission, or council through resignation or death, the appointing authority shall appoint a person to fill the unexpired term of the resigned or deceased member. If a member's term has expired, but the appointing authority has failed to act, the appointment of the member whose term has expired carries over until the appointing authority reappoints or appoints a successor.
- (6) Majority Vote. Majority vote means a majority of the members of a board, commission or council who are present and voting.
- (7) Quorum. Unless otherwise specified, a majority of the members serving on a board, commission or council, excepting the nonvoting ex officio members, constitute a quorum for purpose of conducting the official business of the board, commission or council.
- (8) Parliamentary Procedure. Meetings of all boards, commissions and councils shall be conducted according to procedures set forth in Roberts Rules of Order.
- (9) Officers. Each board, commission and council shall elect a chairperson, secretary, treasurer, and such other officers as may be necessary. Such entity may appoint a non-member to serve as secretary.
- (10) Duties of the Secretary. The secretary of each board, commission or council shall keep for every meeting written minutes in which the results of any vote are recorded and, when appropriate, specific findings of facts and conclusions are set forth.
- (11) Special Meetings. A special meeting of a board, commission or council may be called by the chairperson, the mayor, or by a majority of the members then serving on the board, commission or council requesting such meeting in writing. Upon receiving such request, the chairperson shall thereafter call a special meeting to be held within twenty days.
- (12) Office Space and Staff. Provision of office space and staff to boards, commissions and councils shall be at the discretion of the mayor, subject to common council appropriation approval.
- (13) The intentional display of firearms is prohibited at any public meeting of the city's boards, commissions and councils.

2.02.060 Animal care and control commission.

The commission shall be composed of six members.

(1) Appointments. Three members shall be appointed by the mayor, two by the common council, and one by and representative of the Monroe County board of commissioners.

(2) Qualifications. One of the mayor's appointees shall be a licensed veterinarian who is a resident of Monroe County and one shall be a member of the Monroe County Humane Association. The representative from the Monroe County board of commissioners must reside in Monroe County.

(3) Meeting. Regular meetings shall be held once every month as called by the chairperson.

(4) Powers and Duties. The commission's powers and duties include, but are not limited to the following:

(a) Formulate, adopt, and implement policies, principles, and standards for humane treatment and control of all animals in the city;

(b) Review the decisions and actions of the director of the animal care and control division and any animal care and control officer in any matter related to the enforcement of this chapter, if a written request for a hearing is received from the complaining animal owner within ten days after that action is taken; and

(c) Make recommendations to the mayor and the common council as to necessary ordinances concerning the care, treatment and control of animals; and

(d) In carrying out its duties, consider public health and the safety of residents, as well as ecosystem health and services; and

(e) Submit an annual report, in writing, to the mayor and common council.

2.02.070 Bloomington Arts Commission.

(a) Public Policy and Purpose. The City of Bloomington recognizes that the arts are an important part of the culture and economy of the community, and that the city has a responsibility to foster an environment conducive to the community's participation in the arts. The conservation and development of the city's artistic resources are essential to the social, educational, and economic vitality of the city. Artists, works of art, and

artistic institutions contribute to the quality of life and the general welfare of the citizens of Bloomington. The Bloomington Arts Commission seeks to provide inclusive and equitable opportunities to all artists and community members, especially those who have been under-served.

The Bloomington Arts Commission strives to develop and enhance the Bloomington arts community by:

- (1) Supporting local artists and artist groups;
- (2) Engaging Bloomington residents in arts across genres;
- (3) Facilitating connections between City of Bloomington staff, artists, and artists groups; and
- (4) Commissioning public arts works by local, regional, and national artists.

(b) Definitions. As used in this section unless the context clearly requires otherwise:

- (1) "Commission" means the Bloomington Arts Commission as created in this section.
- (2) "Public art project" means an original work of high quality art of any medium, which is created by an artist or artists, which belongs and is accessible to the public.

(c) Appointments. The commission shall consist of eleven members. Six members shall be appointed by the mayor and five by the common council.

(d) Qualifications. All members of the commission shall have a demonstrated commitment to the arts. To the extent possible, priority shall be given first to ensuring a broad representation of professional artists from the disciplines of the visual, performing and literary arts and then to arts administrators and arts consumers and to representatives from the education and business communities.

(e) Terms. Members shall serve terms of three years. Members having served two consecutive three-year terms may not be reappointed until one year has passed from the end of the second term. Terms shall be staggered, with four members' first term ending within one year; three members' first term ending within two years, and four members' first term ending within three years after their initial appointment, so that no more than five members will leave the commission at the end of each term, which will be the thirty-first day of January.

(f) Powers and Duties. The commission's powers and duties include, but are not limited to, the following:

- (1) Adopt administrative rules and regulations, adopt procedures, conduct activities and form committees necessary to conduct the commission's business;
- (2) Develop, administer, and promote programs to achieve the commission's purpose;
- (3) Inform and advise the common council, city administration, and city boards and commissions on current arts issues and large-scale strategic planning projects for the arts; and
- (4) Submit an annual report, in writing, to the mayor and common council.

2.02.080 Percentage for the Arts Program.

A policy is established to include works of art and design services of artists in capital projects of the city.

(a) Purpose. The city through the Bloomington Arts Commission accepts responsibility for expanding the community's experience with art by bringing art to public places. Public art has enabled people in all societies to better understand and enrich their individual and collective lives. In order to sustain our economic and cultural vibrancy, the city supports public art and the artists who make it possible. A policy is therefore established to include works of art and/or design services of artists in certain city capital projects.

(b) Definitions. For the purposes of this chapter the following terms shall have the following meanings:

"Annual public art projects plan" means a prioritized list of art projects, with budgets and recommended design approach, developed by the commission in consultation with city departments anticipating capital projects.

"City building" means a fixed structure with walls and a roof that will be owned by the city.

"City capital project" means any permanent capital project paid for, wholly or in part, by the city to construct or remodel any building, structure, park, utility, street, sidewalk, or parking facility, or any portion thereof, that will be owned by the city.

"Commission" means the Bloomington arts commission.

"Construction costs" means the cost of the project excluding costs for acquisition of land, design, and financing.

"Funds" means a source of money for construction projects from which art is not precluded as an object of expenditure.

"Guidelines" means a document that outlines how the city will implement the arts program, which shall include but not be limited to methods for the selection of artists, for selection and placement of works of art and for the education and promotion of public art.

"Landscaping" means areas, including the pedestrian portions of streetscapes, where by grading, placing concrete or rock, or planting vegetation, the natural features of a site are made more attractive.

"Municipal arts fund" means a dedicated fund for administration of the public art program.

"Parks facilities" means amphitheaters, fountains, pools, pedestrian ways, sports areas and other improvements where people gather or play.

"Public art" is an original work of art of the highest quality created by an artist, artists, or a collaboration of design professionals which belongs and is accessible to the public, is integrated into the site, and enhances the quality of city life.

(c) Bloomington Arts Commission Authority. The commission shall:

(1) Prepare a set of guidelines for carrying out the city's public art program which shall be submitted in the form of resolutions to the board of park commissioners, the board of public works and the common council.

(2) Review the city's annual capital improvement plan with city officials and jointly submit an annual public art projects plan to the appropriate board having responsibility over the project for their recommendation and to the common council for their approval. The annual public art projects plan, which may be incorporated into the annual capital improvement plan, shall be submitted to the common council for their consideration at the same time as the civil city budget.

(3) Encourage and pursue additional funds for the program which may be deposited in the municipal arts fund.

(4) Acquire works of art, retain consultants or hire employees, and take other reasonable measures within its appropriations to administer the public art program.

(d) Criteria for the selection and placement of public art. The following criteria shall be used for the selection and placement of public art:

(1) Public art shall be located in areas where residents and visitors live and congregate and shall be highly accessible and visible;

(2) Areas such as the entryways, downtown, neighborhoods, and the parks shall be treated as separate areas that deserve separate attention in the guidelines;

(3) Since public art has a significant effect on the lives of those who frequent public places, public art should reflect enduring, and not transitory, artistic concepts;

(4) Public art shall reflect the cultural and ethnic diversity of this city without deviation from a standard of excellence; and

(5) Selection shall also take into account appropriateness to the site, permanence of the work in light of surrounding environmental conditions, maintenance requirements, quality of work, likelihood the artist can successfully complete the work within the available funding, and works of art already in the public art collection.

(e) Funds for Works of Art. Appropriations for certain city capital projects shall include an amount not less than one percent of the city's contribution to the estimated construction costs of the project for public art. These city capital projects shall include the construction or renovation of all city buildings, and shall be otherwise limited to the construction of parks facilities and the landscaping portion of major projects that are approved in the annual public arts projects plan.

(f) Municipal Arts Fund. The funds for public art include the allocation of one percent of the construction costs of certain city capital projects along with donations, grants, and all other appropriations for public art. Those funds shall be deposited in a municipal arts fund unless they are for a city capital project, in which case, they may be kept as other funds for capital projects are kept.

Expenditures from this fund may be used for design services of artists and for the selection, acquisition, commissioning, and display of art works, for maintenance, and

administration of the program as outlined in the guidelines and annual public art project plan. Funds approved as part of one project, but not deemed necessary in total or in part for said project, may, if not precluded by any law, be expended on other projects or purposes approved in the annual public art project plan.

2.02.090 Environmental commission.

(1) Purpose. It is declared to be the public policy of the City of Bloomington and the purpose of this section to promote the stewardship and preservation of the city's environment and natural resources by seeking out and responding to emerging issues, addressing them with sound long-term policy recommendations, and increasing local environmental awareness and engagement.

(2) Appointments. The commission shall consist of twelve members, six appointed by the mayor and six appointed by the common council.

(3) Qualifications. Preference for appointments shall be given to persons with expertise in environmental fields.

(4) Meetings. The commission shall meet a minimum of once each month.

(5) Powers and Duties. The commission shall have the following powers and duties:

(a) To adopt administrative rules and regulations for the conduct of its business.

(b) To encourage, conduct, synthesize, and report on studies, investigations, and research relating to emerging issues in Bloomington and make recommendations to the appropriate public and private bodies.

(c) To collect and disseminate information through outreach efforts that encourage engagement and personal commitment to strengthening Bloomington's environmental health.

(d) To collaborate with all departments and governmental branches of the city concerning the impacts of their operations and policies on the city's environment and natural resources, through the development and distribution of reports, memos, and resolutions.

(e) To work with city staff to apply for, provide input on, accept, receive and administer grants or other funds or gifts from public or private agencies for the purpose of carrying out any of the provisions or purposes of this section. Such funds received by the

commission pursuant to this subdivision shall be deposited in accordance with the administrative regulations of the commission.

(f) To cooperate with partners or groups within or outside of Bloomington on matters of environmental well-being such as responsible stewardship of biodiversity, air and water quality, and land use.

(g) Submit an annual report, in writing, to the mayor and common council.

2.02.100 Transportation commission.

(a) Purpose. The transportation commission (hereinafter referred to as "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.

(b) Appointments. The commission shall consist of nine members, none of whom may hold any employment, elected, or appointed position with the city, unless specifically permitted as outlined in this section:

(1) One member appointed by the mayor shall be a member from the council for community accessibility or a designated representative. The council for community accessibility shall submit a list of at least three names to the mayor for consideration;

(2) One member appointed by the public transportation corporation board of directors shall be a member or a designated representative, including from among staff of the corporation;

(3) One member appointed by the plan commission shall be a member or a designated representative;

(4) One member appointed by the board of public works shall be a member or a designated representative;

(5) One member appointed by the common council shall be from among its membership;

(6) Two members shall be appointed by the council, and shall be residents living within city limits who have experience using forms of travel other than personal motor vehicles as their primary method of transportation;

(7) Two members shall be appointed, one by the mayor and one by the council, and shall be residents living within the city limits. Preference for appointments shall be given to board members, employees, or other formal volunteers with Monroe County Community School Corporation, especially as involved in safe routes to school, pollution reduction, and school bus utilization; and members of community organizations dedicated to serving marginalized groups, especially safety-marginalized transportation users.

(c) Terms. Members appointed from the membership of the public transportation corporation board of directors, plan commission, board of public works, and common council shall serve a term coextensive with their terms on the body from which they were appointed or until that body appoints another at its first regular meeting of the year. Members appointed from the council for community accessibility, members who are acting as appointed representatives, and members appointed by common council who are not among its membership shall serve a two year term.

(d) Powers and Duties. The commission's powers and duties shall include, but are not limited to:

(1) Coordinate, supervise, and, when necessary, approve transportation-related studies, plans, consultant reports, activities, programs, and projects, including acting as a standing steering committee for future transportation related studies, plans and plans updates, and grant programs.

(2) Review all transportation projects, proposed changes to Title 15 (Vehicles and Traffic), relevant proposed changes to Title 12 (Streets, Sidewalks and Storm Sewers), and other applicable changes to the Bloomington Municipal Code to determine if the proposed change:

(A) Is consistent with the comprehensive plan and other applicable city adopted plans;

(B) Is consistent with the best practices for eliminating all transportation-related fatalities and serious injuries within the city;

(C) Is consistent with advancing a sustainable transportation system and equitable access to all transportation facility users while prioritizing non-automotive modes; and

(D) Has adequately conducted public engagement and considered community-centric design tied to targeted outcomes.

(3) Provide a forum for members of the public to submit transportation-related testimonials, inquiries, and requests;

(4) Conduct education activities in matters related to transportation safety in an effort to both eliminate all transportation-related fatalities and serious injuries, and promote sustainable forms of transportation within the city;

(5) Make recommendations on transportation policy, including but not limited to: changes to city code, changes to applicable city plans, capital planning, program implementation, or any other aspect of advancing a safe, accessible, and sustainable transportation system;

(6) Make recommendations on public parking policy, including but not limited to: pricing, hours of operation, addition or removal of parking supply or parking spaces, changes to city code, changes to applicable city plans, enforcement procedures, or any other aspect of parking management policy;

(7) Produce or oversee an annual analysis of parking asset management, including but not limited to: reporting all costs and revenues for city- owned structured parking, surface parking, metered parking, neighborhood parking zones, and other relevant city-owned parking; documenting parking utilization rates and longitudinal trends; conducting or contracting for parking data analytics; and recommending changes to the parking system necessary to advance the goals of the comprehensive plan and other applicable city plans;

(8) Request appropriations through the mayor and communicate the need for appropriations to the city council, or research and apply for grants, gifts, or other funds from public or private agencies, for the purpose of carrying out any of the provisions of this section.

(e) Procedure and Scheduling. The commission shall establish its own rules and procedures, subject to amendment by a majority vote. This shall include the ability to define its meeting schedule within the scope of the established rules and procedures.

(f) Staff. The commission shall be primarily staffed by the engineering department. When serving as a steering committee, the commission shall be staffed by the planning and transportation department. Staff from the department of public works, the economic and sustainable development department, and other departments deemed necessary for decision-making to support the city's transportation and parking goals shall attend meetings of the transportation commission at the commission's request.

2.02.110 Martin Luther King, Jr.'s birthday celebrations commission.

(1) Appointments. The Martin Luther King, Jr.'s birthday celebrations commission shall consist of seven members, with three appointed by the mayor, three appointed by the common council, and one appointed by the National Association for the Advancement of Colored People.

(2) Qualifications. Preference for appointments shall be given to persons belonging to local religious organizations, the Bloomington/Monroe County Human Rights Commission, Monroe County Government, local community school corporations, and the National Association for the Advancement of Colored People.

(3) Powers and Duties. To promote and honor Martin Luther King, Jr.'s birthday and legacy in our community, with a focus on fostering diversity, inclusivity, and advancing racial equity and justice for historically marginalized communities. The commission may appoint volunteers and associates committed to these goals. The commission shall submit an annual report, in writing, to the mayor and common council.

2.02.120 Bloomington Commission on Sustainability and Resilience.

(1) Public Policy and Purpose. The purpose of the Bloomington Commission on Sustainability and Resilience is to promote and advance sustainable policies and practices in Bloomington across environmental, social, and economic dimensions. Broadly, sustainability can be seen as a community or society meeting its needs without compromising the ability of future generations to meet their needs. The United Nations Sustainable Development Goals (SDGs) provide a more detailed and comprehensive framework for organizing and prioritizing sustainability goals and actions. The SDGs shall guide the commission's work, along with sustainability components of relevant city plans, including the comprehensive plan, climate action plan, and sustainability action plan.

(2) General. The commission is subject to the general provisions of Section 2.02.050 of the Bloomington Municipal Code.

(3) Appointments and Residency. The commission shall consist of fourteen members. Six of the members shall be appointed by the mayor and six shall be appointed by the common council. No more than two of the mayor's appointments and no more than two of the common council appointments may be citizens who live outside the corporate city limits of Bloomington and within Monroe County. One of the six common council appointments shall be a member of the common council. One of the members shall be appointed by the Monroe County Commissioners from Monroe County government. And, the Director of the Indiana University Office of Sustainability or his/her designee shall serve as the ex-officio member from Indiana University. All members shall have a vote and shall serve without compensation.

(4) Qualifications. Sustainability is an interdisciplinary concept. As such, the commission's membership shall reflect environmental, social and economic perspectives, unified by the common interest of sustainability. The commission shall draw its members from government, business, academia, not-for-profits and neighborhood associations.

(5) Officers. Officers shall be selected by vote of the commission members annually.

(6) Meetings. The commission shall meet one time each month, every month of the year, unless it decides to cancel the meeting.

(7) Staffing. The city's sustainability coordinator shall serve as staff liaison to the commission. The liaison will research and pursue funding opportunities for sustainable development, engage in education and outreach, and identify "best practices." The city administration shall provide general administrative support for the commission.

(8) Powers and Duties. The commission shall have the following powers and duties:

(A) To coordinate ongoing and to propose and promote new sustainability initiatives among residents, businesses, government, nongovernmental organizations and educational institutions, including outreach, research, and education programs;

(B) To advise and make recommendations to the Bloomington Common Council, city administration, and city boards and commissions on policies and programs that infuse the work of city government with an operating philosophy based on sustainability and community resilience;

(C) To provide recommendations for assessing, or provide an assessment of, Bloomington's current and future sustainability status, in cooperation with city staff and

other city boards and commissions as appropriate, including through the potential use of sustainability indicators or based on the goals of existing plans;

(D) To advise, consult and cooperate with other agencies, boards and commissions of the City of Bloomington, the state, other local governments, industries, other states, interstate or interlocal agencies, and the federal government, and with interested persons or groups on matters of sustainability;

(E) To adopt administrative rules and regulations for the conduct of its business; and,

(F) To research and apply for grants or other funds or gifts from public or private agencies for the purpose of carrying out any of the provisions or purposes of this section.

(G) To submit an annual report, in writing, to the mayor and common council.

2.02.130 Community advisory on public safety commission.

(a) Establishment and Purpose. There shall be established a community advisory on public safety commission ("commission"), which shall:

(1) Perform research and gather data on the perceptions and preferences about public safety from community members, with specific focus on perceptions and preference data gathered from minority community members, individuals who are disabled, and other often marginalized community members; and

(2) Research evidence-based alternatives to traditional policing; and

(3) Identify best practices in public safety globally and evaluate the efficacy of such practices for implementation in Bloomington.

(4) Make recommendations to the common council, the board of public safety, and/or the mayor or the mayor's designee on policies and programs that enhance public safety for all community members.

(b) General. The commission is subject to the general provisions of Section 2.02.050 of the Bloomington Municipal Code.

(c) Appointments. The commission shall be composed of nine voting members appointed by the common council. Each member shall have one vote and shall serve without compensation.

(d) **Qualifications.** Citizen appointments to the commission must be at least eighteen years of age and reside within the City of Bloomington. Strongly encouraged to apply are residents who are historically underrepresented in local government. Such groups may include, but are not limited to residents:

(1) Who are Black;

(2) Who are Latiné;

(3) Who are people of color;

(4) With disabilities;

(5) Who are experiencing or who have experienced mental health challenges;

(6) Who express non-binary gender identity or are non-cisgender;

(7) Who are experiencing or who have experienced homelessness;

(8) Who are experiencing or who have experienced domestic violence;

(9) Who have a previous record of incarceration;

(10) With addictions; and

(11) Who have a demonstrated background of empowering historically disadvantaged groups and working to further racial, social, and economic equity.

(e) **Officers.** Officers shall be selected by a vote of the commission members annually.

(f) **Meetings.** The commission shall meet monthly, unless canceled by the commission, with a minimum of four meetings per year.

(g) **Staffing.** The common council staff shall provide general administrative support for the regularly scheduled monthly meetings.

(h) **Terms.** The initial terms of five city resident appointments shall expire on January 31, 2022. The term of the remaining initial six city resident appointments shall expire on January 31, 2023. Thereafter, all terms of city resident appointments shall be for two years and expire on January 31.

(i) **Powers and Duties.**

(1) In its actions, the commission shall seek to promote transparency, accountability, a collaborative spirit, long-term and strategic thinking, and effective risk management.

(2) The commission shall:

(A) Gather data about perceptions and preferences regarding public safety, specifically from: racial minority; economically disadvantaged; and marginalized residents of Bloomington.

(B) Research evidence-based approaches to public safety focusing on those approaches outside the scope of traditional policing, including, but not limited to:

(i) The establishment of an alternate crisis response phone number;

(ii) Investments in mental health care, addiction treatment, community centers, and/or job training to mitigate the causes of crime; and

(iii) All other innovative approaches.

(C) Explore best practices in socially and racially just public safety measures in cities across the U.S. and worldwide, and to examine which ideas may best be implemented in Bloomington;

(D) Make recommendations to the Bloomington Common Council, the board of public safety, and the mayor's administration on policies and programs that enhance public safety for all community members;

(E) Promote a broader view of public safety through education and outreach programs;

(F) Provide an annual report of its activities to the common council, mayor and the public.

2.02.140 Citizens' redistricting advisory commission.

(a) Establishment and Purpose. There is hereby established a five-member citizens' redistricting advisory commission, hereinafter "commission," whose purpose shall be to make recommendations to the common council regarding its decennial redistricting ordinance, which divides the city into the six council districts from which councilmembers shall be elected; and to make recommendations to the Monroe County Commissioners on dividing the city into precincts.

(b) Term. Because of the time-limited nature of the commission's purpose, the commission shall be limited in term to two years from the date of its formation ("formation date"), after which time it shall disband. The commission's first formation date shall be January 1, 2021, and shall be reformed at the beginning of the year following each decennial United States Census ("census year"). All commission members shall be appointed to serve until final district boundaries are adopted by the common council, or until two years after the commission's formation date, whichever comes first. The commission shall be reformed in the event that the city is required, due to annexation or other legal procedures, to redraw council-district lines outside of these periods. The same membership selection process shall be followed in the event the commission is reformed.

(c) Membership Qualifications. The commission shall consist of five members, subject to the following qualifications and limitations.

(1) Political Affiliations. Commissioners shall be divided by political affiliation as follows:

A. One member shall be a duly enrolled full-time student at Indiana University Bloomington affiliated with the Democratic Party;

B. One member shall be a non-student affiliated with the Democratic Party;

C. One member shall be a duly enrolled full-time student at Indiana University Bloomington affiliated with the Republican Party;

D. One member shall be a non-student affiliated with the Republican Party; and

E. One member shall be appointed who identifies as independent of either of the two major political parties in the state.

(2) Limitations. The following individuals are excluded from serving on the commission:

(A) Anyone who is currently a public office holder;

(B) Anyone who has been an employee for an elected official, including anyone who has been employed by the City of Bloomington, within ten years of the commission's formation date;

(C) Anyone who is currently an officer of any county-level political party in Monroe County (not including people serving as precinct committee persons);

(D) Anyone who has contributed a cumulative total of \$2,000.00 or more to any political candidate(s) within five years of the commission's formation date;

(E) Anyone registered with the Indiana Lobby Registration Commission;

(F) Immediate family members of any excluded person.

(d) Membership Selection Process. Commissioners shall be selected after an open application process:

(1) Applicants shall attest that they are eligible to serve per the conditions of subsection (c).

(2) The process shall be conducted by a selection committee made up of the three at-large councilmembers. The selection committee shall review all applications and in a public meeting choose ten applicants in five pools of two, one pool for each seat noted in subsection (c)(1), whom they believe are the most qualified to carry out the commission's duties.

(3) The ranking at-large councilmember shall administer a coin flip to select a member from each pool of applicants.

(4) If there is only one eligible applicant for a given seat after complying with the requirements of BMC 2.02, the selection committee may appoint the applicant to the seat. If there are no eligible applicants for a given seat after complying with the requirements of BMC 2.02, the seat may be left empty.

(e) Redistricting Criteria.

(1) The commission shall recommend council district boundaries that comply with the United States Constitution, the Indiana Constitution, and applicable federal and state laws, including the Federal Voting Rights Act and Indiana Code §§ 3-5-10 and 36-4-6-3.

(2) The commission shall prepare descriptions and a map of recommended council district boundaries.

(3) Whenever possible, the commission should avoid recommending districts that split communities of interest into multiple districts. These communities include, but are not limited to, political subdivisions, neighborhoods, school districts, historic districts and other areas where residents share common traits and concerns.

(4) Where it does not negatively impact the above criteria, districts shall be drawn to encourage political competition.

(f) Commission Processes and Transparency.

(1) The city shall establish and maintain, at least until the redistricting process is concluded, a webpage for the commission where redistricting materials shall be published, including the roster of commissioners, meeting agendas and minutes, and draft maps created by the commission.

(2) The commission shall hold public hearings at least every other month, but may choose to meet more often.

(3) The commission shall issue descriptions of recommended council districts, an accompanying map depicting the recommended districts, and a report that explains how the recommended districts comply with subsection (e).

(4) Approval of recommended council districts, including a map and accompanying report, by the commission requires an affirmative vote from at least two-thirds of serving commissioners. All other actions of the commission require a simple majority vote to pass.

(5) The commission shall be subject to the Indiana Open Door Law and the Access to Public Records Act.

(g) Legislative Approval.

(1) The commission shall provide, and publish on its webpage, the descriptions of its recommended council districts, along with the accompanying map and report, to the common council no later than the first Wednesday in September of the second year following a decennial census.

(2) In performing its responsibilities under Indiana Code § 36-4-6-3, the common council shall determine whether the commission's recommended districts conform to the criteria contained in federal and state law.

(3) The common council shall act on the commission's recommended districts before November 1 of the second year following a decennial census. If the common council rejects the commission's recommended districts, the common council shall return the matter to the commission with a written statement of the reasons for the rejection.

(4) If the common council rejects the commission's recommended districts, the commission shall, before December 1 of the second year following a decennial census, consider the common council's written statement of reasons for the rejection, revise the map and descriptions accordingly, and return them along with any revised report, to the common council.

(5) After considering the commission's final recommendations, or if the commission fails to complete its work, the common council shall perform its duties under Indiana Code §§ 3-5-10 and 36-4-6-3. If the common council rejects the commission's final recommendations, it shall provide a written statement of the reasons for the rejection.

Chapter 2.08 - EXECUTIVE BRANCH

2.08.020 General provisions.

For the executive branch ~~and the city's boards, commissions and councils~~, the following general provisions apply unless otherwise specified by statute or ordinance.

(1) Appointments. All department heads shall be appointed by the mayor, subject to commission or board approval when required by this title, and serve at the pleasure of the mayor. Department heads shall appoint deputies and other employees within their departments with the approval of the mayor.

~~(2) Terms. The terms for all boards, commissions, and councils established under this title shall, after having been established in a staggered manner, be for a period of two years and expire on January 31st. For all such boards, commissions, and councils in effect on December 1, 2014, the terms shall be as set forth in the Proposed Board and Commission Term Expiration Dates, which is hereby adopted and incorporated by reference into the code. In compliance with Indiana Code § 36-1-5-4, two copies of the proposal shall be on file in the office of city clerk for public inspection. For all boards, commissions, and councils established after December 1, 2014, the manner for achieving staggered terms shall be set forth in the enabling legislation and shall spread the expiration dates as evenly as is practicable between the appointing authorities and over all of the appointments.¶¶~~

~~(3) Residential Requirement. All appointments to city boards, commissions and councils shall be made from residents of the city except those positions that are directed otherwise by state law or city ordinance. If a city employee is appointed to a city board, commission or council by virtue of the employment position, the residency requirement may be waived.¶¶~~

~~In the event a member of a board, commission, or council no longer resides in the city, the member shall resign immediately and notify the appropriate appointing official or body.¶¶~~

~~(4) Removal for Cause. Except for appointees who serve at the pleasure of the mayor, a member of a board, commission or council may be removed for cause. Cause shall include, but not be limited to, failure to attend three consecutive regularly scheduled meetings of the board, commission, or council or four regularly scheduled meetings in any twelve month period; provided, that any member may submit in writing to the appointing authority any extenuating circumstances. Such written submission shall be made within five business days before the formal decision to remove is reached. Acceptance of extenuating factors by the appointing official or body puts the member on notice that further excessive absenteeism shall result in removal.¶¶~~

~~(5) Vacancies by Death, Resignation Failure to Appoint. In the event that a vacancy occurs in the membership of a board, commission, or council through resignation or death, the appointing authority shall appoint a person to fill the unexpired term of the resigned or deceased member. If a member's term has expired, but the appointing authority has failed to act, the appointment of the member whose term has expired carries over until the appointing authority reappoints or appoints a successor.¶¶~~

~~(6) Majority Vote. Majority vote means a majority of the members of a board, commission or council who are present and voting.¶¶~~

~~(7) Quorum. Unless otherwise specified, a majority of the members serving on a board, commission or council, excepting the nonvoting ex officio members, constitute a quorum for purpose of conducting the official business of the board, commission or council.¶¶~~

~~(8) Parliamentary Procedure. Meetings of all boards, commissions and councils shall be conducted according to procedures set forth in Roberts Rules of Order. ¶¶~~

~~(9) Officers. Each board, commission and council shall elect a chairperson, secretary, treasurer, and such other officers as may be necessary. Such entity may appoint a non-member to serve as secretary.¶¶~~

~~(10) Duties of the Secretary. The secretary of each board, commission or council shall keep for every meeting written minutes in which the results of any vote are recorded and, when appropriate, specific findings of facts and conclusions are set forth.¶¶~~

~~(11) Special Meetings. A special meeting of a board, commission or council may be called by the chairperson, the mayor, or by a majority of the members then serving on the board, commission or council requesting such meeting in writing. Upon receiving such request, the chairperson shall thereafter call a special meeting to be held within twenty days.¶~~

~~(12) Office Space and Staff. Provision of office space and staff to boards, commissions and councils shall be at the discretion of the mayor, subject to common council appropriation approval.~~

~~(13)~~(2) Budget. All departments, divisions of departments, boards, commissions and councils shall prepare and submit annual budgets in accordance with the forms, timetables, and procedures promulgated by the mayor.

~~(14) The intentional display of firearms is prohibited at any public meeting of the city's boards, commissions and councils.¶~~

~~Chapter 2.12 BOARDS, COMMISSIONS AND COUNCILS~~

City of Bloomington, Indiana Common Council Memorandum

To: Councilmembers

From: Councilmember Isabel Piedmont-Smith

Subject: Ordinance 2026-04 - To Amend Title 2 of the Bloomington Municipal Code Entitled "Administration and Personnel" Re: Consolidating and Amending Boards and Commissions Provisions in Chapters 2.02, 2.08 and 2.12

Date: January 28, 2026

Ordinance 2026-04 seeks to accomplish the following goals:

Moving text from BMC 2.08.020 to 2.02.050

Currently, the general provisions that apply to the city's volunteer boards and commissions are situated in BMC 2.08 "Executive Branch," although these bodies are not part of the executive branch. There are also currently two chapters of BMC Title 2 that are very similar: 2.02 "Boards and Commissions" and 2.12 "Boards, Commissions and Councils." Ord. 2026-04 moves the general provisions from 2.08 to 2.02, under a new sub-heading "General Provisions" (2.02.050).

This change was discussed in the Committee on Council Processes and approved by general consensus.

Deleting duplicative BMC chapter 2.12

As mentioned above, 2.12 has an almost identical heading as 2.02. Ord. 2026-04 moves all sections of 2.12 to 2.02 and deletes chapter 2.12.

Adding a Code of Conduct for board and commission members

Deputy Clerk Jennifer Crossley has worked with City Legal on a Code of Conduct that all members of boards and commissions will need to sign in the future. The Committee on Council Processes has reviewed the Code of Conduct, and it is currently being finalized. Ord. 2026-04 makes reference to the Code of Conduct in the context of reasons for dismissal, but it does not include the actual text.

Changing the name of the Bloomington Commission on Sustainability

On November 18, 2025, the Bloomington Commission on Sustainability unanimously approved their Resolution 2025-04 recommending to the Common Council that the

name of the commission be changed to Bloomington Commission on Sustainability and Resilience. To meet this request, the change has been incorporated into Ord. 2026-04.

Please find the BCOS memo and resolution included with this legislation.

I would appreciate your support of Ord. 2026-04 and am available via email and phone to answer any questions you may have.



November 25, 2025

Council President Hopi Stosberg
Bloomington Common Council

Dear President Stosberg,

On November 18, 2025, the Bloomington Commission on Sustainability (BCOS) unanimously adopted Resolution 2025-04 (*To Change the Name of the Bloomington Commission on Sustainability to the "Bloomington Commission on Sustainability and Resilience"*), pursuant to Bloomington Municipal Code (BMC) paragraph 2.12.100(8)(B), which empowers BCOS to advise and make recommendations to the Bloomington Common Council.

It is the expressed opinion of BCOS that changing its name to "Bloomington Commission on Sustainability and Resilience" would better reflect that sustainability and resiliency are two distinct-but-interdependent concepts that are central to the Commission's operating philosophy. Additionally, it would help signal to the public and community partners our commitment to enhancing Bloomington's sustainability as well as its ability to withstand and adapt to unforeseen disruptions.

Please find enclosed the language of that resolution, including ordinance language that would effectuate the proposed change in city code.

We appreciate Council's consideration of this recommendation and are happy to provide additional information or answer questions that you may have.

Respectfully,

A handwritten signature in black ink, appearing to read "Justin Vassel".

Justin Vassel, Chair
Bloomington Commission on Sustainability

CC Nicole Bolden
Bloomington City Clerk

Lisa Lehner
Council Administrator/Attorney

Dave Rollo
Councilmember
BCOS Commissioner

Shawn Miya
Assistant Director of Sustainability

Encl: BCOS Resolution 2025-04

Sponsor(s):
Jami Scholl
Dave Rollo

Passed 9-0-0

RESOLUTION 2025-04

**TO CHANGE THE NAME OF THE BLOOMINGTON COMMISSION ON
SUSTAINABILITY TO THE “BLOOMINGTON COMMISSION ON SUSTAINABILITY
AND RESILIENCE”**

- WHEREAS, sustainability seeks to maintain and enhance the long-term integrity of the integrated socio-ecological and economic system to ensure human and environmental wellbeing; and
- WHEREAS, resilience refers to the capacity of this integrated system to absorb disruptions, maintain its core functions and structures, and adapt to and transform in the face of both short-term shocks and long-term uncertainties, making it essential for achieving sustainability; and
- WHEREAS, recent and foreseeable disruptions—including climate-induced droughts and destructive weather events, economic instability, artificial intelligence-driven workforce displacement, food system vulnerabilities, shifts in federal policy, and public health crises—threaten the integrity of community systems and demand resilient infrastructure capable of maintaining essential functions under stress; and
- WHEREAS, Ordinance 2025-05 amended Bloomington Municipal Code (BMC) paragraph 2.12.100(8)(B) to integrate “community resilience” into the operational philosophy of the Bloomington Commission on Sustainability; and
- WHEREAS, including a more complete definition of the Commission’s areas of work will facilitate the Commission’s ongoing efforts in public education and identifying mission-aligned community partners.

NOW THEREFORE, BE IT HEREBY RESOLVED BY THE BLOOMINGTON COMMISSION ON SUSTAINABILITY, THAT:

SECTION 1. the Common Council consider adopting an ordinance, such as that found in attachment 1, which amends BMC § 2.12.100 to rename the Bloomington Commission on Sustainability as the "Bloomington Commission on Sustainability and Resilience".

PASSED AND ADOPTED by the Bloomington Commission on Sustainability upon this 18th day of November, 2025.

A handwritten signature in black ink, appearing to read 'Justin Vasel', written over a horizontal line.

JUSTIN VASEL, Chair
Bloomington Commission on Sustainability

BCOS RESOLUTION 2025-04
ATTACHMENT 1

DRAFT ORDINANCE LANGUAGE

**TO AMEND TITLE 2 OF THE BLOOMINGTON MUNICIPAL CODE ENTITLED
“ADMINISTRATION AND PERSONNEL”**

Re: Amending BMC 2.12.100 (Bloomington Commission on Sustainability)

- WHEREAS, sustainability seeks to maintain and enhance the long-term integrity of the integrated socio-ecological and economic system to ensure human and environmental wellbeing; and
- WHEREAS, resilience refers to the capacity of this integrated system to absorb disruptions, maintain its core functions and structures, and adapt to and transform in the face of both short-term shocks and long-term uncertainties, making it essential for achieving sustainability; and
- WHEREAS, recent and foreseeable disruptions—including climate-induced droughts and destructive weather events, economic instability, artificial intelligence-driven workforce displacement, food system vulnerabilities, shifts in federal policy, and public health crises—threaten the integrity of community systems and demand resilient infrastructure capable of maintaining essential functions under stress; and
- WHEREAS, Ordinance 2025-05 amended Bloomington Municipal Code (BMC) paragraph 2.12.100(8)(B) to integrate “community resilience” into the operational philosophy of the Bloomington Commission on Sustainability (BCOS); and
- WHEREAS, including a more complete definition of the Commission’s areas of work will facilitate the Commission’s ongoing efforts in public education and identifying mission-aligned community partners; and
- WHEREAS, the Bloomington Commission on Sustainability passed BCOS Resolution 2025-04 requesting that their name be updated to better reflect the full scope of their operating philosophy.

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

SECTION 1. Section 2.12.100 of the Bloomington Municipal Code entitled “Bloomington Commission on Sustainability” shall be renamed “Bloomington Commission on Sustainability and Resilience”.

SECTION 2. Section 2.12.100 of the Bloomington Municipal Code entitled “Bloomington Commission on Sustainability” shall be amended by deleting the words “Bloomington Commission on Sustainability” in sub-part (1) and replacing them with the words “Bloomington Commission on Sustainability and Resilience”.

SECTION 3. If any sections, 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 4. This ordinance shall be in full force and effect from and after its passage by the Common Council of the City of Bloomington and approval of the Mayor.

Ordinance 2026-05 to Amend Title 2 of the Bloomington Municipal Code Entitled “Administration and Personnel” to Allow Discussion at First Readings of Ordinances and to Clarify the Ordinance and Resolution Readings Provisions in Chapter 2.04

Preamble

Whereas, section 2.04.300 of the Bloomington Municipal Code, entitled “Ordinances and resolutions; Readings required,” states that an ordinance may not be debated or amended at its first reading or introduction unless state or federal requirements provide otherwise; and

Whereas, Common Council finds that allowing debate and amendment of ordinances at first reading would permit Councilmembers to understand the purpose of the legislation and to identify and resolve issues earlier in the legislative process; and

Whereas, Common Council finds that allowing debate and amendment of ordinances at first reading would promote efficiency and result in fewer readings of complex or contentious legislation; and

Whereas, Common Council finds that allowing debate and amendment of ordinances at first reading would alleviate time pressures associated with legislation that has a statutory or other deadline for enactment; and

Whereas, Common Council finds that the general prohibition that ordinances not be adopted at first reading, as well as the exceptions and procedures for adoption of ordinances at first reading, provide sufficient protections to public participation.

Be It Ordained by the Common Council of the City of Bloomington, Monroe County, Indiana, That:

Section 1: Amend Section 2.04.300 of the Bloomington Municipal Code to allow discussion at first readings of ordinances and to clarify readings of ordinances and resolutions.

Section 2.04.300 of the Bloomington Municipal Code, entitled “Ordinances and resolutions - Readings required,” is hereby amended as reflected in Attachment A.

Section 2: Amend Section 2.04.310 of the Bloomington Municipal Code to clarify voting procedures for ordinances and resolutions.

Section 2.04.310 of the Bloomington Municipal Code, entitled “Ordinances and resolutions - Vote required,” is hereby amended as reflected in Attachment A.

Section 3: 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 4: Effective Date.

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

Passed

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

Isak Nti Asare

President, City of Bloomington

Attestation of Bloomington City Clerk:

Nicole Bolden

Clerk, City of Bloomington

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

Nicole Bolden

Clerk, City of Bloomington

Signed and approved by me upon this upon the _____ day of _____, 2026:

Kerry Thomson

Mayor, City of Bloomington

Synopsis

This ordinance sponsored by Councilmember Zulich allows debate and amendment of ordinances at first readings. It also clarifies the readings and voting procedures for ordinances and resolutions.

Ordinance 2026-05 - Attachment A

Chapter 2.04 - Common Council

2.04.300 - Ordinances and resolutions—Readings required.

~~(a) Every ordinance shall be given two readings before a vote may be taken on its passage and no ordinance shall be passed on the same day or at the same meeting as it is introduced except by unanimous consent of the members present, at least two-thirds of the members being present and voting. An ordinance may not be debated or amended at its first reading or introduction unless state or federal requirements provide otherwise.¶¶~~

~~(b) At each reading of an ordinance the synopsis shall be read and the clerk shall read the ordinance by title only, provided there is unanimous consent.¶¶~~

~~(c) Each resolution submitted to the council shall be read by title only provided there is unanimous consent.¶¶~~

(a) Every ordinance shall be given at least two readings before a vote may be taken on its passage unless there is unanimous consent of the members present to proceed to a vote after first reading, in which case a two-thirds vote of all the members is required to pass the ordinance. This procedure to pass an ordinance on the same day or in the same meeting at which it is introduced does not apply to zoning ordinances or amendments to zoning ordinances adopted under Indiana Code 36-7 and cases where otherwise prohibited by state or federal law.

(b) An ordinance may be debated and amended at its first reading and at subsequent readings. Upon motion made, seconded and approved by a majority of members, the city clerk shall read the title and synopsis of the ordinance at each reading.

(c) Upon motion made, seconded and approved by a majority of the members, every resolution shall be read by title and synopsis only and may be debated, amended and adopted at the meeting of introduction.

2.04.310 - Ordinances and resolutions—Vote required.

A majority vote of the members of the council shall be necessary to adopt any resolution, order or ordinance, unless state or federal requirements provide otherwise. If there is a vote on an ordinance on the same day or at the same meeting at which it is introduced, a two-thirds (2/3) vote of all the elected members is required for adoption.

Resolution 2026-03 - To Rename Sidewalk Standing Committee of the Common Council

Preamble

Whereas, the City of Bloomington Common Council ("Council") has an interest in the efficient governance of the City; and

Whereas, predictability and accessibility in the legislative process is desirable for all involved, including city departments, city residents, and the various petitioners that come before the Council; and

Whereas, Bloomington Municipal Code ("BMC") 2.04.210 provides, in part, that "the council may by resolution establish standing committees and define the duties and responsibilities of each committee. If such committees are established, the presiding officer shall appoint at least three council members to each committee, observing the preference of each member as closely as possible, and shall appoint a chairperson for each committee"; and

Whereas, in Resolution 22-02, the Council Sidewalk Standing Committee was established as a four-member committee charged with making recommendations to the full Council on the use of Alternative Transportation Fund monies specifically budgeted for Council recommended sidewalk and traffic-calming projects; and

Whereas, the Council is interested in expanding the Sidewalk Standing Committee's work to include broader consideration of pedestrian safety; and

Whereas, the Council therefore desires to rename the Sidewalk Standing Committee to reflect its purpose and function.

Be It Resolved by the Common Council of the City of Bloomington, Monroe County, Indiana, That:

Section 1. Expanded Purpose of Sidewalk Committee.

The purpose of the committee formerly known as the "Sidewalk Committee" is hereby broadened to include various methods of increasing pedestrian safety in making recommendations on the use of Alternative Transportation Fund monies, including, but not limited to sidewalk installation and improvements, pedestrian access points, traffic-calming, and other safety improvements.

Section 2. Renaming.

To reflect this expanded purpose, the committee shall be renamed the Pedestrian Safety Committee.

Section 3. Membership.

The Committee shall continue to consist of four Councilmembers, appointed by the presiding officer in accordance with Bloomington Municipal Code 2.04.210.

Section 4. 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 5. Effective Date.

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

Passed

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

Signature of Bloomington Common Council President:

Isak Nti Asare
President, City of Bloomington

Attestation of Bloomington City Clerk:

Nicole Bolden
Clerk, City of Bloomington

Presented by me to the Mayor of Bloomington, Monroe County, Indiana:

Nicole Bolden
Clerk, City of Bloomington

Signature and Approval of the Bloomington Mayor:

Kerry Thomson
Mayor, City of Bloomington

Synopsis

This resolution, sponsored by Councilmembers Piedmont-Smith and Stosberg, renames the Sidewalk Standing Committee to the Pedestrian Safety Standing Committee.

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.

ISAK NTI ASARE, 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 0.30015 = 39.648

Round up to 405 ~~bedrooms~~eligible units

5-bedrooms40 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 2026-01 is a true and complete copy of Plan Commission Case Number ZO-33-25 which was given no 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

D-H
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	End of Program	Penal Ordinance
Budget Transfer	New Program	Grant Approval
Salary Change	Bonding	Administrative
		Change
Zoning Change	Investments	Short-Term Borrowing
New Fees	Annexation	Other

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

Cause of Request:

Planned Expenditure	_____	Emergency	_____
Unforeseen Need	_____	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.)