

# City of Bloomington, Indiana Common Council Agenda and Notice: Regular Session

6:30 PM, Wednesday, April 01, 2026

Council Chambers (#115), City Hall

401 N. Morton Street, Bloomington, IN 47404

The meeting may also be accessed [remotely](#)<sup>1</sup>

1. Roll Call
2. Agenda Summation
3. Minutes for Approval
  - A. December 17, 2025 Regular Session
4. Reports
  - A. Council members
  - B. The Mayor, City Clerk, City Offices, and City Boards and Commissions
    - Dr. Martin Luther King, Jr. Birthday Celebration Commission
  - C. Council Committees
    - Committee on Council Processes
  - D. Public\*
5. Appointments to Boards and Commissions
6. Legislation for First Readings

None
7. Legislation for Second Readings
  - A. Ordinance 2026-06 To Amend the City of Bloomington Zoning Maps by Rezoning a 6.3 Acre Property from Residential Urban Lot (R4) and Residential Multifamily (RM) within the Transform Redevelopment Overlay (TRO) to Planned Unit Development (PUD) and to Approve a District Ordinance and Preliminary Plan
  - B. Resolution 2026-05 A Resolution to Initiate a Proposal to Amend Title 20 (Unified Development Ordinance) of the Bloomington Municipal Code in order to Improve Sustainability and Housing Affordability
    - Amendment 01

---

<sup>1</sup> <https://bloomington.zoom.us/j/82544013342?pwd=DQvAje8dpIGKWNbz4lGAQOW3Hk0404.1>

Meeting ID: 825 4401 3342; Passcode: 425836

C. Resolution 2026-06 A Resolution Directing the Housing and Neighborhood Development Department to Develop a Framework for Long-Term Housing Affordability

8. Additional Public Comment\*

9. Council Schedule

10. Adjournment

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

- [Community Access Television Services \(CATS\)](#)<sup>2</sup>
- [City's YouTube Channel](#)<sup>3</sup>

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

\*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 material in this packet, please contact the Bloomington Common Council Office at [council@bloomington.in.gov](mailto: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 with which you are having problem.

---

<sup>2</sup> <https://catstv.net/>

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

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

**Bloomington Common Council-Regular Session Minutes**  
**Bloomington City Hall, Council Chambers, 401 N. Morton Street, Bloomington, Indiana**  
**Wednesday, December 17, 2025, 6:30pm**

**CALL TO ORDER [6:31pm]**

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	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	Temporary Legal Research Specialist
David Hittle	Planning & Transportation, Director
Enedina Kassamianian	Legal, Assistant City Attorney
Andrea de la Rosa	Economic & Sustainable Development, Assistant Director of Small Business Development
Aleksandrina Pratt	Legal, Assistant City Attorney
Gretchen Knapp	Deputy Mayor
Jessica McClellan	City Controller
Noah Sandweiss	Housing & Neighborhood Department, Program Manager
Christopher Wheeler	Legal, Assistant City Attorney
Eric Greulich	Planning & Transportation, Development Services Manager

**2. AGENDA SUMMATION [6:31pm]**

Stosberg thanked city staff, especially Public Works for removal of snow, and administrative staff. She appreciated Christine Chang and thanked her for her work on her last day as council staff.

**3. APPROVAL OF MINUTES [6:37pm]**

Daily moved and Piedmont-Smith seconded to approve the minutes of August 18, 2025, August 20, 2025, August 25, 2025, and August 27, 2025. The motion was approved by voice vote.

**4. REPORTS [6:38pm]**

**4.1. Councilmembers**

Rosenbarger reported about a Redevelopment Commission (RDC) meeting where RDC-owned College Square lot was discussed. It was being considered for a hotel for the Convention Center expansion. The lot was an exciting opportunity to develop a variety of things like housing and more. She discussed another city-owned property on North College Avenue.

Flaherty commented on the RDC and thanked the members and Jane Kupersmith, Economic and Sustainable Development (ESD), Director, and Anna Killion-Hanson, Housing and Neighborhood Development (HAND), Director for meeting with council at a work session. He hoped the city's fiscal body would be included in major fiscal decisions in the future. He noted the RDC commissioners Cassidy, McRobbie, and Meyerson for confirming that the RDC did not intend to give away a \$7 million piece of property to a private hotelier as a subsidy for a host hotel for the Convention Center. He spoke about city- and county-owned land, funding sources for the expansion, the Food and Beverage Tax to be the sole funding by the city, and options for the city and county to work together.

Meeting Date: December 17, 2025

Ruff thanked council leadership for their work that year. He appreciated the bipartisan vote to reject redistricting in Indiana.

Rollo mentioned his and Ruff's upcoming constituent meeting.

Piedmont-Smith spoke about President Donald Trump administration's violation of the United States Constitution. Mr. Trump had declared war on drug cartels as unlawful combatants, and over eighty people had been killed, in violation of international law. She referenced the American Constitution Society website which said the war was against an amorphous foe with United States' missiles striking people on boats in the Caribbean Sea and eastern Pacific. Mr. Trump had threatened to invade Venezuela. She pointed out the broad consensus among international law experts that the US military campaign violated international law. It was important to continue shedding light on these types of actions.

Stosberg appreciated that redistricting in Indiana had failed. She noted her constituent meetings.

#### **4.2. The Mayor and City Offices**

David Hittle, Director of Planning and Transportation (P&T) Department, reported on the Housing Attainability Project in the Unified Development Ordinance (UDO). The purpose was to increase housing attainability. He referenced the Comprehensive Plan and discussed housing supply goals. He discussed peer cities, populations, housing costs, housing pressures and fears, zoning and districts, and housing types in zones. He spoke about housing diversity, and hoped that other types of housing, not just single-family homes, would be given a chance. He described cottage developments, by-right appropriately scaled multi-units, like duplexes and triplexes (with conditions), and current rentals. Hittle gave examples of accessory dwelling units (ADUs), splitting lots, subdivision regulations, zoning regulations, and off-campus student housing. He spoke about short-term rentals of which there were about four hundred in the city. He discussed improving old processes like permitting, coordination with Indiana University (IU), and the UDO amendment timeline.

Stosberg extended the time for this section of the meeting by 5 minutes, until 7:21pm, without objection.

Rollo commented on owner-occupied homes and asked about a cap on rentals. Hittle said that was an option, but it was important not to diminish rentals. Zulich asked about campus-adjacent neighborhoods given that the city's population was more than 50% students. Hittle said it was expected that students live near campus, and noted the concern from residents was about redeveloped lots for student housing. There was discussion on luxury, multifamily buildings and student housing. Zulich questioned the negative way in which students were discussed.

Stosberg extended the time for this section of the meeting by 3 minutes, until 7:25pm.

Flaherty noted the importance of not stigmatizing or vilifying any set of residents. He asked what council's role was in the timeline. Hittle said by March the housing attainability packet would be complete and he suggested continuing the discussion between staff and council. Input from council and the public was crucial. Flaherty stressed the importance of obtaining input from the beginning since there had been issues in the past with council being blindsided by the administration.

#### **4.3. Council Committees**

Piedmont-Smith, Chair, Committee on Council Processes, reviewed the committee's consideration on moving the general provisions for boards and commission in the Bloomington Municipal Code (BMC), allowing discussion of legislation at first reading, allowing a consent agenda, and possibly requiring councilmember sponsorship for each legislation on the agenda.

#### **4.4. Public**

Christopher Emge, Greater Bloomington Chamber of Commerce, reflected on council's work over the year.

Paul Rousseau appreciated councilmember constituent meetings. He spoke about public comment period, sidewalks, snow violations, and student enrollment.

### **5. APPOINTMENTS TO BOARDS AND COMMISSIONS [7:35pm]**

There were no appointments to boards and commissions.

## 6. LEGISLATION FOR FIRST READINGS [7:35pm]

There was no legislation for first reading.

## 7. LEGISLATION FOR SECOND READINGS AND RESOLUTIONS [7:04pm]

### 7.1. Ordinance 2025-19

To Amend Title 15 of The Bloomington Municipal Code Entitled "Removal And Impound of Vehicles" Re: Chapters 15.48 and 15.52 – Updating Permissible Towing and Storage Charges for Authorized Towing Services

Daily moved and Piedmont-Smith seconded that Ordinance 2025-19 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 Ordinance 2025-19.

Enedina Kassamanian, Assistant City Attorney, summarized the legislation. Sergeant Jacob Hunter, Bloomington Police Department (BPD), and towing companies were present to answer questions.

Stosberg passed the gavel to Piedmont-Smith.

Stosberg moved and Daily seconded that Amendment 04 to Ordinance 2025-19 be adopted. Stosberg presented Amendment 04.

Amendment 04 Synopsis: This amendment, sponsored by Councilmember Stosberg, amends the time period after which storage fees may be charged from twelve to twenty-four hours and requires business hours to be defined in the contractual agreement between the police and tow companies.

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

Daily thanked Stosberg, noted the previous meeting's discussion, and said she would vote yes. Stosberg thanked staff, council staff, and BPD for helping to refine the amendment language.

The motion to adopt Amendment 04 to Ordinance 2025-19 received a roll call vote of Ayes: 9, Nays: 0, Abstain: 0.

Piedmont-Smith passed the gavel back to Stosberg.

Ruff moved and Rollo seconded that Amendment 05 to Ordinance 2025-19 as amended be adopted. Ruff presented the amendment.

Amendment 05 Synopsis: This amendment, sponsored by Councilmember Ruff, allows a towing service to charge an administrative fee not to exceed \$25.

Piedmont-Smith asked if the \$25 fee was in addition to the \$25 fee to the city. Ruff said yes. Stosberg asked what the fee was for. Ruff said it was administrative, since towing companies had to ensure citations were paid before releasing vehicles. Bolden clarified tow companies were not charged for verifying that citations were paid. There was discussion on fees and towing costs for vehicle owners and towing companies. Staff did not have a position on Amendment 05 because there had not been time to consider it.

Cody Chandler, Chandler Automotive and Towing, said Indiana University (IU) and Monroe County allowed the fee and explained why it was needed. Towing companies were required to verify that city parking citations were paid before releasing the car. Ken Parish, Ken's Westside Service and Towing, clarified when the \$25 fee was charged and the process and problems with towing due to parking citations and miscommunication from Parking Services. The towing company also had to contact the owner of the car and any lien holders. Cameron Mizell, Bland's Wrecker Service, said there were many indirect costs associated with towing for the city. The \$25 fee did not cover the administrative costs for all city-initiated tows.

Sergeant Jacob Hunter clarified the process of releasing a towed vehicle that was not initiated by the car owner. BPD did not believe the fee was necessary, but understood tow companies' stance. He explained

Meeting Date: December 17, 2025

the difference between police-initiated tows and tows due to parking citations. The administrative burden for towing companies was having to communicate back and forth with Parking Services.

Zulich thanked the towing company representatives and said she had been persuaded to vote yes. Flaherty stated he would vote no because a council meeting was not the proper process for determining business fees for towing companies. Ruff commented on the county and IU fees. Piedmont-Smith agreed with Flaherty. Rosenbarger said she did not have enough information to support the amendment due to its late distribution. Stosberg would vote no and gave reasons why.

The motion to adopt Amendment 05 to Ordinance 2025-19 received a roll call vote of Ayes: 5 (Ruff, Rollo, Daily, Zulich, Asare), Nays: 4 (Flaherty, Piedmont-Smith, Stosberg, Rosenbarger), Abstain: 0.

There were no council comments.

Jacob Padawan, Tow Time Towing and Recovery, commented on types of towing, and fees for checking liens, abandoned vehicles, and requirements by the state. Ken Parish, Ken's Westside Service and Towing, said towing companies had to notice car owners within seventy-two hours. Cameron Mizell, Bland's Wrecker Service, reiterated that the legislation was for city-initiated tows.

Piedmont-Smith believed the legislation and staff memo lacked information though there had been good discussion to address concerns. She urged staff to provide robust information so council could make the best decision possible. Flaherty spoke about requiring all legislation to have a councilmember as sponsor in order to minimize questions and concerns, and more. Rollo appreciated the informative comments from the public. Stosberg spoke about fees for certain types of tows and expressed concern over some towing practices. Asare clarified that the purpose was to cap what could be charged. Stosberg believed that per state code, charges were supposed to be itemized.

The motion to adopt Ordinance 2025-19 as amended received a roll call vote of Ayes: 8, Nays: 1 (Stosberg), Abstain: 0.

## **7.2. Ordinance 2025-20**

To Amend Chapter 4.32 of The Bloomington Municipal Code Entitled "Non-consensual Towing Business" Re: Updating Towing License Requirements and Permissible Towing and Storage Fees for Non-consensual Towing Services under Chapter 4.32

Daily moved and Piedmont-Smith seconded that Ordinance 2025-20 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 Ordinance 2025-20.

Andrea de la Rosa, Assistant Director of Small Business Development, Economic and Sustainable Development, presented Ordinance 2025-20 and highlighted key points.

There were no council questions.

Stosberg passed the gavel to Piedmont-Smith.

Stosberg moved and Daily seconded that Amendment 03 to Ordinance 2025-20 be adopted. Stosberg presented Amendment 03 relating to business hours, background checks, signage, and storage fees.

Amendment 03 Synopsis: This amendment, sponsored by Councilmember Stosberg, establishes parameters for the business hours a towing company must keep and clarifies that the background check also applies to violations and fees from the City of Bloomington. It also modifies the signage requirements for parking lots, starting on July 1, 2026. This amendment also amends the time period after which storage fees may be charged from twelve to twenty-four hours.

Ruff asked who was responsible for noncompliance. Stosberg believed it was the property owner. De la Rosa said staff believed there needed to be improvements to signage but perhaps with a longer period of time to comply. There was additional discussion on signage and timeline.

Daily moved and Zulich seconded to adopt Amendment 01 to Amendment 03 to Ordinance 2025-20 to strike section 2.

Piedmont-Smith preferred changing the effective date rather than striking the language on signage.

Jacob Padawan, Tow Time Towing and Recovery, supported good signage.

There was discussion on Amendment 01 to Amendment 03 and the effective date for new signage, the longevity of signs, and actions council could take that evening.

Daily withdrew the motion to adopt Amendment 01 to Amendment 03.

Asare moved and Flaherty seconded to amend Amendment 03 to Ordinance 2025-20 to reflect an implementation date of July 01, 2028.

Amendment 01 to Amendment 03 Synopsis: This amendment, sponsored by Councilmember Asare, modifies the signage requirements for parking lots, starting on July 1, 2028.

Stosberg explained the reasoning behind Amendment 03.

The motion to adopt Amendment 01 to Amendment 03 to Ordinance 2025-20 received a roll call vote of Ayes: 9, Nays: 0, Abstain: 0.

There were no council comments.

The motion to adopt Amendment 03 as amended to Ordinance 2025-20 received a roll call vote of Ayes: 9, Nays: 0, Abstain: 0.

Piedmont-Smith passed the gavel back to Stosberg.

Ruff moved and Asare seconded that Amendment 04 to Ordinance 2025-20 as amended be adopted. Ruff presented the amendment.

Amendment 04 Synopsis: This amendment, sponsored by Councilmember Ruff, allows a towing service to charge an administrative fee not to exceed \$25.

Piedmont-Smith asked about the administrative burden placed on tow companies and about regulations by the state. Ruff said the fee would cover the required record-keeping costs of impounded vehicles. Stosberg asked city attorneys about the state requirement to itemize all fees for car owners. She noted that Amendment 04 had not been vetted by the Legal department. Aleksandrina Pratt, Assistant City Attorney, referenced state code, but reiterated that Amendment 04 had not been presented to Legal until that day. There was additional discussion on requirements and fees.

Jacob Padawan, Tow Time Towing and Recovery, discussed business costs and agreed that itemized fees should be used. He referenced an audit where he had to provide the city with documentation for a two year period, which required him to hire a new employee and took office staff two weeks to compile. Robert Chandler, Chandler Automotive and Towing, discussed being audited and required documentation and that the problem was having separate requirements for the city and state.

Piedmont-Smith stated she would vote no because of the short notice. Stosberg said she would vote no because the fee needed to be better vetted.

The motion to adopt Amendment 04 to Ordinance 2025-20 as amended received a roll call vote of Ayes: 6 (Ruff, Rollo, Daily, Zulich, Rosenbarger, Asare), Nays: 3 (Flaherty, Piedmont-Smith, Stosberg), Abstain: 0.

Stosberg asked how it was decided if a vehicle needed special treatment equipment while towing. Robert Chandler, Chandler Automotive and Towing, said most tows received special treatment equipment due to parking angle, all-wheel drive, and not having keys. Jacob Padawan, Tow Time Towing and Recovery, said special equipment was almost always used and gave examples.

Asare thanked the public; he would vote for the legislation. Flaherty also thanked the public. He commented that backed in, angled parking would save money for all. Ruff thanked his colleagues, staff, and the public. Rosenbarger thanked the public. She sometimes did not speak because there was so much discussion at meetings, so she opted out, but was paying attention. Stosberg better understood the damage-free, special treatment equipment and the administrative fee.

Meeting Date: December 17, 2025

The motion to adopt Ordinance 2025-20 as amended received a roll call vote of Ayes: 9, Nays: 0, Abstain: 0.

### **7.3. Resolution 2025-21**

Resolution Acknowledging Receipt Of The Collective Bargaining Agreement Between The City Of Bloomington And American Federation Of State, County, And Municipal Employees For Calendar Years 2026, 2027, And 2028 And Pledging Fiscal Support

Daily moved and Piedmont-Smith seconded that Resolution 2025-21 be introduced and read by title and synopsis only. The motion was approved by voice vote (Rollo out of the room). Bolden read the legislation by title and synopsis.

Daily moved and Piedmont-Smith seconded to adopt Resolution 2025-21.

Deputy Mayor Gretchen Knapp noted the productive bargaining session. She referenced the timeline, salary rates, meetings, an 82-7 approval vote, and costs. There would not be an additional appropriation. She discussed the new pay grades, salaries, and tenure. Stosberg asked about appropriations for the tenure steps and Knapp clarified that it was set for 2026. Asare asked about staffing level requirements in the collective bargaining agreement (CBA). Jessica McClellan, Controller, said the CBA did not have the contracted positions but the salary ordinance did.

There was no public comment.

Piedmont-Smith thanked those who worked on the CBA, and Stosberg concurred. Asare thanked all. There had been good support for the agreements, CBA, Fire, and Police.

The motion to adopt Resolution 2025-21 received a roll call vote of Ayes: 9, Nays: 0, Abstain: 0.

### **7.4. Ordinance 2025-47**

To Amend Title 8 Of The Bloomington Municipal Code, Entitled "Historic Preservation And Protection" To Establish A Historic District Re: The Ivan Adams House Historic District (Bloomington Historic Preservation Commission, Petitioner)

Daily moved and Piedmont-Smith seconded that Ordinance 2025-47 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 Ordinance 2025-47.

Clerk's Note: Stosberg passed the gavel to Piedmont-Smith.

Noah Sandweiss, Program Manager, Historic Preservation Commission (HPC), presented the legislation. He provided a background on the house and on Ivan Adams and his stone carver work, and discussed the requirements and qualifications for establishing a historic district.

Piedmont-Smith passed the gavel back to Stosberg.

Piedmont-Smith said it was unique to only list one property and asked if that had happened in the past. Sandweiss said yes and highlighted single structures that had been approved. Stosberg asked for clarification on the process for single structures. Sandweiss explained the process as well as the process for alterations to single structure properties.

John Butler, property owner, spoke in favor of the request and gave reasons in support. He spoke about stone carvers. Sam DeSollar commented in favor of the historic designation and urged council and the mayor to fill vacant seats on the HPC. Amy Butler, property owner, discussed a variety of reasons in support of the request. Karen Duffy, HPC, spoke about the cultural significance of the structure. Daniel Schlegel, HPC and Director, History Center, gave many reasons in support.

Piedmont-Smith asked if the property could become part of a larger district. Sandweiss said yes, the Cottage Grove Neighborhood, but the property should be judged on its own merit. Rollo appreciated the legislation and would support it because of the cultural significance involving limestone, and local heritage of the city. Zulich spoke in support of the request. The property owners had done robust community outreach in their neighborhood. Daily would support the request and

appreciated the history of the property. Flaherty was hesitant because the historical association was not based on the architectural characteristics but rather on the person who played a significant role in history. He appreciated the discussion and that the owners had purchased the property to preserve it. Ruff restated the importance of limestone work in community and would support the request. Rosenbarger thanked everyone, but would vote no and gave reasons why. Stosberg would not support the request because it would set a unique precedent and provided reasons.

The motion to adopt Ordinance 2025-47 received a roll call vote of Ayes: 6 (Ruff, Rollo, Piedmont-Smith, Daily, Zulich, Asare), Nays: 3 (Flaherty, Stosberg, Rosenbarger), Abstain: 0.

#### **7.5. Ordinance 2025-43**

An Ordinance Annexing Certain Real Estate To The City Of Bloomington, Monroe County, Indiana

Daily moved and Piedmont-Smith seconded that Ordinance 2025-43 be introduced and read by title and synopsis only. The motion was approved by voice vote without objection. Bolden read the legislation by title and synopsis. Clerk's Note: Per Bloomington Municipal Code 2.04.420(b), the motion passed. No legislation may be introduced for council action after 10:30pm local time without a two-thirds vote of the members of the council.

Daily moved and Piedmont-Smith seconded that Ordinance 2025-43 be adopted.

Chris Wheeler, Assistant City Attorney, explained voluntary annexation, eligibilities, process, and history of the request. Stosberg asked about the contiguity with the road which was not a public right of way. Wheeler said the requirement was to be one-eighth of the city; the road was irrelevant.

Jay Nelson spoke against the annexation and gave reasons including drainage concerns. Paul Post urged council to vote against the annexation of a single property and to let the ongoing litigation finish in the courts for the Cory Lane neighborhood. Joseph Chan commented against the request noting that the surrounding properties drained into the property, which had karst issues. Magda Andrade expressed concern with annexing that property. Leslie Ruiz was concerned about the impacts on the neighborhood like drainage, water damage, and parking. Lieutenant Ray Reyes spoke against the annexation.

Asare asked about any structure deficiencies in the area that would require city investment, and about recourses adjacent property owners could take if there were future issues with their property. Wheeler said there were no costs to the city, and annexation did not impact recourses; any issues would be between property owners. Eric Greulich, Development Services Manager, Planning & Transportation, said with the conditional use approval process there would be more analyses of the impacts of development. He gave details on what would be evaluated. Rosenbarger asked if other property owners in the area could voluntary annex and Wheeler said they would need to go through the process to see.

Piedmont-Smith thanked residents who commented, and noted that council had to decide on the petition and whether it met the qualifications to be annexed, not concerns like karst and storm water. Ruff said a lot of work was needed to develop the property. He would vote no since there was ongoing litigation on annexation in that area. Daily was not convinced that annexing the property was in the city's, or residents', best interest. Flaherty spoke about how the voluntary annexation fit in with broader questions of annexation and sewer connections. There had been contracts that allowed a property to connect to sewer and when annexed, they would not remonstrate which had been intervened by the state. He gave examples of what could happen. Rollo spoke against the request due to the pending litigation for the area. Stosberg would support the request. She said residents' concerns were valid. She spoke about the size of the lot and the county down-zoning the property, resulting in nothing being able to be built there.

The motion to adopt Ordinance 2025-43 received a roll call vote of Ayes: 6 (Flaherty, Piedmont-Smith, Stosberg, Zulich, Rosenbarger, Asare), Nays: 3 (Ruff, Rollo, Daily), Abstain: 0.

#### **7.6. Ordinance 2025-46**

To Amend The Bloomington Zoning Maps And Zone Property Currently In the Monroe County Jurisdiction To Residential Medium Lot (R2) In Anticipation Of Voluntary Annexation Re: 2005 W. Cory Drive (William Wamathai, Petitioner)

Daily moved and Zulich seconded that Ordinance 2025-46 be introduced and read by title and synopsis only. The motion was approved by voice vote. Bolden read the legislation by title and synopsis. Clerk's

Meeting Date: December 17, 2025

Note: Per Bloomington Municipal Code 2.04.420(b), the motion passed. No legislation may be introduced for council action after 10:30pm local time without a two-thirds vote of the members of the council.

Daily moved and Piedmont-Smith seconded to adopt Ordinance 2025-46.

Zulich moved and Daily seconded that Amendment 01 to Ordinance 2025-46 be adopted. Zulich presented Amendment 01.

Amendment 01 Synopsis: This amendment, sponsored by Councilmember Zulich, corrects an error by changing the name of the Petitioner to reflect the owner of the property at 2005 West Cory Drive, as identified on the City of Bloomington Planning Department application form.

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

The motion to adopt Amendment 01 to Ordinance 2025-46 received a roll call vote of Ayes: 8, Nays: 0, Abstain: 0. (Flaherty out of the room).

Greulich presented the legislation including the recommendation from the Plan Commission. He gave a brief summary of the property and zoning. Rollo asked about site inspection and Greulich clarified that it depended on the type of development and described examples.

Jay Nelson spoke against the annexation and in favor of only allowing a single-family home.

Ruff commented against the voluntary annexation process. Piedmont-Smith spoke about the UDO which had strong environmental protections. It was necessary to zone the property since it had been annexed. Flaherty said the process was logical, with annexation first, then zoning and then what could be built or not. Rollo asked about conditional use for a duplex and Greulich confirmed that it would go before the Board of Zoning Appeals. Ruff said his no-vote was a protest vote.

The motion to adopt Ordinance 2025-46 as amended received a roll call vote of Ayes: 7 (Flaherty, Rollo, Piedmont-Smith, Stosberg, Zulich, Rosenbarger, Asare), Nays: 2 (Ruff, Daily), Abstain: 0.

**8. ADDITIONAL PUBLIC COMMENT [11:10pm]**

There was no additional public comment.

**9. COUNCIL SCHEDULE [11:30pm]**

Stosberg reviewed the council schedule and said that interview committees would have meetings in the first two weeks of January 2026.

**10. ADJOURNMENT [11:31pm]**

Stosberg adjourned the meeting.

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

APPROVE:

ATTEST:

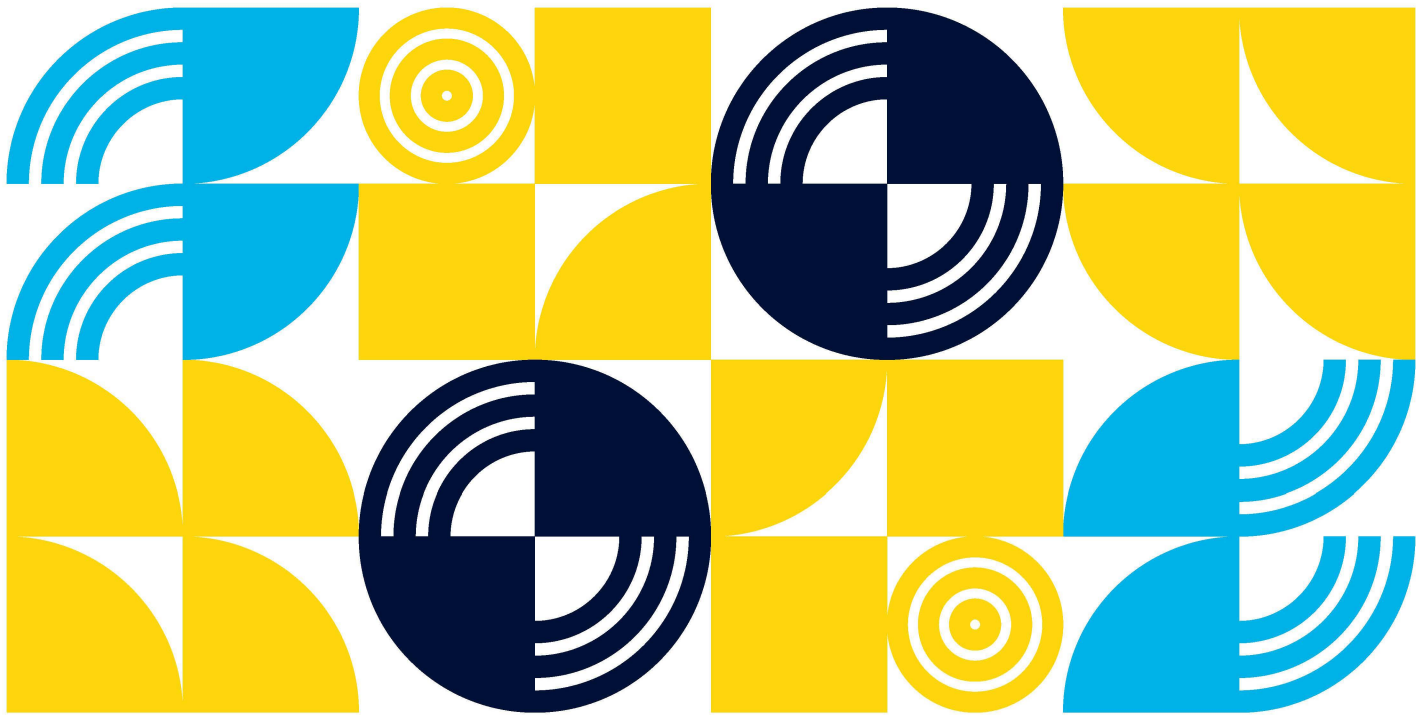
\_\_\_\_\_  
Isak Nti Asare, COUNCIL PRESIDENT

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

Clerk's Note: The above memorandum summarizes the motions passed and issues discussed at the meeting. It is not a verbatim copy of every word spoken. Bloomington City Council meetings are available for watching on the following websites:

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

Background materials and packets can be found at <https://bloomington.in.gov/council>



# Dr. Martin Luther King Jr. Birthday Celebration Commission



# 2025 Annual Report

PREPARED BY :

**Aubrey Seader**

Liaison, Dr. Martin Luther King Jr.  
Birthday Celebration Commission

[mlk@bloomington.in.gov](mailto:mlk@bloomington.in.gov)

812-349-3433

**CITY OF BLOOMINGTON**

401 N Morton Street,  
Suite 260

Bloomington, IN, 47403

[BLOOMINGTON.IN.GOV/MLK](http://BLOOMINGTON.IN.GOV/MLK)



# Table Of Contents

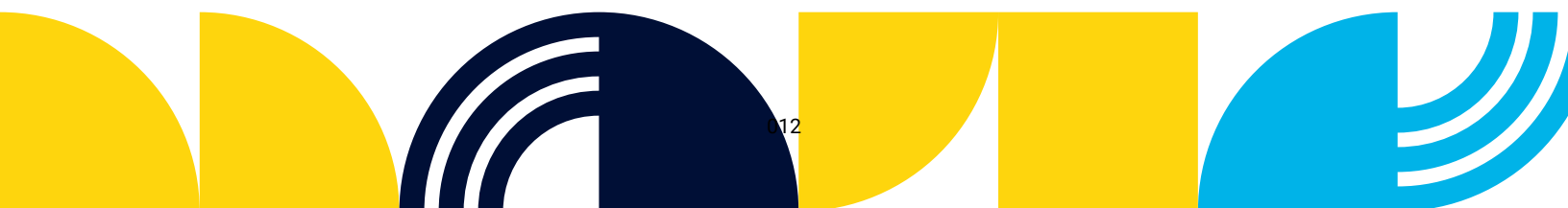
**02** **Message from the Chair**  
Vision for the future and goals for the next year

**04** **About Us**  
Commission Purpose  
Organizational Overview  
Commission Staff

**07** **Key Achievements and Impact**  
Program and Project Highlights  
Strategic Goals and Initiatives  
Community and Stakeholder Engagement

**12** **Financial Report**  
Financial Review  
Income  
Expenditures

**14** **Vision for the Future**  
Priorities  
2026 Strategic Goals and Initiatives  
Call to Action  
Contact Information



# Dr. Martin Luther King Jr. Birthday Celebration Commission

## Message from the Chair

**Gloria L. Howell, Ph.D.**

Director, Neal-Marshall Black Culture Center and Adjunct Faculty at Indiana University

The Dr. Martin Luther King, Jr. Birthday Celebration Commission is dedicated to preserving the legacy of Dr. King in our local community. In such a time as this, we are steadfast in illuminating not only the value of Dr. King's work during his lifetime, but the necessity of that work for navigating the present and securing our future. We take great pride in amplifying King's messages of love, social justice, equity, and shared humanity through our programs and initiatives.

I consider it an honor to serve as Chair of the MLK Commission, and I am especially proud of what we were able to accomplish this year amid challenges and uncertainties. We navigated transition with ease and flexibility to the extent possible and remained focused on educating, enlightening and engaging our community in meaningful ways.



We supported events including the citywide Juneteenth Celebration, the Annual Umoja Day Block Party hosted by the Neal-Marshall Black Culture Center, the Monroe County NAACP Annual Freedom Fund Banquet, and the Annual Black Market hosted by the City of Bloomington. We also hosted our signature MLK birthday celebration, "A Necessary Renaissance in Social Justice: Telling the Stories to Ignite Change." In the spirit of this theme, we welcomed a dynamic keynote speaker, Keith A. Beauchamp, who shared lessons from his work as an acclaimed investigative journalist, documentarian, activist, and filmmaker. We honored legendary community leader Beverly Calendar-Anderson as this year's MLK Legacy award winner, and we witnessed the artistic gifts of the Tyra Anderson, Jasmine Dennie, and Peyton Womock. MCCSC School Resource Officer Social Worker and Lighthouse Community Church elder LaSaundra McCoy closed the program with poignant and timely remarks, challenging us to bring Dr. King's words to life in our everyday endeavors.

# Dr. Martin Luther King Jr. Birthday Celebration Commission

## Message from the Chair

Gloria L. Howell, Ph.D.

Director, Neal-Marshall Black Culture Center and Adjunct Faculty at Indiana University

Our commission represents a beautiful cross section of Bloomington that showcases our diverse professions, expertise, and interests. Some commissioners are students and staff at Indiana University, and others are affiliated with other entities including Crane, Monroe County NAACP, and the Herald Times. Our commission is fueled by a spirit of innovation. We think outside the box as we challenge ourselves to broaden our audiences and deepen our connection to Dr. King's mission. Each year, we renew our commitment to making that mission a reality that is felt and seen in Bloomington.

As we look toward the future, our goal is to offer an array of thoughtfully curated programs and activities that encourage audiences to reflect upon how we, both individually and collectively, can make Bloomington more of the "beloved community" that Dr. King often referenced. While establishing this beloved community is not void of challenges, we remain committed to the work. We look forward to cultivating new collaborative partnerships and stewarding long standing ones as we continue promoting equity, service, and other ideals that Dr. King lived while making our community better.



## Dr. Martin Luther King Jr. Birthday Celebration Commission

### Commission Purpose

#### 2025 Annual Report

The Dr. Martin Luther King Jr. Birthday Celebration Commission is dedicated to honoring the legacy of Dr. Martin Luther King Jr. through activities that celebrate his birthday and promote diversity, inclusivity, and racial equity within the community. The Commission organizes and supports programs that commemorate the annual federal holiday, including the Dr. Martin Luther King Jr. Birthday Celebration, the Dr. Martin Luther King Jr. Legacy Award, volunteer service initiatives such as "A Day ON! Not a Day Off," and the "40 Days of Peace." Additionally, the Commission collaborates with various partners to present events throughout the year that advance justice, racial harmony, and equal opportunity.

#### Statutory Authority: BMC 2.12

While there are no specific eligibility requirements for membership, preference for appointments shall be given to individuals affiliated with local religious organizations, the Bloomington Human Rights Commission, Monroe County Government, local school corporations, and the National Association for the Advancement of Colored People (NAACP).

#### Powers and Duties:




The Commission's primary responsibility is to promote and honor Dr. Martin Luther King Jr.'s birthday and his enduring legacy in the community. The Commission focuses on fostering diversity, advancing racial equity, and advocating for justice for historically marginalized communities. It may appoint volunteers and associates who are committed to these goals. The Commission is required to report its activities and progress to the Mayor and City Council on an annual basis.



# Dr. Martin Luther King Jr. Birthday Celebration Commission

## Organizational Overview

2024 Annual Report

-  Chair
-  Vice Chair
-  Secretary



**Gloria L. Howell, Ph.D., Director, Neal-Marshall Black Culture Center and Adjunct Faculty, Indiana University**

Appointed By: Mayor  
Term Expires: 2026-01-31



**Brittany Talissa King, Freelance Writer, Organizer**

Staff Writer at the IU Foundation  
Appointed By: Mayor  
Term Expires: 2027-01-31



**Julie Roberts, Retired**

Appointed By: NAACP  
Term Expires: 2027-01-31



**James Sanders, Manager, Missile Energy Systems Branch at Naval Surface Warfare Center, Crane Division**

Appointed By: Common Council  
Term Expires: 2026-01-31



**Latonya Wilson, IU Bloomington PhD Student and Academic Instructor**

Appointed By: Common Council  
Term Expires: 2027-01-31

As of January 31, 2026, the commission has 2 vacant seats.

### Dr. Martin Luther King Jr. Birthday Celebration Commission Staff

**Aubrey Seader**  
Dr. Martin Luther King Jr. Birthday Celebration  
Commission Liaison  
Community and Family Resources Department

**Naree Redwine**  
Commission Intern  
IU Cox Engagement Scholar  
Community and Family Resources Department

## Dr. Martin Luther King Jr. Birthday Celebration Commission

### Key Achievements and Impact

2025 Annual Report



#### 2025 BY THE NUMBERS

10

Community Events Supported

16

Local Stakeholders presented the 2025 Birthday Celebration

200

people attended the 2025 Birthday Celebration Event

#### Support of Major Community Events

- The commission participated in and supported 10 major community events, including the City's Juneteenth celebration, the 50+ Expo, La Fiesta del Otoño, the NMBCC's Umoja Day, the NAACP's Freedom Fund Banquet and the Winter Wonderland event. The commission's presence at these events fostered community connections and raised awareness of the commission's work.

#### Successful 2025 Dr. Martin Luther King Jr. Birthday Celebration

- The 2025 MLK Birthday Celebration saw close to **200 attendees** despite dangerous winter weather conditions, demonstrating the event's continued impact and resonance within the community. The commission also successfully produced a free screening of Keith Beauchamp's film TILL as a companion event to their 2025 MLK Birthday Celebration Event.

#### Attracting Collaborative Participation from Local Stakeholders

- 16 community businesses, nonprofits, schools, and local musicians came together to present the 2025 MLK Birthday Celebration. This outpouring of support highlighted the importance of the commission's work to the community.

## Dr. Martin Luther King Jr. Birthday Celebration Commission

# Program and Project Highlights: the 2025 Dr. Martin Luther King Jr. Birthday Celebration Event

### 2025 Annual Report

The theme of the 2025 **Dr. Martin Luther King Jr. Birthday Celebration**, "A Necessary Renaissance in Social Justice: Telling the Stories to Ignite Change," was a night of inspiration and hope. The event featured a keynote address by filmmaker Keith A. Beauchamp, whose investigative reporting and 2005 documentary were instrumental in prompting the State of Mississippi to reopen the murder case of Emmett Till. Despite the freezing temperatures, the event was attended by local families, Indiana University students, and community partner organizations. Feedback from attendees highlighted a sense of empowerment, with many expressing a desire to become more engaged in local community efforts.

The celebration also included performances by local musicians Tyra Anderson, Jasmine Dennie, and Peyton Womock. Additional speakers and presenters represented key community stakeholders, including the City of Bloomington, Indiana University, the IU Black Film Center & Archive, and MCCSC.

## FEATURED PERFORMERS & SPEAKERS

### PERFORMERS

**Tyra Anderson, singer**

**Jasmine Dennie, singer**

**Peyton Womock, musician**

### SPEAKERS

**Keith Beauchamp, keynote speaker**

**Shayla George, Outstanding Black Leaders of Tomorrow Recipient 2024**

**Dr. Virginia Githiri, emcee**

**Dr. Gloria Howell, commissioner**

**Gretchen Knapp, Deputy Mayor**

**Dr. Novotny Lawrence, IU Black Film Center & Archive**

**LaSaundra McCoy, MCCSC & Lighthouse Community Church**

**James Sanders, commissioner**



A key highlight of the annual celebration was the presentation of the Dr. Martin Luther King Jr. Legacy Award, which honors individuals who have made significant contributions to race relations, justice, and human rights. The 2025 Legacy Award was presented to **Beverly Calender-Anderson**, in recognition of her profound commitment to advancing race relations, justice, and human rights. Beverly served for 9 years at the City of Bloomington Safe & Civil City Director, and then for 9 years as the Director of the City's Community & Family Resources Department.

Beverly's work, whether through direct programming or the fostering of meaningful partnerships, consistently **created tangible, visible, and lasting change within the community**, embodying her unwavering dedication to justice and human rights.

## Dr. Martin Luther King Jr. Birthday Celebration Commission

# Program and Project Highlights: Remembrance Week & Juneteenth Community Outreach

### 2025 Annual Report

During 2025, commissioners created two outreach programs that they shared with the community.

#### April 2025: Remembrance Week Reading in Schools

The first week of April marks the anniversary of Dr. Martin Luther King Jr.'s assassination, known as Remembrance Week. On April 2, 2025, commissioners Julie Roberts and Dr. Gloria Howell and staff liaison Michelle Moss went to Bloomington Montessori School to read to students and discuss the work of Dr. King.

#### June 2025: Black Inventors Game

For their booth at 2025 Juneteenth Celebration, commissioners created a game to help visitors of all ages learn more about Black inventors and their contributions to modern life. This game is now a fun, portable education tool that the commission plans to take with them to every tabling opportunity.



ABOVE: (left to right) Julie Roberts and Dr. Gloria Howell read "Martin's Big Words" to students at Bloomington Montessori school for Remembrance Day 2025.



RIGHT: (left to right) Michelle Moss, Aniah Fountain, James Sanders, Dr. Gloria Howell, and Brittany Talissa King at the City's 2025 Juneteenth Celebration.

## Dr. Martin Luther King Jr. Birthday Celebration Commission

### Progress Towards 2025 Strategic Goals and Initiatives

#### 2025 Annual Report

In 2025, the commission was able to make the following progress towards our stated goals.

#### Expanded Community Engagement Through Tabling at Local Events

- The commission tabled at 10 major City and Indiana University events.

#### Creating Engaging Activities for Child at Community Events

- The commission made Juneteenth celebratory bracelets and created the Black Inventors Game, which they took with them to their tables at all 10 tabling events.

#### 2025 Remembrance Day Collaboration and Programming

- The commission's original plan for a collaborative event with Resilience Productions did come to fruition. Instead, the commission was able to serve students at Bloomington Montessori School.

#### Maintaining Full Commission Representation

- There was some turnover of commissioners in 2025, and further turnover at the beginning of 2026. As of March 23, 2026 there are 2 open seats on the commission.

#### Building a Comprehensive Photo Archive for Commission Activities

- Although some progress was made, relatively few photos from 2025 or previous years were taken or located. Fulfilling this goal may require a dedicated volunteer.

#### Revitalizing the "One Community" Curriculum

- The "One Community" Curriculum has still not been adopted by MCCSC. This goal was not acted upon during 2025.

#### Development of a Community Choir for the 2026 MLK Celebration

- This goal was not acted upon during 2025.

### Reflections on Progress Towards 2025 Goals

In 2024 and 2025, the commission experienced consistent turnover. Its membership also experienced limited capacity due to other personal and professional obligations. To increase their impact in future years, the commission intends to:

- Focus their energy and resources on fewer, but more meaningful, goals.
- Increase their capacity to produce events and programs by building their volunteer base and strengthening their collaborative relationships with local organizations.

## Dr. Martin Luther King Jr. Birthday Celebration Commission

### Community and Stakeholder Engagement 2025 Annual Report

#### KEY COLLABORATING ORGANIZATIONS

Since its founding in 1993, the commission has produced its programming in collaboration with local organizations whose work alligns with our mission and vision for a more just and equitable community. In 2025, our key collaborating organizations included Bloomington Montessori School, the City of Bloomington Volunteer Network, the Commission on the Status of Black Males, Monroe County NAACP, the Neal Marshall Black Cultural Center, and WFHB



## Dr. Martin Luther King Jr. Birthday Celebration Commission

### 2025 Financial Review - Income

2025 Annual Report

#### Community Support and Program Funding

The Dr. Martin Luther King Jr. Birthday Celebration Commission relies on the generosity of local businesses, organizations, and individuals to produce our annual commemorative event. This is a breakdown of the support received for the 2025 Birthday Celebration event, which took place on Monday, January 20, 2025.

#### 2025 Supporters (\$250+) -

- Bloomington Montessori School

#### 2025 Contributors (\$500) -

- Indiana University
- Day Funeral Home
- Monroe County Branch NAACP
- Monroe County CASA
- Old National Bancorp
- Spiritual Assembly of the Bahai's of Bloomington

#### 2025 Major Underwriters (\$1,000+) -

- Marcus A. Debro
- City of Bloomington Community and Family Resources Department
- Indiana University Office of the Vice President for Diversity, Equity, and Inclusion
- Cook Group, Incorporated
- Charlie & Jeanetta Nelms
- Ivy Tech Community College

**\$9,854.00**  
in Sponsorships

The 2025 MLK Birthday Celebration Event raised \$2,000.00 more in funding than the 2024 event. We extend our deepest appreciation to our sponsors and community partners for their support.



## Dr. Martin Luther King Jr. Birthday Celebration Commission

### 2025 Financial Review - Expenditures

#### 2025 Annual Report

\$6,500.00	Keynote Speaker - Keith Beauchamp
\$330.88	Keynote Speaker Meal Reimbursement
\$900.00	Indiana University African American Choral Ensemble
\$641.10	BCT Management, INC. - Tech Labor for Event
\$335.00	Swank Motion Pictures - "TILL" Movie Screening License
\$122.50	Popkorn with a Twist refreshments
\$394.40	Safeguard Business Program Printing
\$255.02	Hilton Garden Inn, accommodations for Keynote Speaker
\$55.00	The Award Center - MLK Jr. Legacy Award Plaque
\$12.40	Engraving & Stamp Center
\$600.00	Musician Compensation (3 Performers at \$200 each)

$$\begin{array}{rcc} \mathbf{\$9,854.00} & \mathbf{-} & \mathbf{\$10,146.30} & \mathbf{=} & \mathbf{-\$292.30} \\ \mathbf{Income} & & \mathbf{Expenditures} & & \mathbf{Remaining} \\ \mathbf{Total} & & \mathbf{Total} & & \mathbf{Balance} \end{array}$$

### Negative Balance and Planning for Future Sponsorships

In 2024, funds that remained after covering event expenses were allocated to offset the rising costs for speaker fees, accommodations, and air travel for the 2025 Birthday Celebration.

At the beginning of 2025, the MLK Jr. Birthday Celebration Commission account held a total of \$13,863.33. Therefore, although the total expenditures for the 2025 Birthday Celebration event exceeded the amount of sponsorship funds raised, the commission was able to cover all expenses for the event.

For the 2026 event, held on January 19, 2026, the commission did not plan a companion event. They also increased outreach to potential funders in anticipation of higher event costs.

### Vision for the Future: 3 Priorities for 2026

#### 2025 Annual Report

The Dr. Martin Luther King Jr. Birthday Celebration Commission operates within the City of Bloomington's Community & Family Resources Department (CFRD). CFRD's three priority areas (Partnerships, Resources, and Belonging) allow it to focus its efforts and serve its mission of improving quality of life for all citizens of Bloomington. In narrowing our focus to serve these three priority areas, the MLK Commission hopes to increase our impact and strengthen our role as a facilitator of "beloved community" for the people of Bloomington.

#### **PARTNERSHIPS: Strengthen Community Partnerships**

In 2026, the commission seeks to strengthen our existing partnerships with local organizations like the NAACP and NMBCC, while seeking out new partnerships with community organizations whose work is in agreement with our mission and vision.

#### **RESOURCES: Creating Resource Materials on King's Principles of Nonviolence**

In 2026, the commission will develop resource materials examining Dr. Martin Luther King Jr.'s principles of nonviolence and educating children and adults on how to embody those principles in their everyday lives.

#### **BELONGING: Creating Opportunities for Cross-Cultural Exchange**

In 2026, the commission's events and programs will provide opportunities for cross-cultural exchange between local marginalized communities. The commission will strive to create spaces where all people can feel seen, heard, and included.

**"The professionalism and inclusivity of this committee have been a wonderful experience that taught me to be a voice in the world. These lessons will stay with me forever."**

-Aniah Foundation, (former) Dr. Martin Luther King Jr. Birthday Celebration Commissioner



## Dr. Martin Luther King Jr. Birthday Celebration Commission

### Strategic Goals and Initiatives

#### 2025 Annual Report

In 2026, the commission plans to pursue the following goals.

**Goal 1: During 2026, the commission will host 1-2 events outside of annual MLK Birthday Celebration event. These events will serve our 3 priority areas and may be hosted in collaboration with our community partners.**

**Goal 2: The commission will support the NAACP's "Freedom Schools" project through the creation of original resource materials. These materials will examine Dr. King's 6 Principles of Nonviolence and demonstrate how they can be used in real life scenarios.**

- After experiencing some challenges, the commission has researched and revamped the "One Community Curriculum" over the course of the last 2 years. The Freedom Schools project will allow the curriculum to be utilized in service of its original mission: to educate and empower the community to embody the lessons of the Civil Rights Movement.
- Supporting the ongoing Freedom Schools project serves our Partnerships priority area and benefits one of our oldest and most stalwart collaborators.

**Goal 3: During 2026-2027, the commission will produce a 6-part series of Community Conversations focusing on the 6 Principles of Nonviolence**

- Each conversation will focus on one of the 6 Principles of Nonviolence
- Each event will reflect on a historic demonstration of one of the 6 Principles, and will be led by a local expert.
- Ideally, each historic example will come from a different world culture, highlighting the universality of these principles and their global significance in fights for justice, peace, and equality.



**Dr. Martin Luther King Jr. Birthday Celebration Commission**

**Call to Action**

2024 Annual Report

**Dr. King's Legacy  
Is Alive in  
Bloomington**  
**We Need You  
to Be the Change**



We invite you to join us in these meaningful efforts by participating in our events, supporting our programs, or volunteering your time. Together, we can continue to advance Dr. King's vision of a more just and inclusive society.

**You're Invited**

**Join the Commission for our  
monthly meetings**

Every 4th Wednesday

6:00 – 7:00 PM

in the Allison Room (#225)

at City Hall

(401 N. Morton Street)

Follow us on Facebook at  
**facebook.com/cobmlk**

For information on  
upcoming events and  
programs

**learn more at [bloomington.in.gov/mlk](https://bloomington.in.gov/mlk)**



**City of Bloomington  
Office of the Mayor**

**STAFF MEMORANDUM**

To: Bloomington Common Council

From: Anna Killion-Hanson

Date: March 2026

Re: Affordability, Economic Mobility, and the Role of Homeownership and the Hopewell South PUD

Affordability in owner-occupied housing must be pursued without undermining the core function of homeownership: building equity and long-term economic mobility—one of the most reliable pathways out of poverty. Permanent deed restrictions, while appropriate for rental housing, fundamentally conflict with that purpose.

Bloomington faces a widening gap between local wages and housing costs. Addressing this challenge requires policies that do more than simply lower the initial purchase price of a home. Effective housing policy must also provide pathways for households to build wealth and achieve long-term economic mobility.

Home ownership has historically been the most powerful tool for building generational wealth in the United States. Policies that permanently limit appreciation through deed restrictions risk undermining that pathway by preventing homeowners from realizing the full value of the asset they maintain and invest in for decades.

The Hopewell South PUD approaches affordability differently. By allowing smaller homes and smaller lots—paired with flexible affordability tools such as shared equity agreements, right of first refusals with options to purchase, and silent second mortgages—the project creates naturally attainable housing while still allowing households to build equity and participate in long-term appreciation.

This model addresses affordability without permanently limiting the financial mobility of the families it is intended to help.

Permanent affordability requirements can serve an appropriate purpose in rental housing, where the policy goal is to ensure long-term access to units at specific income levels. In rental developments, the property owner retains the asset, and tenants pay only for the use of

housing. Because renters do not build equity, permanent affordability restrictions do not interfere with a household's ability to accumulate wealth.

In homeownership, permanent restrictions suppress the very mechanism—equity growth—that makes ownership transformative.

Applying the same structure to homeownership housing raises a fundamentally different policy concern. Homeownership is not only about housing stability—it is one of the primary pathways through which American households build wealth. Permanent deed restrictions are often intended to preserve affordability for future buyers, but they do so by limiting the current homeowner's ability to benefit from appreciation.

Community Land Trust models illustrate this tradeoff clearly. In a typical land trust structure, homeowners purchase the house but lease the underlying land from a nonprofit trust. Resale formulas are used to cap appreciation so the home remains affordable for the next buyer. While this approach preserves affordability across generations of buyers, it also limits the equity gains available to the homeowner and can reduce the ability of that household to use homeownership as a stepping-stone to broader economic mobility.

When appreciation is permanently capped, the homeowner assumes all of the responsibilities of ownership—mortgage payments, property taxes, insurance, maintenance, and repairs—without access to the full financial upside of the asset they maintain and invest in.

Over time, this creates a structural divide in the housing market:

Unrestricted homeowners:

- Benefit from appreciation
- Build equity
- Move up the housing ladder
- Are able to borrow against their home for significant maintenance like roof repairs or to invest in post-secondary education for their children.

Restricted homeowners:

- Carry the responsibilities of ownership
- Experience limited or capped equity growth
- Have fewer opportunities for upward mobility
- Are frequently unable to access the equity in their homes for major maintenance, or to send a child to college.

For most American households, home equity is the single largest source of wealth they will ever hold. Research from the Federal Reserve consistently shows that homeowners possess dramatically higher net worth than renters, largely because housing payments gradually build equity over time

Renting provides housing, but it does not create wealth. Each rent payment covers the cost of occupying a home for a specific period, but once that payment is made, the financial benefit

disappears. The renter leaves with no asset, no equity, and no financial return from those payments.

A mortgage payment functions very differently. It simultaneously provides housing while building ownership in an asset that may appreciate over time.

Homeownership builds wealth through three primary mechanisms:

1. **Forced Savings**  
Each mortgage payment reduces the loan balance, converting housing payments into ownership.
2. **Property Appreciation**  
Homes typically increase in value over time as land values and local economies grow.
3. **Equity as Financial Capital**  
Home equity can later support education, entrepreneurship, retirement, or the purchase of a future home.

Over the decades, this difference compounds significantly. Homeowners accumulate assets and wealth, while renters remain exposed to rising housing costs without the benefit of asset growth.

For households seeking to move out of poverty, access to appreciating assets—particularly homeownership—is critical.

Equity cushions against job loss, funds education and small business formation, and allows families to move up the housing ladder, freeing more modest homes for the next generation.

The distribution of wealth in the United States did not occur by accident. It has been shaped by housing and land policies that expanded wealth-building opportunities for some households while excluding others.

Programs such as the Homestead Act of 1862 and later mortgage programs supported by the Federal Housing Administration allowed millions of families to acquire land and homes that appreciated over time.

These programs helped build the American middle class. However, discriminatory practices such as redlining denied many households—particularly Black families—access to mortgages and neighborhoods where property values could grow.

As a result, generations of families were excluded from the primary wealth-building tool available to American households: owning appreciating property.

The consequences compound over time. When one generation or race cannot accumulate equity, the next generation begins with little financial foundation.

Housing policy, therefore, plays a central role in determining whether families build wealth or remain economically constrained.

Bloomington has a documented history of racially restrictive housing covenants that limited who could buy property. From the 1920s until 1948, many property deeds included provisions that prohibited the sale or occupancy of homes by non-white residents, particularly targeting Black and Asian individuals. Although these discriminatory clauses were later ruled unenforceable, they remain embedded in historical deed records and contributed to patterns of residential segregation that have had lasting effects on the community.

Even Federal housing policy avoids permanent restrictions and recognizes the importance of balancing affordability with wealth-building opportunity.

Under the HOME Investment Partnerships Program, for instance, which Habitat for Humanity regularly uses, affordability restrictions typically last 5 to 20 years, depending on the level of subsidy, and are forgiven over time. If a homeowner sells during the affordability period resale or recapture provisions return the subsidy back to the pool for reinvestment.

During that period:

- Resale or recapture provisions protect public investment
- Affordability is preserved for a defined time

Once the affordability period ends, the homeowner may sell the home on the open market and fully benefit from the equity they have built. Even Habitat for Humanity homes have a limited affordability period.

This structure reflects an important policy principle:

Public investment should help families access homeownership, but it should not permanently limit their ability to build wealth and leave poverty.

Permanent deed restrictions depart from this principle by capping appreciation indefinitely.

Housing development ultimately operates as a math equation:

Total cost to develop ÷ number of homes produced = price per home.

Land acquisition, infrastructure, labor, materials, financing, and regulatory requirements all contribute to the total development cost. When those costs are spread across a small number of homes—such as large-lot single-family development—the resulting home prices are higher.

When land and infrastructure costs are distributed across more homes on smaller lots, the price per home falls. This is one of the most reliable ways to produce attainable housing without requiring large public subsidies.

This is the core concept behind the Hopewell South PUD.

Bloomington’s Unified Development Ordinance (UDO) requires that 15% of a PUD’s the total housing units be permanently affordable to households earning 120% of Area Median Income (AMI) or below.

Based on the anticipated unit count for Hopewell South, this requirement would produce approximately 15 permanently affordable homes.

120% AMI Table:

120% AMI Income	# in Household	Max Purchase Price
\$91,050	1	\$271,000
\$104,050	2	\$312,000
\$117,050	3	\$352,000

These requirements ensure a limited number of units remain restricted to moderate-income households.

However, focusing exclusively on the number of deed-restricted units can obscure a larger and more important outcome: the overall affordability of the homes being produced.

Through smaller homes and smaller lots, the Hopewell South PUD naturally produces a large number of homes priced at levels affordable to low to moderate-income households.

Based on the anticipated pricing structure, more than half of the homes in the development are expected to be affordable to households earning 100% of Area Median Income (AMI) or less.

This means that more than half of the homes in the development are accessible to households earning significantly less than the 120% AMI threshold required by the UDO.

When the expected home prices are analyzed more closely, the affordability distribution becomes even clearer.

Projected affordability levels across the development include:

Units	Affordability Level	Approximate Qualifying Income
8	35% AMI	~\$21,882
5	66% AMI	~\$41,679
4	72% AMI	~\$45,847
24	76% AMI	~\$48,293
3	77% AMI	~\$48,626
12	79% AMI	~\$57,179
12	87% AMI	~\$63,213
2	88% AMI	~\$71,570

This distribution demonstrates that the project produces a wide range of attainable price points, many of which fall well below the 100% AMI threshold.

In other words, the development does not rely solely on a small number of regulated affordable units. Instead, it produces a substantial number of homes that are naturally attainable because of their size and cost structure.

**Fifteen restricted units meet the ordinance. Fifty naturally attainable homes solve the problem.**

The most scalable way to close the gap between incomes and housing costs is through smaller homes on smaller lots.

This approach reduces:

- Land cost per home
- Infrastructure cost per home
- Total construction cost per unit

Smaller homes are naturally more attainable because of how homes are valued in the real estate market.

Because home values are largely determined by comparable sales and square footage, smaller homes naturally appraise at lower prices.

Residential appraisals rely primarily on the sales comparison approach, which compares a property to recently sold homes with similar characteristics.

Adjustments are made for differences such as:

- Square footage
- Lot size
- Condition
- Amenities
- Location

Appraisers cannot simply add large premiums to justify a price significantly above comparable sales.

As a result:

Smaller homes on smaller lots naturally appraise at lower prices.

Allowing smaller homes that match modern household sizes is, therefore, one of the most reliable ways to produce attainable housing without subsidy or artificial price restrictions.

Another common misconception is that homebuyers must save 20% before purchasing a home.

In reality, most homebuyers purchase homes with far less.

Examples include:

- FHA loans: as little as 3.5% down
- Conventional first-time buyer programs: 3% down

- VA loans: 0% down for eligible veterans
- USDA loans: 0% down for qualifying rural buyers

Mortgage qualification is determined by several factors:

- Income
- Debt-to-income ratio
- Credit score
- Employment history
- Available savings

Access to homeownership is therefore not defined by a rigid 20% threshold but by whether a household's overall financial profile supports sustainable ownership.

Hopewell South proposes affordability tools that preserve public value without permanently restricting wealth-building opportunities. Keep in mind that these tools are not finalized, and may change as we attain more information, but still illustrate an alternative route to affordable homeownership without the requirement of a deed restriction.

These tools include:

## Silent Second Mortgage

Affordability benefit may be secured by a 0% interest, no-payment lien.

- Forgiven if sold to another qualified buyer
- Repaid to the City if sold above the affordability threshold
- Recaptured funds can be reinvested in future housing
- Potentially including other terms such as capping the amount of appreciation a home could receive on resale to a market average (In an average market would be 3-5% per year).

## Shared Equity Agreement

A resale formula protects the public investment while still allowing homeowners to build equity.

## Right of First Offer / Right of First Refusal

Allows an entity or a robust list of prenegotiated housing partners to purchase the home under predefined terms, such as maximum appreciation rates, to preserve affordability. An additional tool may be a revolving loan fund dedicated for this purchase.

This system ensures public value is protected while allowing homeowners to eventually participate fully in the housing market.

## Private Homeowner Association Covenants & Restrictions

Other conditions and restrictions may be incorporated via recorded Covenants & Restrictions, as allowed by law, or through the agreement itself. The City is aware of limitations on units of government contained in Indiana Code 36-1-24 et seq., and will structure any restrictions to comply with state law. Such restrictions under consideration may be:

- Restricting short-term rentals
- Restricting rentals, but with a hardship provision that allows a homeowner who has an extenuating circumstance, such as a lost job, to rent the unit out temporarily.

Bloomington's wages are significantly out of alignment with housing costs. In this environment, homeownership is not only about housing stability—it is one of the most effective tools available for households to build wealth and escape cost burden.

When families can purchase attainable homes and participate fully in appreciation:

- Housing payments become investments
- Equity grows over time
- Families gain financial stability
- Local spending power increases
- The community retains workforce talent

Permanent deed restrictions interrupt this pathway.

Policies that expand access to attainable ownership while preserving wealth-building potential strengthen both households and the local economy.

Bloomington's housing challenge requires solutions that expand access to ownership while supporting long-term economic mobility.

Permanent deed restrictions prioritize preserving affordability for the next buyer but do so by limiting the current homeowner's ability to build wealth.

The Hopewell South PUD offers a more balanced approach:

- Smaller homes and lots that create natural affordability
- Flexible affordability tools that protect public investment
- Pathways for homeowners to build equity and achieve upward mobility

By enabling households to participate fully in homeownership, Hopewell South does more than create housing units. It creates opportunities for families to build stability, accumulate wealth, and contribute to a stronger local economy.

Permanent restrictions assume scarcity and lock it in. Hopewell's model *creates* affordability through design, not only regulation. The goal is not to ration affordability—it is to produce it.

**Bloomington Common Council Ordinance No. 2026-06 to Amend the City of Bloomington Zoning Maps by Rezoning a 6.3 Acre Property from Residential Urban Lot (R4) and Residential Multifamily (RM) within the Transform Redevelopment Overlay (TRO) to Planned Unit Development (PUD) and to Approve a District Ordinance and Preliminary Plan**

Whereas, Ordinance 20-06, repealed and replaced the official zoning map within Title 20 of the Bloomington Municipal Code Entitled, "Unified Development Ordinance"; and

Whereas, the Plan Commission has considered this case, Z02025-12-0018, and favorably recommends that the petitioner, Bloomington Redevelopment Commission, be granted an approval to rezone 6.3 acres from Residential Urban Lot (R4) and Residential Multifamily (RM) within the Transform Redevelopment Overlay (TRO) to Planned Unit Development (PUD) and to approve a preliminary plan and district ordinance; and

Whereas, the Plan Commission therefore requests that the Common Council consider this petition.

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

**Section 1**

Through the authority of IC 36-7-4 and pursuant to Chapter 20.02 of the Bloomington Municipal Code, the zoning of the property described below shall be changed from Residential Urban Lot (R4) and Residential Multifamily (RM) within the Transform Redevelopment Overlay (TRO) to Planned Unit Development (PUD). The property is further described as follows:

**PARCEL G**

ALL OF LOT 45 SEMINARY SQUARE AND SEMINARY LOTS, A SUBDIVISION TO THE CITY OF BLOOMINGTON, INDIANA AS RECORDED ORIGINALLY IN DEED BOOK "A" PAGE 55 IN THE OFFICE OF THE RECORDER IN MONROE COUNTY, INDIANA, LYING NORTH OF WYLIE STREET AND BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS: BEGINNING NORTH 89 DEGREES 28 MINUTES 12 SECONDS WEST 14.16 FEET OF THE NORTHEAST CORNER OF SAID LOT, SAID POINT ON THE WEST RIGHT OF WAY LINE OF ROGERS STREET AS PREVIOUSLY DESCRIBED IN DEED RECORD 364, PAGE 240; THENCE SOUTH 00 DEGREES 17 MINUTES 49 SECONDS WEST ON AND ALONG SAID RIGHT OF WAY 338.20 FEET; TO THE APPARENT NORTH RIGHT OF WAY OF WYLIE STREET; THENCE NORTH 88 DEGREES 50 MINUTES 12 SECONDS WEST ALONG SAID RIGHT OF WAY LINE 647.77 FEET TO THE EAST LINE OF AN ALLEY; THENCE NORTH 00 DEGREES 55 MINUTES 21 SECONDS EAST ON AND ALONG SAID ALLEY 331.05 FEET TO THE APPARENT NORTHWEST CORNER OF SAID LOT; THENCE SOUTH 89 DEGREES 28 MINUTES 12 SECONDS EAST 644.08 FEET TO THE POINT OF BEGINNING OF THIS DESCRIBED PARCEL, CONTAINING 4.94 ACRES MORE OR LESS.

**PARCEL H**

A PART OF LOT 52 SEMINARY SQUARE AND SEMINARY LOTS, A SUBDIVISION TO THE CITY OF BLOOMINGTON, INDIANA AS RECORDED ORIGINALLY IN DEED BOOK "A" PAGE 55 AND LOTS 148, 149 AND 150 IN THE DIXIE HIGHWAY ADDITION TO THE CITY OF BLOOMINGTON ALL LOCATED IN THE OFFICE OF THE RECORDER IN MONROE COUNTY, INDIANA:

BEGINNING AT THE NORTHEAST CORNER OF SAID LOT 52, THENCE SOUTH 00 DEGREES 55 MINUTES 21 SECONDS WEST 158.46 FEET; THENCE NORTH 89 DEGREES 18 MINUTES 03 SECONDS WEST 103.00 FEET; THENCE SOUTH 00 DEGREES 55 MINUTES 21 SECONDS WEST 56.07 FEET TO THE APPARENT NORTH LINE OF LOT 131

IN DIXIE HIGHWAY ADDITION RECORDED IN PLAT BOOK 39, PAGE 478 IN THE OFFICE OF THE MONROE COUNTY RECORDER; THENCE NORTH 89 DEGREES 09 MINUTES 16 SECONDS WEST ON AND ALONG THE NORTH LINE OF SAID ADDITION 95.74 FEET TO THE EAST LINE OF SAID ADDITION; THENCE NORTH 00 DEGREES 35 MINUTES 06 SECONDS EAST ON AND ALONG SAID EAST LINE 55.83 FEET TO THE NORTH LINE OF AN ALLEY SHOWN ON SAID PLAT; THENCE NORTH 89 DEGREES 18 MINUTES 03 SECONDS WEST 136.93 FEET TO THE SOUTHWEST CORNER OF LOT 148 IN SAID ADDITION; THENCE NORTH 00 DEGREES 55 MINUTES 21 SECONDS EAST ALONG THE WEST LINE OF SAID LOT 157.46 FEET TO THE NORTHWEST CORNER OF SAID LOT AND ON THE SOUTH RIGHT OF WAY OF FIRST STREET; THENCE SOUTH 89 DEGREES 28 MINUTES 12 SECONDS EAST ON AND ALONG THE SOUTH RIGHT OF WAY OF FIRST STREET 336.01 FEET TO THE POINT OF BEGINNING, CONTAINING 1.34 ACRES MORE OR LESS.

**Section 2**

This District Ordinance and the Preliminary Plan shall be approved as attached hereto and made a part thereof.

**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, Bloomington Common Council

**Attestation of Bloomington City Clerk:**

\_\_\_\_\_  
Nicole Bolden  
Clerk, City of Bloomington

**Presentation by Bloomington City Clerk:**

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

\_\_\_\_\_  
Nicole Bolden  
Clerk, City of Bloomington

**Approval by Mayor**

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

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

**Synopsis**

This Ordinance amends the zoning of the property from Residential Urban Lot (R4) and Residential Multifamily (RM) within the Transform Redevelopment Overlay (TRO) to Planned Unit Development (PUD).

# Cover Letter and Petitioner's Statement

February 12, 2026 Revision 3

Eric Greulich  
Senior Zoning Planning  
City of Bloomington  
401 N Morton Street  
Bloomington, IN 47404

## Re: Bloomington South PUD

Dear Mr. Greulich,

On behalf of our client, the City of Bloomington Redevelopment Commission, we respectfully request placement on the Plan Commission agenda for consideration of a rezoning petition to establish the Hopewell South Planned Unit Development (PUD). Details of this request are provided in the attached petitioner's statement and illustrated in the accompanying materials. We would also like to request that PUD final plan approval be delegated to staff. We request that secondary plat approvals be delegated to staff.

The Hopewell South PUD is the latest phase in the multi-year project to advance the redevelopment of the former IU Health Bloomington Hospital site. This project is envisioned as a pilot for housing innovation, aligning with the City's long-term goals for attainable homeownership, neighborhood-scale development, and sustainable urban design.

## Project Overview

This Planned Unit Development (PUD) application proposes the subdivision and redevelopment of Hopewell Blocks 8, 9, and 10: the approximately 6.3 acres located within the southern portion of the former IU Health Bloomington Hospital site. The site is bounded by West 1st Street to the north, West Wylie Street to the south, and South Rogers Street to the east. Fairview Street runs through the middle of the parcels as an existing 16' wide right of way, while Jackson Street has been vacated but is proposed to be reintroduced.

The property is owned by the Bloomington Redevelopment Commission and consists of two parcels: Blocks 8 and 9, as designated in the Hopewell Master Plan, are on parcel 53-08-05-100-014.000-009 bounded by current active city rights of way (1st St, Rogers, Wylie St, and Fairview St). Block 10 is the northwest quarter of the city block bounded by 1<sup>st</sup> St, Fairview St, Wylie St, and Euclid Ave. Block 10 is made up of five existing parcels: 53-08-05-100-028.000-009, 53-08-05-100-028.000-009, 53-08-05-100-028.000-009, 53-08-05-402-115.000-009, and 53-08-05-402-115.000-009.

Blocks 9 and 10, located west of Jackson Street, are currently zoned R4 (Residential Urban), while Block 8, east of Jackson Street, retains a base zoning of RM (Residential Multifamily) but is regulated under the Transform Redevelopment Overlay (TRO) standards that also apply to the adjacent Hopewell East and West districts. After careful consideration, the City of Bloomington Planning Department and the Bloomington Redevelopment Commission determined that establishing a Planned Unit Development (PUD) for Hopewell South will provide the most appropriate mechanism to test zoning and subdivision reforms that may ultimately inform future updates to the Unified Development Ordinance (UDO).

This PUD framework allows the City to evaluate, in a controlled and measurable way, how calibrated adjustments to dimensional standards, lot configurations, and frontage definitions can improve housing attainability and neighborhood livability. By implementing these reforms within a defined, city-owned redevelopment area, Bloomington can observe its direct effects on construction cost, housing variety, and overall neighborhood character before considering broader adoption citywide. The Hopewell South PUD therefore establishes a regulatory structure that preserves the flexibility and design intentionality characteristic of the TRO while tailoring it to the smaller-scale, residentially focused context of Hopewell South.

The Hopewell South Planned Unit Development (PUD) is designed not only to guide the redevelopment of these blocks but also to serve as a prototype for attainable urban housing in Bloomington. The PUD seeks to demonstrate how smaller lots, context-based frontage, and simplified subdivision processes can expand homeownership opportunities without compromising neighborhood form or environmental performance. In doing so, it advances the City's broader objectives of fostering compact, connected, and inclusive neighborhoods as outlined in the Comprehensive Plan and the Hopewell Master Redevelopment Strategy.

All buildings constructed on Parcel A are included in the attached Housing Catalog, which is calibrated for wider rollout city-wide. This base catalog, and potentially additional plans, can be provided at low or no cost to residents city-wide to encourage the adoption of desirable small-scale housing. Because the buildings are provided with full construction-ready plans and details within the provided Catalog, additional architectural design standards are not needed to ensure compatibility and quality. The City has selected only the plans it deems to be compatible and of high quality. Modifications or building replacement in the future are subject to typical architectural design standards within the UDO.

## **Purpose and Intent**

The purpose of the Hopewell South PUD is to establish a regulatory framework that supports small-lot, diverse housing options oriented towards local residents, including young professionals, local workforce households, and long-term neighborhood residents seeking to downsize while remaining in their community. The proposed standards are designed to produce attainable, ownership-oriented homes at a variety of price points, including starter homes, by allowing modest adjustments to the dimensional, access, and subdivision standards of the R4 district and TRO.

The Hopewell South project seeks to re-establish the historic street and block grid that once defined this area of Bloomington and to implement a fine-grained residential pattern that

reflects the city's traditional neighborhood fabric and promotes safe, walkable, and sustainable neighborhoods for Bloomington residents to thrive.

Block 8 is planned for renovation for a public safety or non-residential use. Incorporating this parcel within the PUD boundary ensures coordinated infrastructure planning, stormwater management, and street layout across the entire redevelopment area.

## Project Goals

The primary objectives of this PUD are to:

1. Subdivide the former Bloomington Hospital site into sellable residential lots, allowing attainably priced new housing to be constructed by a range of local builders and development partners.
2. Retain or redevelop 714 S. Rogers Street (Block 8) for public safety or non-residential use.
3. Re-establish a connected network of streets and lanes consistent with Bloomington's traditional grid, improving walkability and neighborhood integration.
4. Create utility and stormwater infrastructure to serve future development and ensure long-term maintenance by the City of Bloomington.
5. Implement design and dimensional standards that enable context-sensitive infill, smaller lots, and attainable homeownership opportunities.

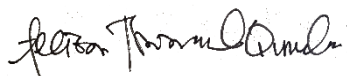
## Public Purpose and Alignment

This PUD is conceived as a pilot project aligned with the City's adopted goals of increasing attainable housing supply, supporting compact urban form, and reducing infrastructure and environmental impacts through infill development. The Hopewell South PUD also supports the broader objectives of the Comprehensive Plan, the Hopewell Redevelopment Master Plan, and the City's Housing Study by creating a replicable framework for small-scale, community-focused development.

## Summary

In summary, this Planned Unit Development provides a coordinated approach to subdivision, infrastructure, and housing delivery for Hopewell South. It will enable the redevelopment of a key portion of the former hospital site in a manner that balances neighborhood character, public investment, and housing attainability. We respectfully submit this PUD application for review and consideration by the Plan Commission and Common Council, in accordance with the procedures set forth in the Unified Development Ordinance (UDO) Sections 20.06.070 and 20.09.160.

Sincerely,



Alli Thurmond Quinlan  
AIA RLA LEED AP  
FlintlockLAB

# Petitioner's Statement

## **Hopewell South Planned Unit Development (PUD)**

Blocks 8, 9, and 10 (714 S. Rogers Street and Adjacent Parcels), Bloomington, Indiana

### **Legal Description(s):**

015-63600-00 Seminary Pt Lot 45  
015-48120-00 Dixie Highway Lots 148-150  
015-48090-00 Sem Pt Lot 52

### **Parcel ID(s):**

53-08-05-100-014.000-009  
53-08-05-100-028.000-009  
53-08-05-402-115.000-009

**Submitted to:** City of Bloomington Planning & Transportation Department

**Submitted by:** FlintlockLAB

**Date:** January 30, 2026

---

## 1. Purpose of the Planned Unit Development

*(Per UDO §20.02.040(a) and §20.06.070(c)(2)(A))*

The purpose of the Hopewell South Planned Unit Development (PUD) is to implement a coordinated plan for the redevelopment of approximately 6.3 acres of the former IU Health Bloomington Hospital site, bounded by W. 1st Street, Wylie Street, and S. Rogers Street, to create a connected, mixed residential neighborhood that supports attainable homeownership for Bloomington residents.

The PUD is designed as a pilot project to test zoning and subdivision reforms that, if successful, may later inform citywide UDO amendments. By restoring the historic street grid, introducing small-lot housing types, and allowing lane and trail frontages, the PUD fosters a more walkable, fine-grained, and human-scaled urban pattern than what current standards permit under the base R4: Residential Urban district.

The project also includes Block 8, identified for use for public safety or non-residential use. Its inclusion ensures coordinated infrastructure, access, and stormwater planning across the full redevelopment area.

---

## 2. Qualifying Standards and Eligibility

*(UDO §20.02.040(b))*

The proposed Hopewell South PUD meets all required qualifying standards as follows:

**(1) Minimum Area:**

The PUD includes more than five acres (around 6.3 acres), combining Hopewell South Blocks 8, 9, and 10 to meet the minimum threshold required under UDO §20.02.040(b)(1).

**(2) Location:**

The property lies outside the Mixed-Use Downtown (MD) zoning district, satisfying §20.02.040(b)(2).

**(3) Affordable Housing Commitment:**

Long-term affordability protections are critical, as this style of development (Traditional Neighborhood Development, or TNDs) in other communities tends to sell for far higher prices per square foot than more conventional suburban-style housing in adjacent neighborhoods. Small, attainably priced homes are highly in demand and can often escalate in cost faster than median incomes.

The Hopewell South Development will be a Tier 1 Affordable Housing Development per UDO 20.04.110(C) Affordable Housing. At least 50 percent of total dwelling units within the PUD will be affordable to home buyers under 100% AMI, which demonstrates our strong commitment to providing affordability. At least 15 percent of total dwelling units within the PUD are permanently income-limited to households earning less than 120% of Area Median Income (AMI). There are many mechanisms to protect long-term affordability that the Redevelopment Commission may consider, such as but not limited to, a silent second mortgage, equity share agreement, right of first offer/refusal, and partnerships with non-profit organizations that can more easily execute deed restrictions.

**(4) Need for PUD (Conventional Zoning Insufficient):**

The Hopewell South site cannot be developed to achieve the City’s housing goals under existing R4 standards due to dimensional restrictions, minimum lot area and width, and frontage requirements. An analysis of development under the current zoning regulations allowed for only 28 homes to be constructed, at price points unattainable to a Bloomington resident earning the area median income.

The proposed PUD is fully in line with the goals of R4 zoning, but calibrates specific requirements to achieve better built outcomes.

*R4 PURPOSE: The R4 district is intended to accommodate residential uses on small urban-scale lots that offer a diverse mix of housing opportunities consistent with the Comprehensive Plan and other adopted plans. Properties in the R4 district typically have access to many public services that are accessible to pedestrians, cyclists, and vehicles. This district may be used as a transition between small-lot residential*

*development and urban-scale residential, commercial, and institutional development.*

The project's overall aim is to deliver attainable homeownership opportunities. The requested PUD will **reduce the average home price by more than 30% and provide 70% more total homes** than can be built by right under existing R4 zoning.

The homes allowed under the proposed PUD will range in price from \$90,000 starter cottages up to \$650,000 three bedroom family homes. The average home price in the neighborhood will be around **\$270,000** compared to an average price of over **\$425,000** under the current code R4 constraints. Proposed changes will allow smaller, more efficient lots and flexible frontage and increase the total number of homes. Small, attainable one-bedroom houses are highly in demand by Bloomington's large number of single-person households, yet the lot cost for a 4,000 SF lot cannot be supported by this small, desirable home.

The proposed changes both reduce the cost per home for land and infrastructure and also provide for a more economically sustainable neighborhood for the city. More compact lots with small homes provide a higher tax value per acre (more working residents per block) with the same cost to provide infrastructure maintenance. The higher number of homes also better supports the intended commercial and mixed-use development in the surrounding Hopewell blocks.

The development, as proposed, provides a total of 90-100 homes, and almost 30% of them will meet Universal Design Standards, exceeding the minimum 20% threshold. About half of these Universal Design Standards Homes are fully ADA compliant, providing ample opportunities for ensuring homes for seniors and those with mobility limitations.

The PUD enables:

- Small lot homes for attainable fee simple home ownership;
- Reduced setbacks and coverage limits; and
- Legal recognition of lanes, trails, and parks as frontage.

These modifications are necessary to achieve the city's attainable housing objectives and to provide diverse ownership housing within walking distance of downtown.

### **(5) Ownership and Control:**

The land is under unified control of the City of Bloomington Redevelopment Commission, meeting §20.02.040(b)(5). FlintlockLAB serves as the city's planning and design consultant and authorized petitioner.

### **(6) Highly-Valued Design Features:**

The Hopewell South PUD embraces multiple features identified in §20.02.040(b)(6), including:

- **Protection of natural, environmental, and scenic resources and green spaces.**

- The site is predominantly a vacant, previously developed site with minimal tree canopy coverage.
  - By providing almost four times the number of homes allowed by the current zoning, this in-town parcel with access to services, amenities, and jobs can protect a significant amount of undeveloped agricultural and green spaces in more sensitive locations and the edge of town.
- **Retaining natural landforms throughout the development**
    - Parcel A East of Fairview and West of Rogers slopes up from Northeast to Southwest. There are no anticipated karst features, springs, wetlands, or other environmental constraints on the property. The current landform will be retained with minimal mass grading.
- **Low Impact Development (LID) and green infrastructure stormwater systems**
    - Pedestrian-oriented “green streets” collect, clean, and carry stormwater in planted green infrastructure systems to stormwater detention areas along Jackson Street.
- **Solar orientation of building forms and other passive energy-efficient design strategies**
    - All homes are designed to be solar-ready.
    - Small homes (480 SF – 2255 SF range, 1,000 SF on average) utilize fewer resources to build and require less energy to operate than typical suburban homes (average size 1800 – 2600 SF).
    - Small homes in walkable and bikeable locations are naturally dramatically more energy efficient than large homes at the edge of town, which require significant transportation infrastructure to reach and significantly more daily car trips to accommodate daily needs.
- **No block greater than 1,400 feet in the development**
    - Small block perimeters with high pedestrian permeability, and a hierarchy of streets that prioritize pedestrian safety and multi-modal transportation.
    - An inner block grid of pedestrian-only green streets further calibrates the pattern of the development to multi-modal transportation.
- **Centralized gathering and recreation spaces of an appropriate size for the entire development, or designed to serve an area larger than the entire development**
    - The code changes directly legalize the creation of a central gathering and recreation space in car-free public green spaces. Internally and externally connected open space systems, including this central green corridor.

### 3. Development Standards

The Hopewell South PUD modifies existing development standards to achieve the project's affordability and design goals.

#### PARCEL A Development Standards (Blocks 9 + 10)

**Base Zoning** R4

**Minimum Lot Width:** none

**Minimum Lot Size:** none

**Setbacks:**

Front 0' / 12' on Wylie

Side 0' / 5' abutting the edges of the PUD

Rear 5' / 3' abutting a lane

Setbacks shall be for primary and accessory structures and for structured parking. Surface parking spaces shall not have a setback.

Structures shall not be allowed to encroach into the public right-of-way.

**Maximum Height:** 50' (Primary and accessory structure)

**Impervious surface coverage:** No maximum

**Allowable Uses:**

*P = permitted use, C = conditional use permit, A = accessory use, T = temporary use, Uses with an \*= use-specific standards apply*

HOUSEHOLD LIVING		Use Specific Standards
Dwelling, single-family (detached)	P	none
Dwelling, single-family (attached)	P	none
Dwelling, duplex	P	none
Dwelling, triplex	P	none
Dwelling, fourplex	P	none
Dwelling, multifamily	P	none
Dwelling, live/work	P*	20.03.030(b)(6)

Dwelling, cottage development	C*	20.03.030(b)(7)
<b>GROUP LIVING</b>		
Assisted living facility	C	
Continuing care retirement facility	C	
Group care home, FHAA small	P*	20.03.030(b)(10)
Group care home, FHAA large	P*	20.03.030(b)(10)
Nursing or convalescent home	C	20.03.030(b)(10)
Opioid rehabilitation home, small	C	20.03.030(b)(10)
Opioid rehabilitation home, large	C*	20.03.030(b)(10)
Single Room Occupancy	P	
<b>Community and Cultural Facilities</b>		
Art gallery, museum, or library	C*	20.03.030(c)(1)
Community center	C*	20.03.030(c)(2)
Day-care center, adult or child	A*	20.03.030(c)(3)
Park	P	
Place of worship	C	
Urban agriculture, noncommercial	P*	20.03.030(c)(5)
School, public or private	C*	20.03.030(c)(5)
<b>Commercial Uses</b>		
Crops and pasturage	A*	20.03.030(d)(1)
Orchard or tree farm, commercial	A*	20.03.030(d)(2)
Amenity center	P*	20.03.030(d)(5)
Recreation, indoor	P*	20.03.030(d)(6)
Bed and breakfast	C*	20.03.030(d)(8)
Artist studio or workshop	P*	20.03.030(d)(11)
<b>Accessory Uses</b>		

Chicken flock	A*	20.03.030(g)(2)
Detached garage	P*	20.03.030(g)(3)
Dwelling, accessory unit	P*	20.03.030(g)(5)
Electric vehicle charging facility	A	
Greenhouse, noncommercial	A	
Home occupation	A*	20.03.030(g)(6)
Swimming pool	A*	20.03.030(g)(9)
<b>Temporary Uses</b>		
Construction support activities	T*	20.03.030(h)(3)
Farm produce sales	T*	20.03.030(h)(4)
Real estate sales or model home	T*	20.03.030(h)(5)
Special event	T*	20.03.030(h)(7)

**Lot Frontage and Lot Space:**

Lot Frontage requirements may be met by a street, lane, paved trail, common green space, or other right of way or access easement that provides continuous pedestrian and utility access to the lot, provided that all fire code and building code requirements are met.

Where a lot has only non-street frontage, the frontage as described above shall be considered equivalent to street frontage for the purposes of development standards, permitting, and address assignment, except in instances where a lot has both lane and pedestrian frontages.

In such cases, the project shall designate a “Building Front” on the development plan. The designated building front shall comply with all applicable frontage requirements—including orientation, entry visibility, and porch requirements—regardless of the location of legal or vehicular access.

Building Front shall be assumed to be the primary pedestrian access for non-street frontage lots (i.e., a front porch and front door facing a trail or common green space with pedestrian access).

Primary entrance shall be located on the designated building front, and shall not require a second entrance on other frontages.

These provisions supersede any conflicting frontage or access provisions in the Unified Development Ordinance.

**Architectural Design Standards:**

*Residential Design Standards* shall be controlled within the PUD area via a pre-approved plans catalog provided with the PUD. No further architectural design standards shall apply within the PUD as long as the buildings are substantially similar to those shown in the final approved PUD Plan. (Ref. UDO 20.04.070(d)(3)(H-K))

Modifications to buildings after initial building occupancy shall be required to be compliant with all prevailing architectural design standards at the time of modification.

**Accessory Dwelling Unit Requirements:**

Attached and Detached Accessory Dwelling Units shall comply only with all height and setback requirements within the PUD.

Accessory Dwelling Units shall be limited to 840 square feet of habitable space.

Accessory Dwelling Units shall not be subject to owner occupancy residency requirements.

**Miscellaneous Provisions:**

Up to 12 multifamily dwellings on one single lot or parcel of land shall be allowed.

*Neighborhood Transition Standards* no additional setbacks or height reductions along the edges of the PUD are required.

Common landscape maintenance shall be provided by an HOA established before the final plat.

No drive cuts are allowed on 1st Street or Wylie.

**PARCEL B Development Standards (Block 8)**

*Site exhibits depicting Block 8/Parcel B are conceptual only. Site design will be determined through subsequent study, coordination, and review. These standards and requirements shall apply only if the site is developed with a police, fire, or rescue station. If it is developed in some other manner, the standards of the MM and TRO district shall apply.*

*The final landscape plan can be reviewed with final plan approval, with limited landscaping requirements around parking areas and along the south side of the property.*

**Base Zoning** MM+ TRO

**Setbacks:**

Front 0'

Side 0' / 5' abutting the edges of the PUD

Rear 5' / 3' abutting a lane

Parking shall be set back a minimum of 0' from the property line, per historic development pattern.

### **Architectural Design Standards**

Non-conforming existing architectural features surrounding the building shall be exempt from TRO requirements. New architectural features shall be compliant except as specifically noted.

*Parking Lot Landscaping* shall not apply, as vegetative screening around parking areas can obstruct sightlines and create safety and security concerns when monitoring the site, whether passively or through camera systems. The general extent and use of the surface parking lot remain consistent with historic conditions.

Fencing taller than 4 feet may be permitted on Parcel B.

UDO and TRO lighting standards would not apply to police, fire, and rescue station uses and will be subject to final Plan Commission approval during development planning to ensure lighting does not create a nuisance for adjacent residential uses.

### **Parking:**

Parking maximum is not subject to the TRO standards.

### **Entrance and Drives:**

One drive cut access will be allowed on Jackson St, 1st St, Rogers St, and Wylie St. Each drive access shall be a minimum of 50' from the closest street intersection.

## PUD Standards Common to Both Parcels

### **Landscape**

Existing trees intended to be retained shall comply with tree protection fencing per UDO 20.04.080(c), *General Landscaping*.

*Buffer Yards* are not required within the PUD.

### **Street Standards**

Minimum Right of Way Width per PUD street standards

Sidewalk Minimum Width:

5' unless existing, in which case the width shall match historic width and placement.

Tree Plot / Green Infrastructure Minimum Width:

5' unless existing, in which case the width shall match historic width and placement.

**Stormwater Standards** Compliance is required with all existing stormwater standards.

**Parking:**

There is no minimum on-site parking requirement within the PUD.

Parking is allowed directly adjacent to lanes in designated parking spaces constructed of asphalt, concrete, pavers, gravel or other all-weather surfacing. Parking may at no time block or impede on the drive lanes of the lane.

Parking areas of 4 or more spaces located on lanes shall not require landscaping or screening.

On-street parking may be provided within the public right of way in designated paved spaces on Fairview and Jackson as parallel, angled, or 90-degree spaces..

Where angled or head-in spaces have been provided adjacent to a sidewalk, wheelstops or a wider sidewalk to maintain clear width shall be required

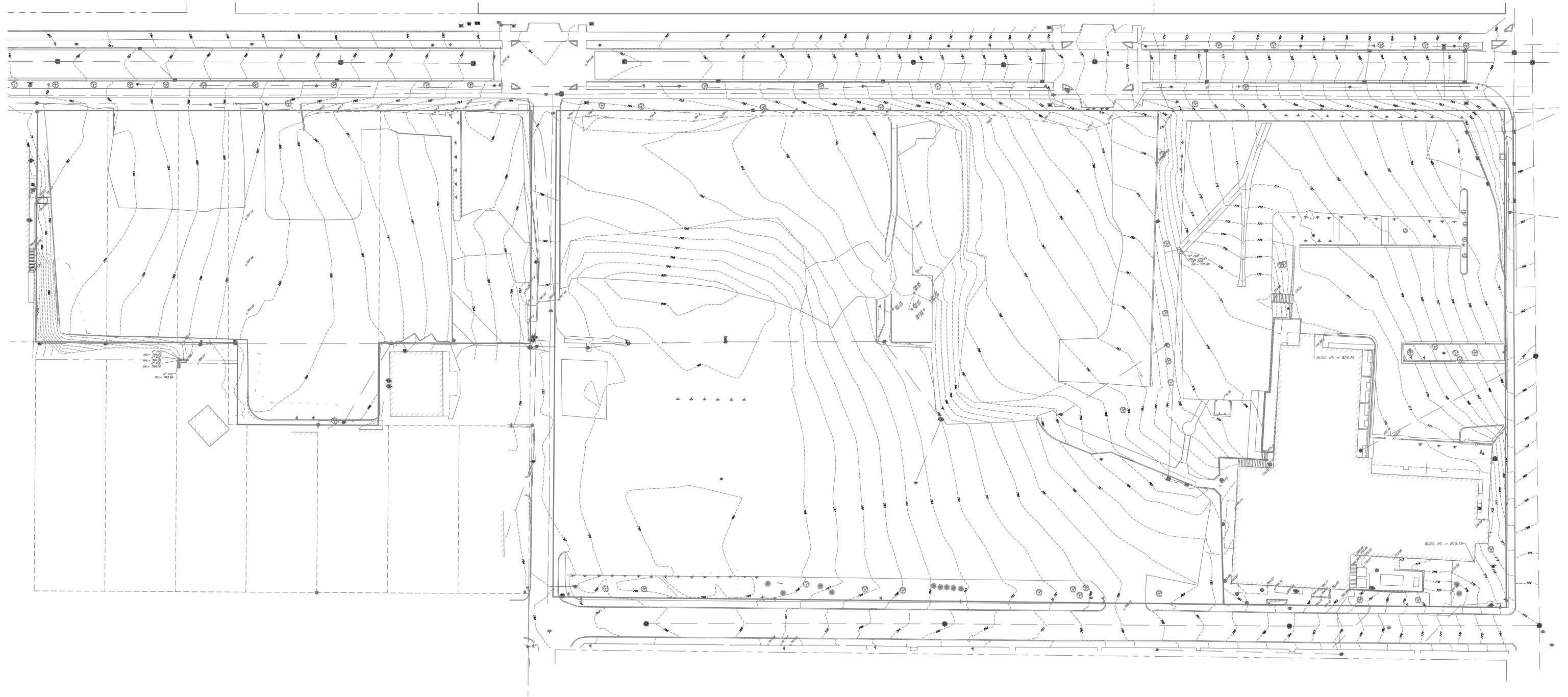
**Phasing:**

Phasing will be completed per the phasing plan in the PUD exhibits.

Each phase will ensure that stormwater requirements are constructed with the associated improvements.

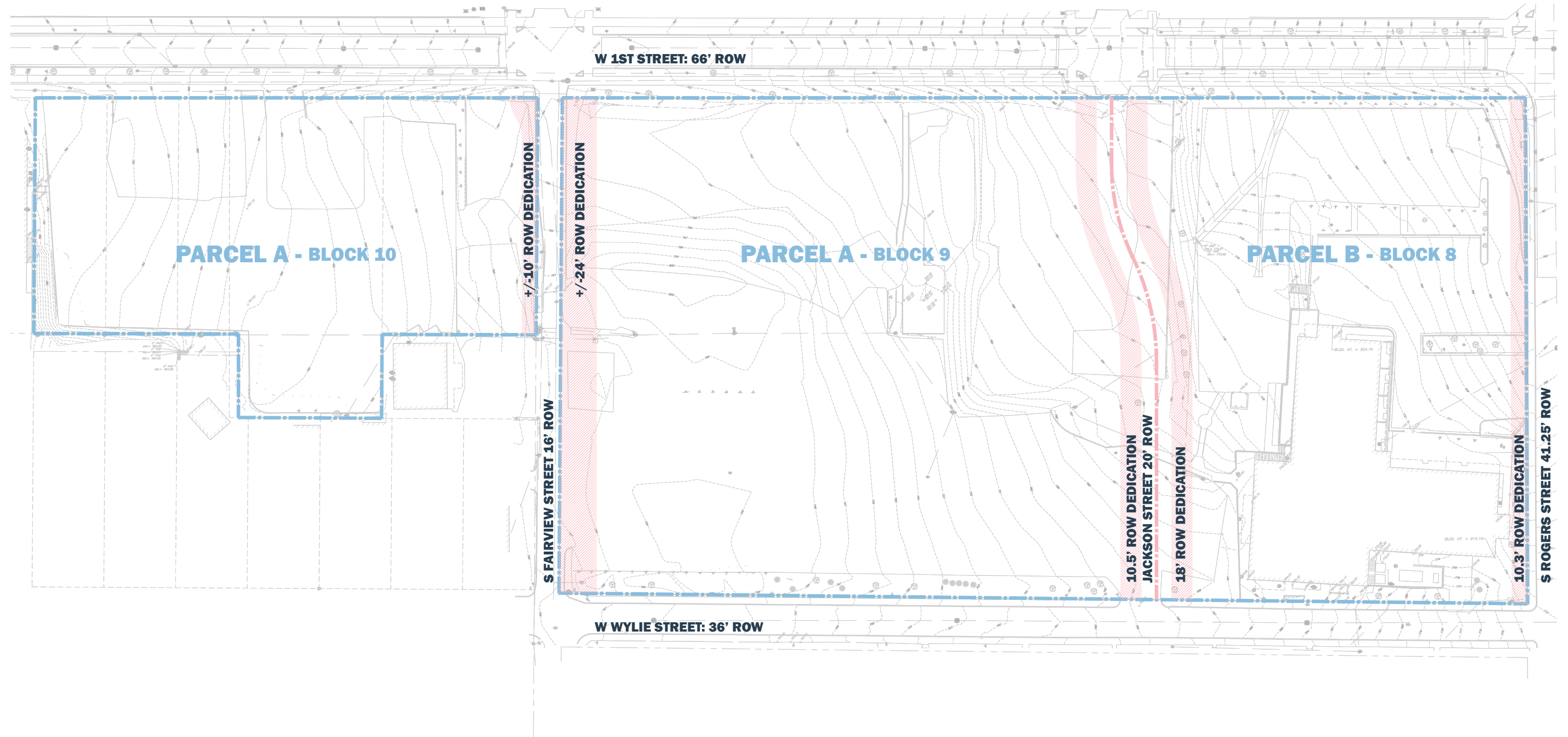
**Utility Standards** Compliance is required with all existing utility standards.

# EXISTING SURVEY



530 E. Ohio Street  
Suite G  
Indianapolis, IN 46204  
Ph: 317.655.7777  
www.cecinc.com

# EXISTING LOTS



**SITE EXHIBITS DEPICTING BLOCK 8/PARCEL B ARE CONCEPTUAL ONLY**  
**SITE DESIGN WILL BE DETERMINED THROUGH SUBSEQUENT STUDY,**  
**COORDINATION AND REVIEW**

# HOPEWELL SOUTH SITE PLAN



# ACCESSIBILITY



**UNIVERSAL DESIGN UNITS**  
**FHA COMPLIANT UNITS**  
**FULL ADA COMPLIANT UNITS**

# PEDESTRIAN + STREET NETWORK



Note: Internal sidewalks are 4'-5' wide typical.

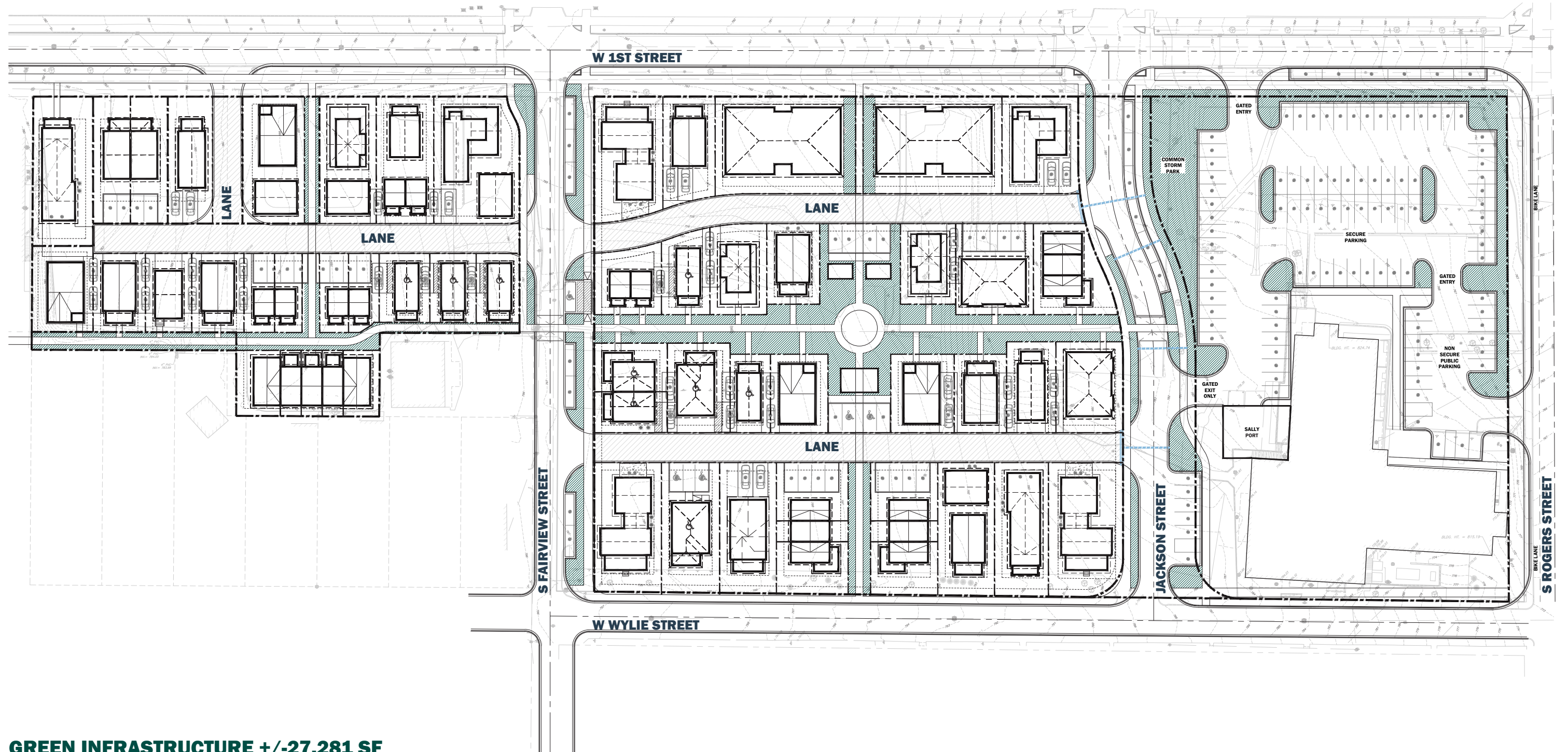
- PEDESTRIAN TRAFFIC
- VEHICULAR TRAFFIC 20' LANE
- VEHICULAR TRAFFIC 20' NEIGHBORHOOD STREET
- VEHICULAR TRAFFIC 22' REGIONAL STREET

# PUD PHASING



- PHASE 1 (LOT LINE ADJUSTMENT)**
- PHASE 2 (PLAT)**
- PHASE 3 (PLAT)**
- PHASE 4 (PLAT)**
- PHASE 5 (PLAT)**

# CONCEPTUAL DRAINAGE + GREEN INFRASTRUCTURE

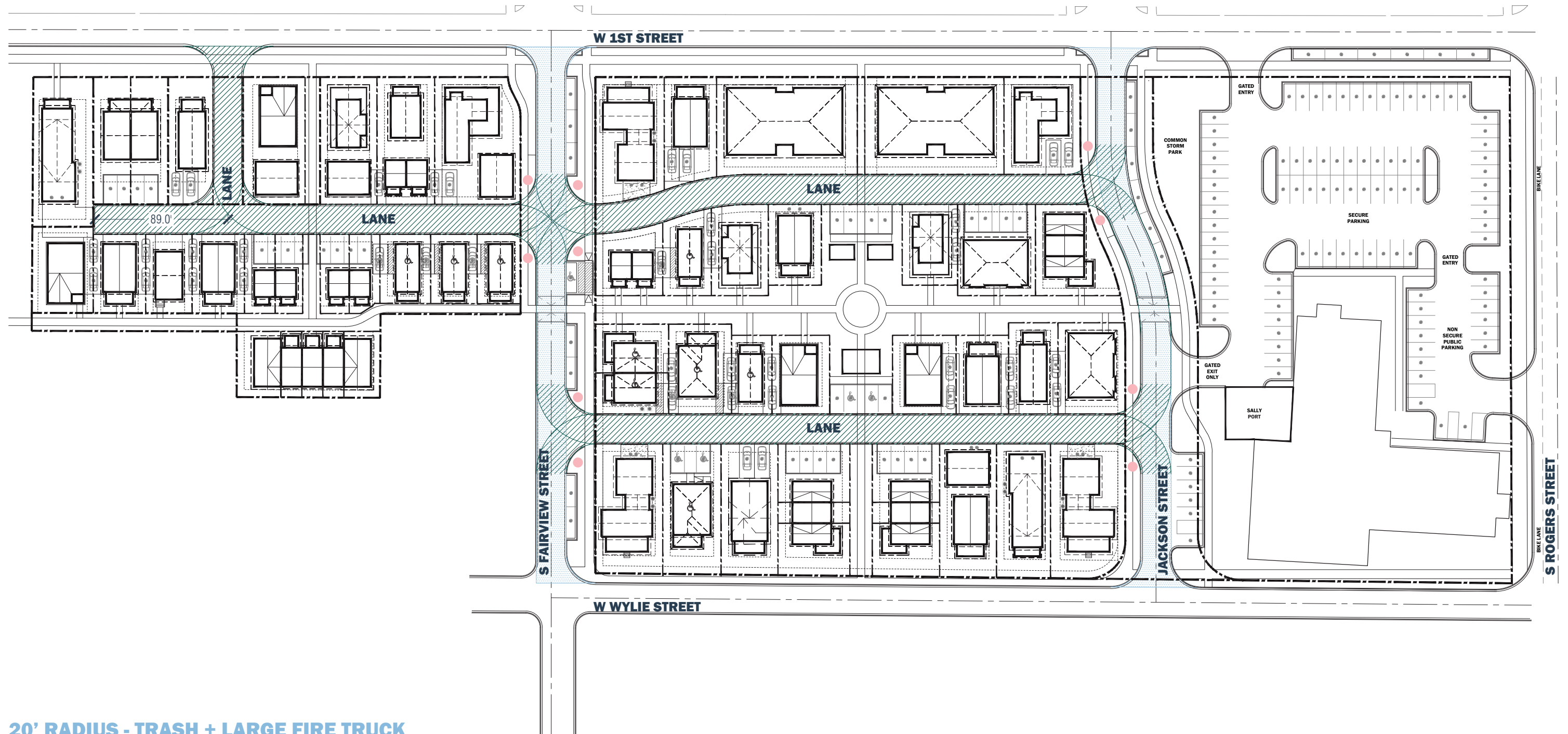


**GREEN INFRASTRUCTURE +/-27,281 SF**

**GREEN INFRASTRUCTURE DRAINAGE**

**ADDITIONAL STORMWATER CAPACITY UNDER BPD PARKING IF NECESSARY**

# FIRE + TRASH COLLECTION

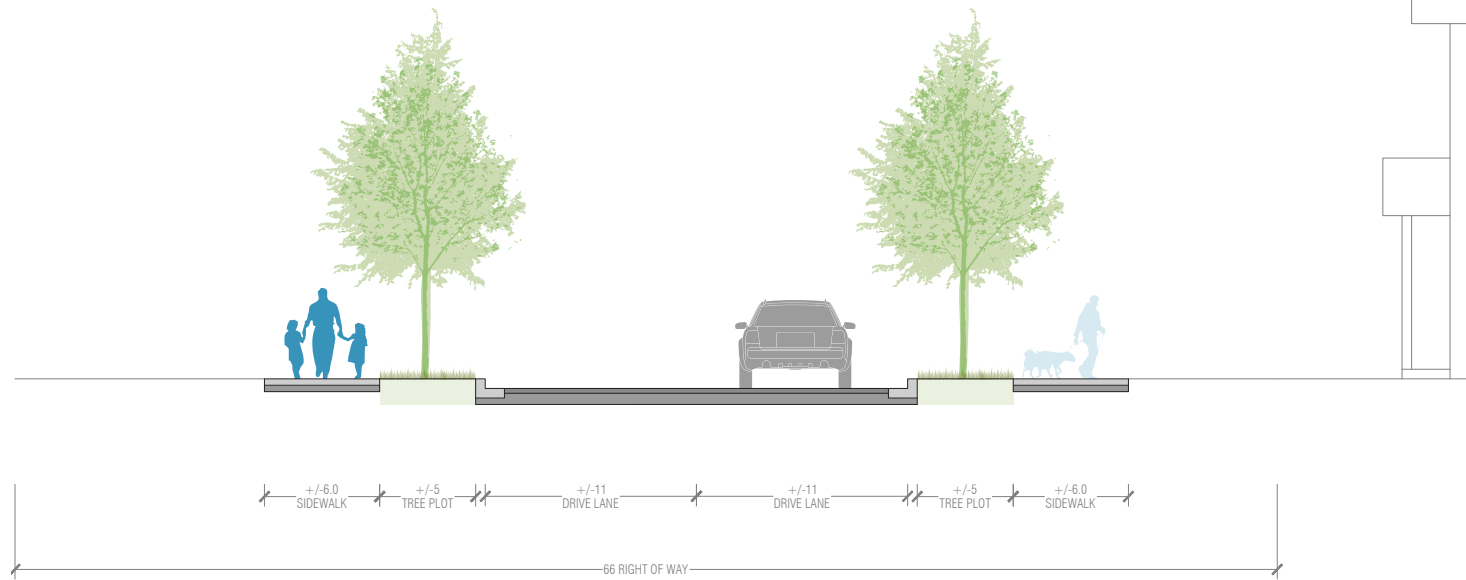


**20' RADIUS - TRASH + LARGE FIRE TRUCK**  
**20' RADIUS LANE - TRASH + FIRE TRUCKS**  
**TRASH DAY COLLECTION POINTS**

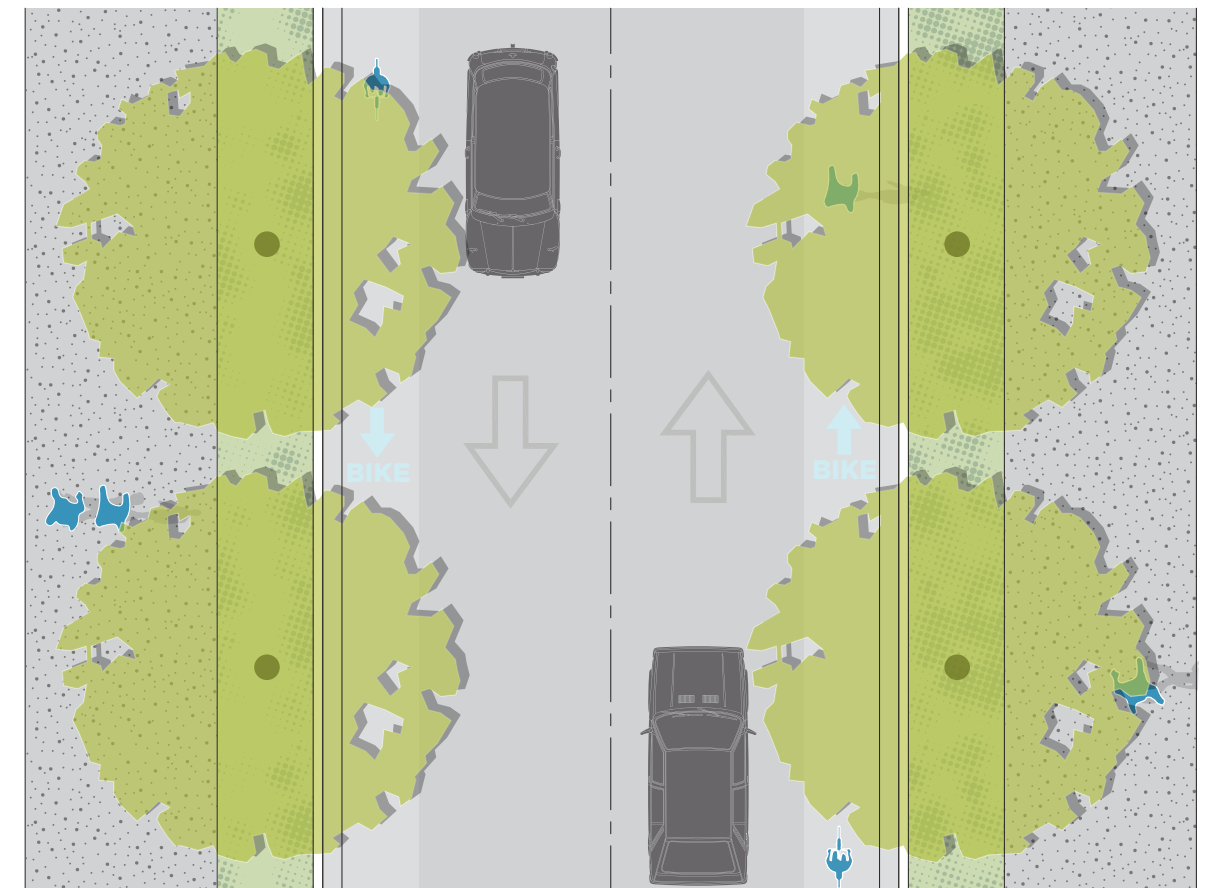
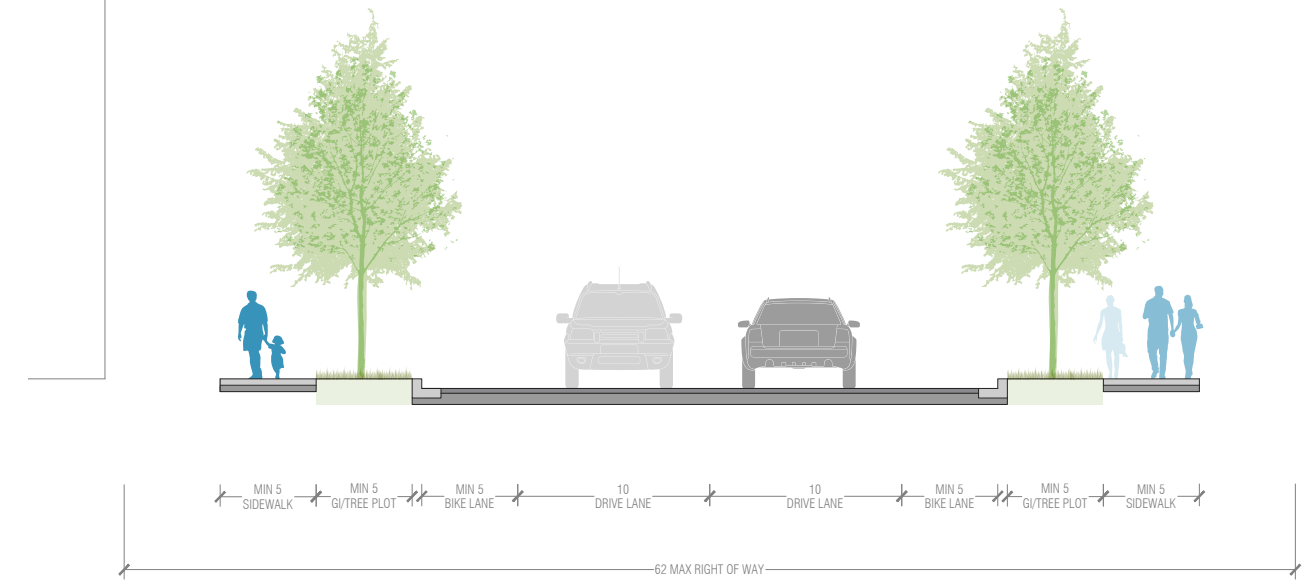
# STREET SECTIONS

PRIORITY: DESIGN/MAINTAIN CALM + SAFE STREETS FOR PEDESTRIANS

## 1ST STREET



## ROGERS STREET



**EXISTING TO REMAIN**

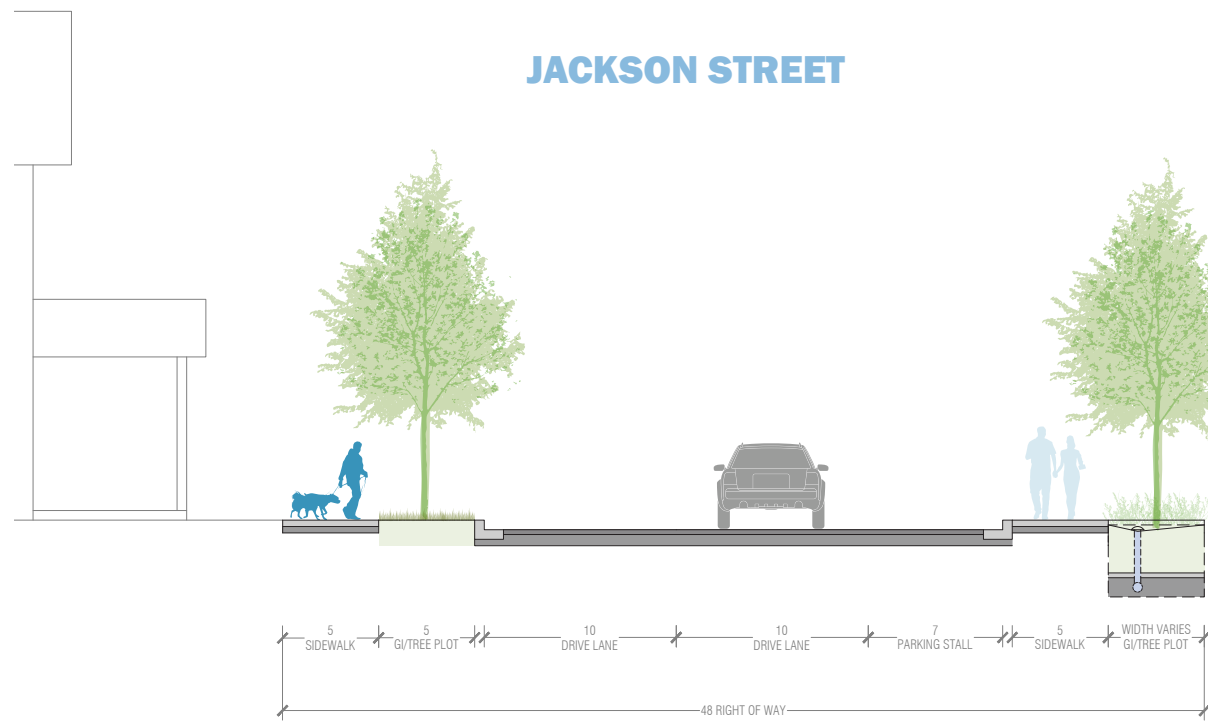
REFERENCE PAGE 25 OF THE TRANSPORTATION PLAN STATING: EXISTING STREETS SHALL NOT BE REQUIRED TO COMPLY WITH NEW CROSS-SECTIONS

PARALLEL PARKING CAN BE ADDED ON ONE SIDE OR THE OTHER WHERE ADEQUATE RIGHT OF WAY EXISTS

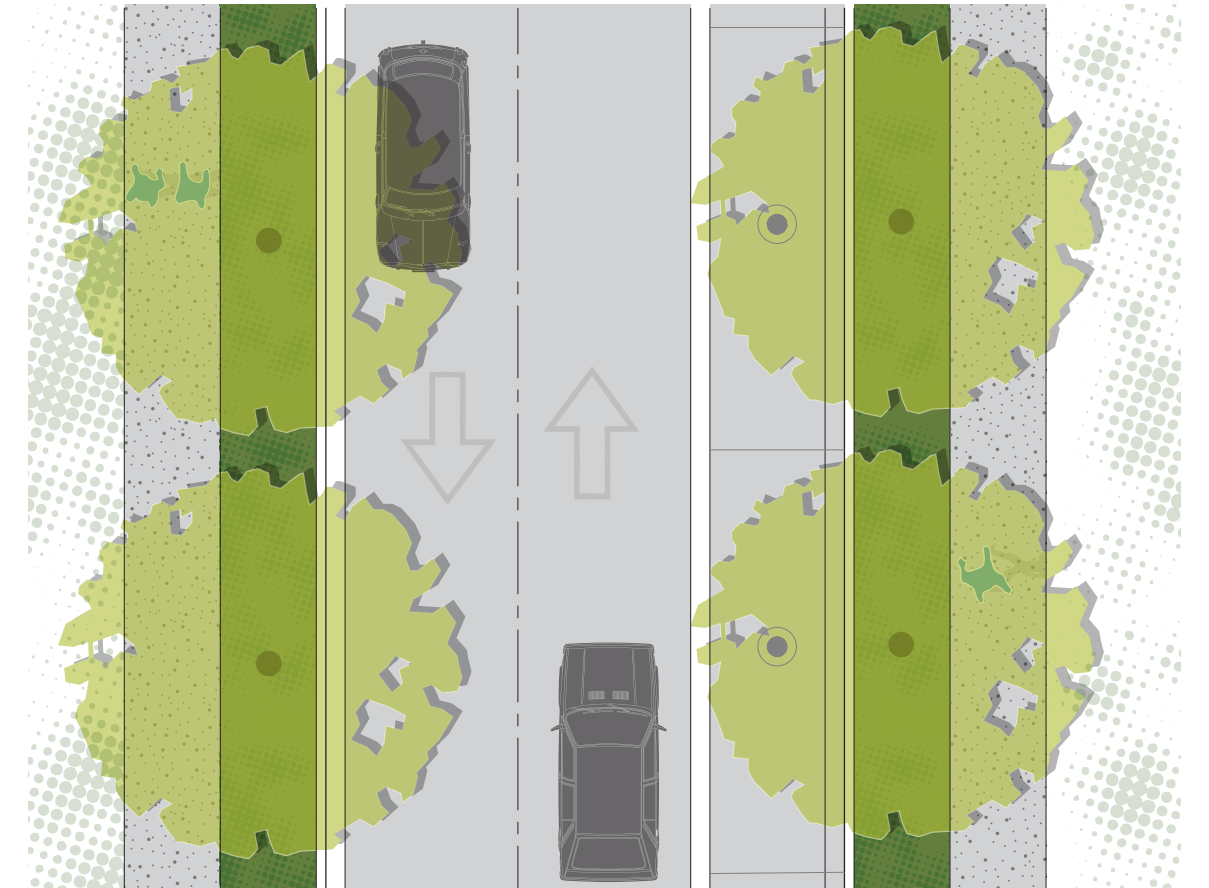
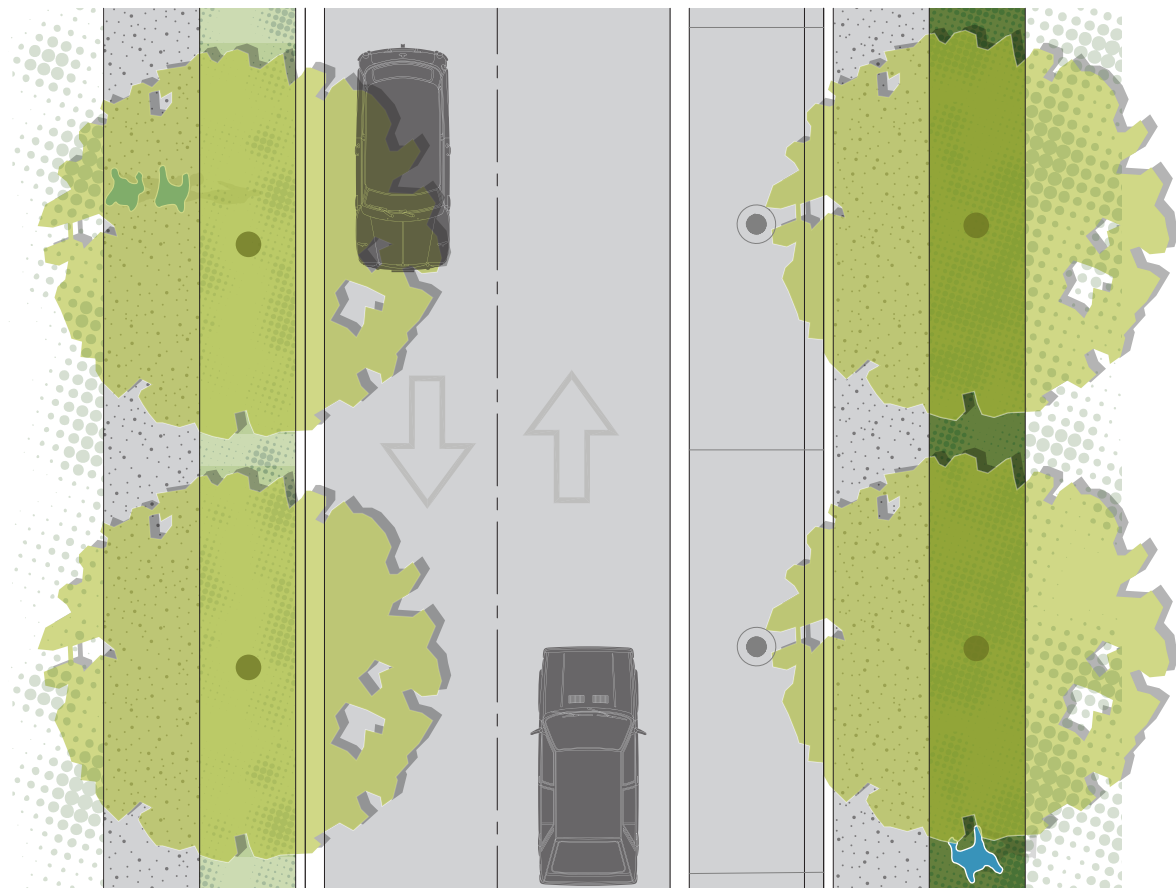
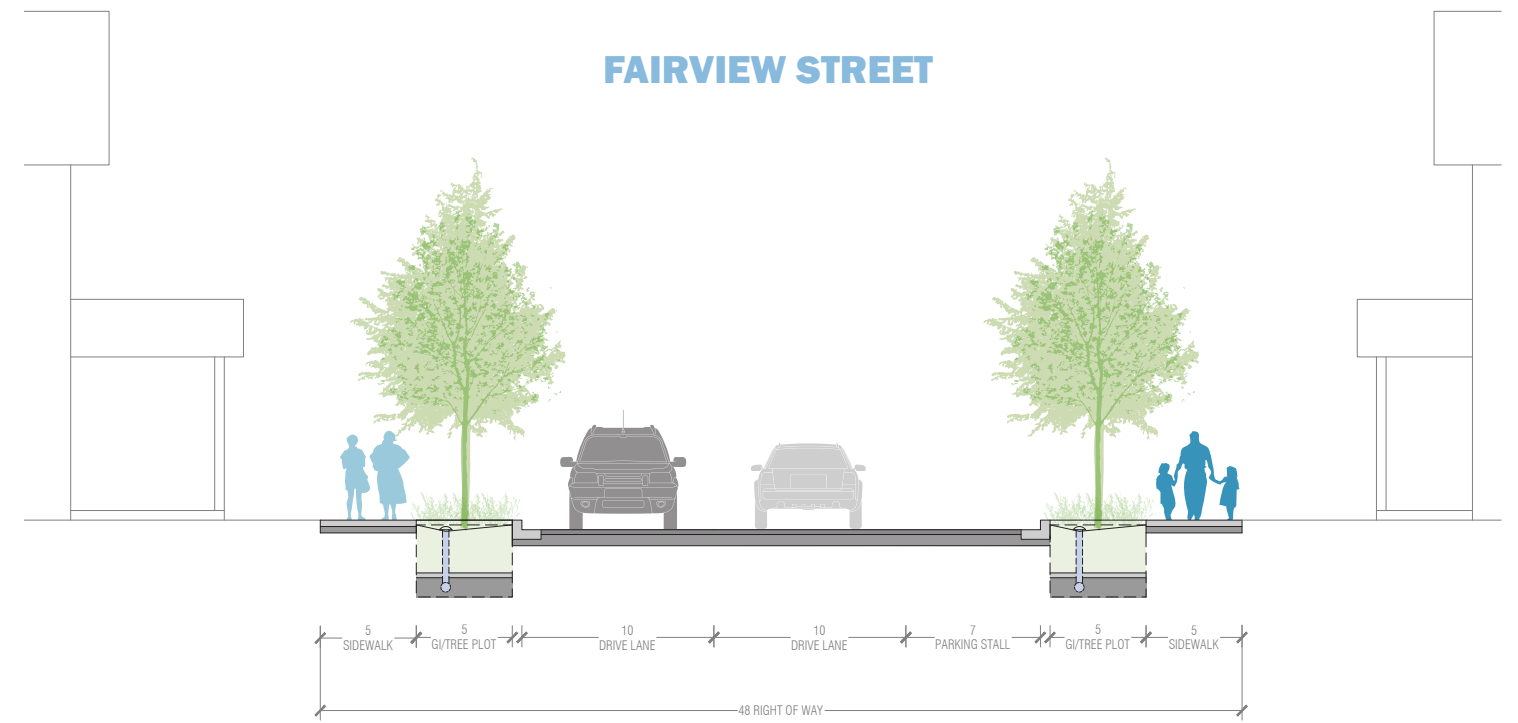
# STREET SECTIONS

PRIORITY: DESIGN/MAINTAIN CALM + SAFE STREETS FOR PEDESTRIANS

## JACKSON STREET



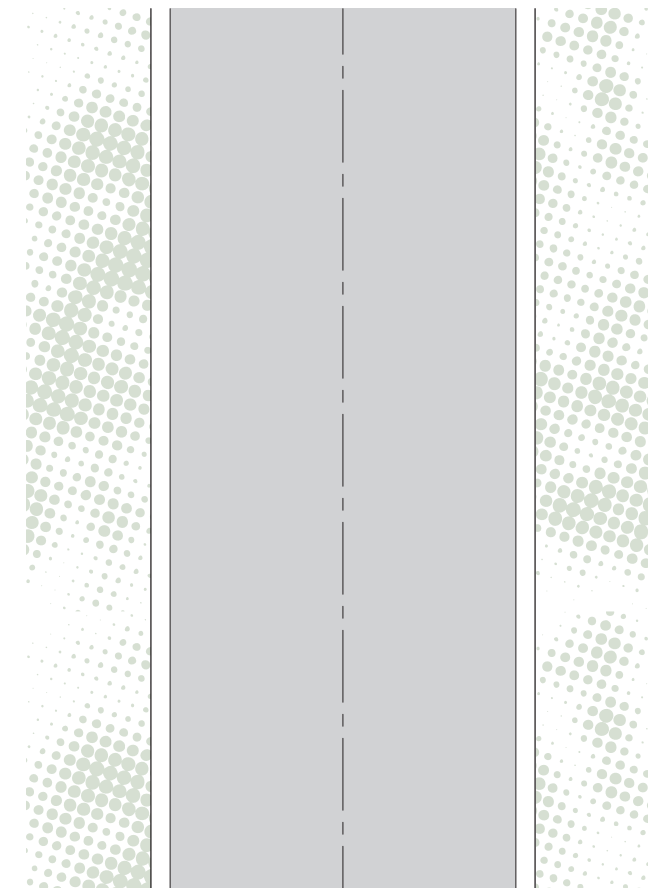
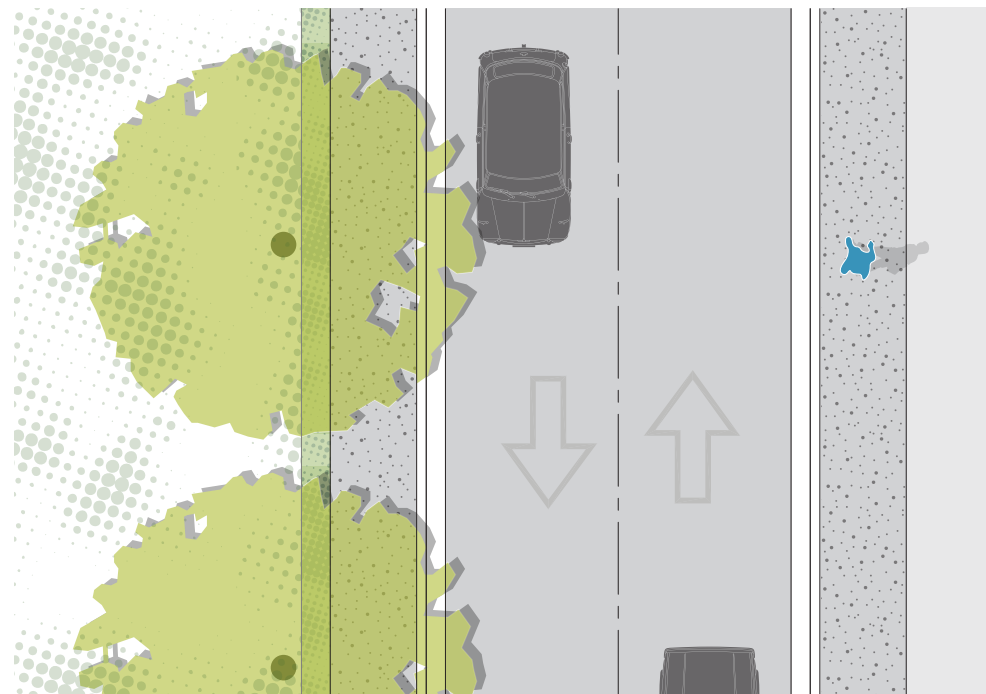
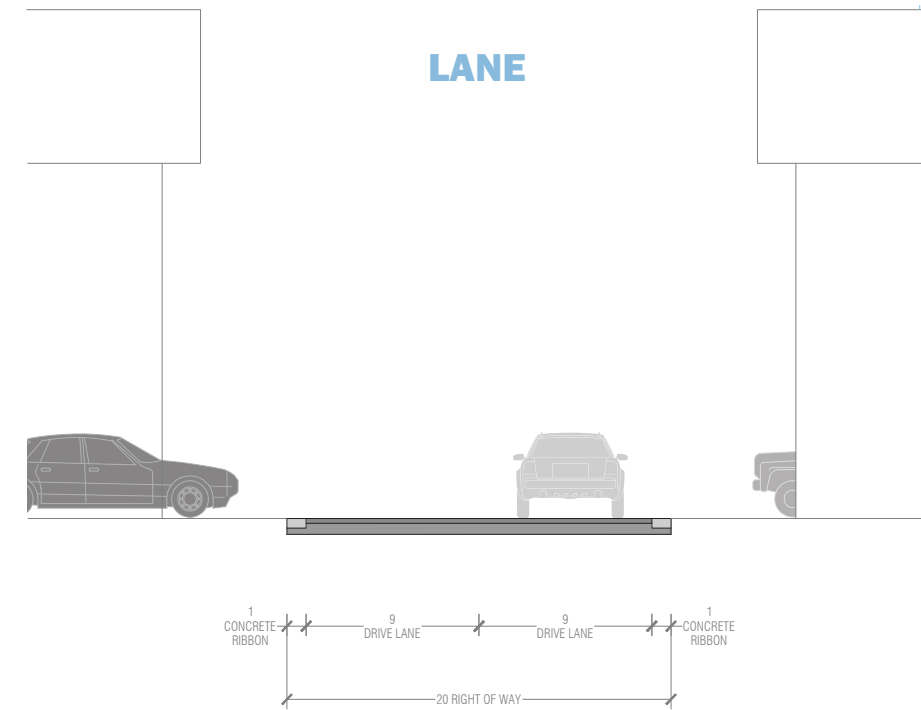
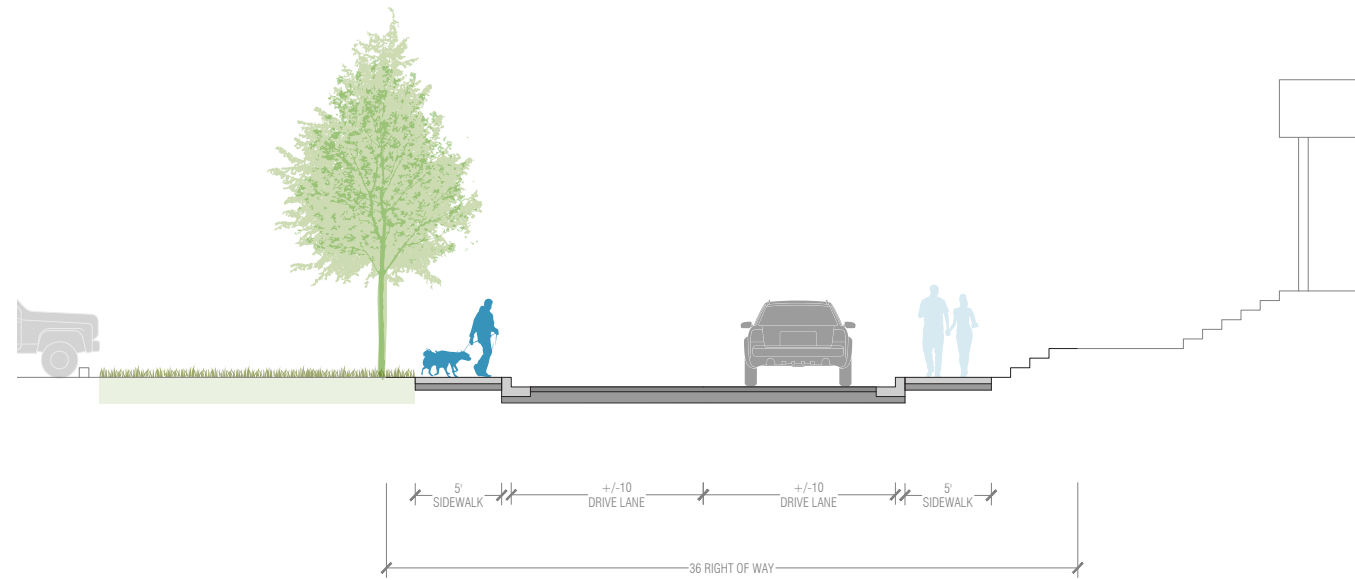
## FAIRVIEW STREET



# STREET SECTIONS

PRIORITY: DESIGN/MAINTAIN CALM + SAFE STREETS FOR PEDESTRIANS

## WYLIE STREET

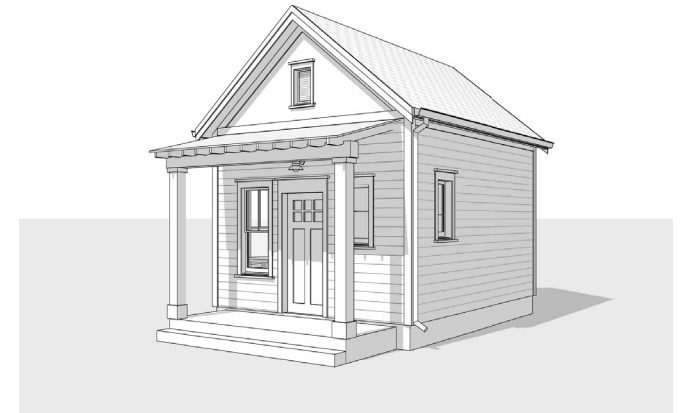
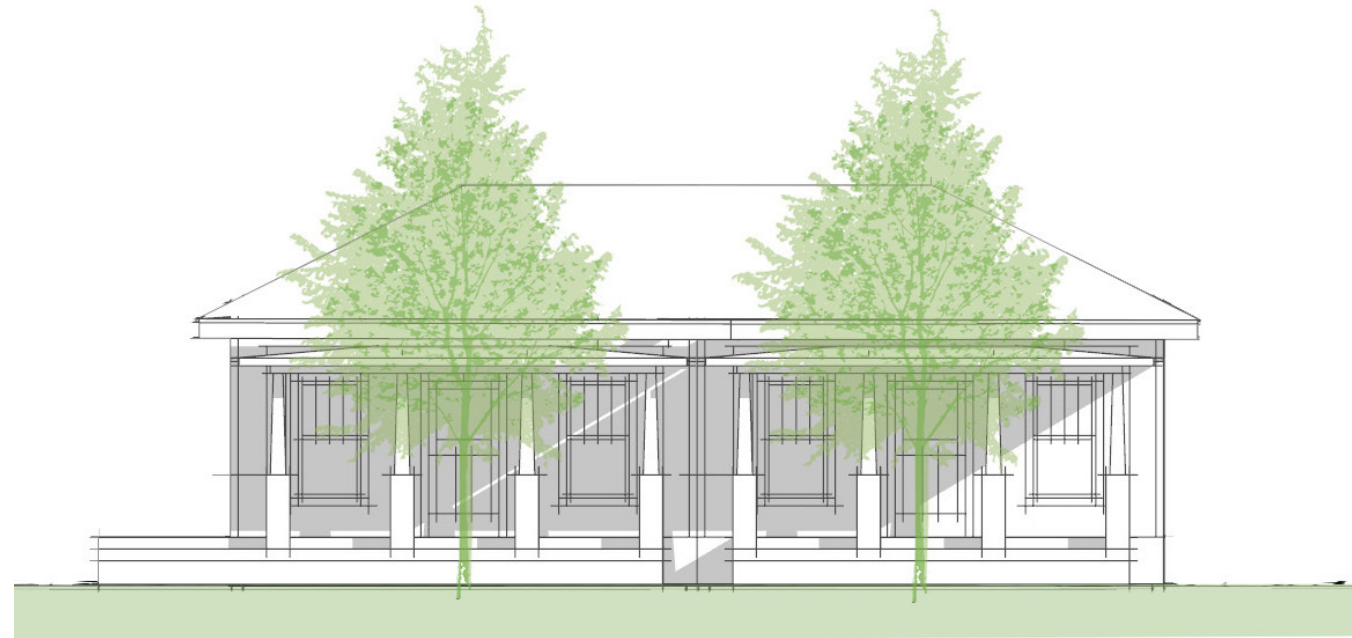
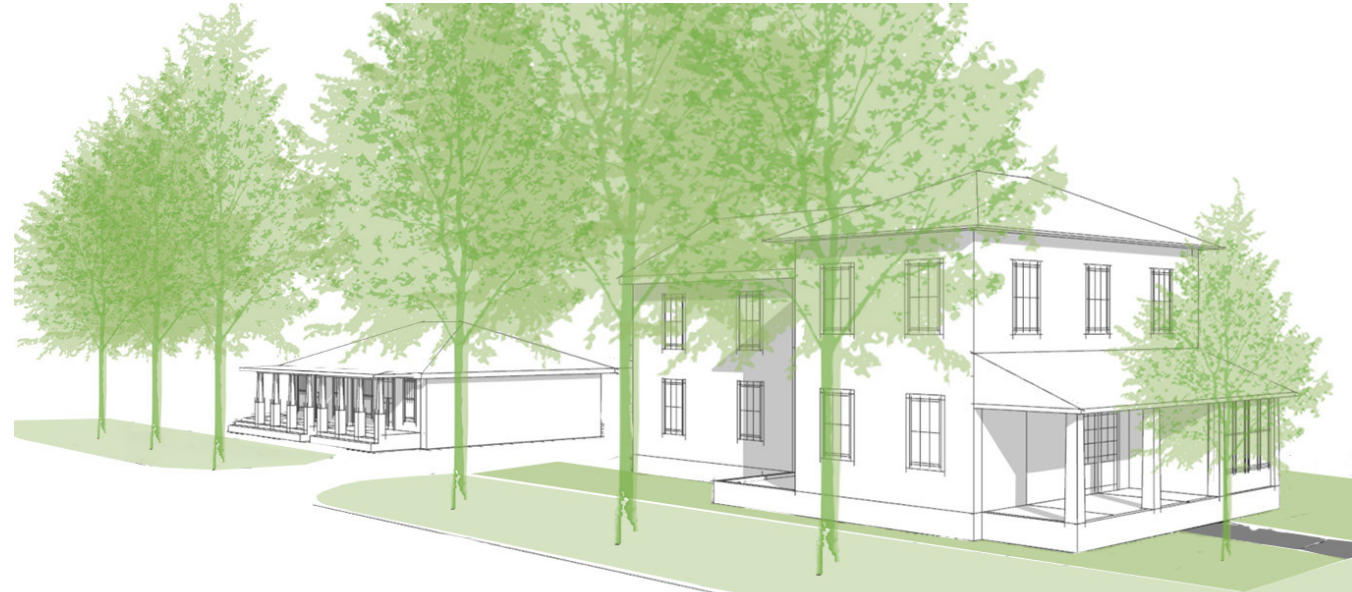


**EXISTING TO REMAIN**

REFERENCE PAGE 25 OF THE TRANSPORTATION PLAN STATING: EXISTING STREETS SHALL NOT BE REQUIRED TO COMPLY WITH NEW CROSS-SECTIONS

PARALLEL PARKING CAN BE ADDED ON ONE SIDE OR THE OTHER WHERE ADEQUATE RIGHT OF WAY EXISTS

# UNIT MIX AND TYPES



## EXAMPLE UNIT TYPES

# UNIT MIX AND TYPES

UNIT TYPE	SQUARE FEET	BEDS	BATHS	UNITS EACH BLDG	TOTAL BLDGS	TOTAL BEDS	TOTAL SALE PRICE	TOTAL UNITS	UNIVERSAL DESIGN	FULL ADA	DOWN PAYMENT	LOAN	MONTHLY MORTGAGE COST*	ANNUAL PROPERTY TAX	MONTHLY HOA FEE	MONTHLY HOME INSURANCE	MONTHLY TOTAL COST WITH HOA+PI+HI	AFFORDABLE TO INCOME	AMI LEVEL**	AFFORDABLE (UNDER 100% AMI)
Aster - KUA	252	1	1.0	1	8	8.0	\$83,160	8	4		16,632	66,528	\$357	1,281	\$0	\$83	\$547	\$21,882	35%	8
Avocet	1152	2	2.0	1	5	10.0	\$368,640	5			73,728	294,912	\$1,583	5,678	\$0	\$369	\$2,425	96,999	119%	
Beebalm (Accessible)	560	1	1.0	1	3	3.0	\$184,800	3	3	3	36,960	147,840	\$794	2,846	\$0	\$185	\$1,216	\$48,626	77%	3
Chinkapin	2255	3	2.5	1	3	9.0	\$653,950	3			130,790	523,160	\$2,808	10,073	\$0	\$654	\$4,302	172,071	191%	
Egret - KUA (Accessible)	850	2	1.0	1	2	4.0	\$272,000	2	2	2	54,400	217,600	\$1,168	4,190	\$0	\$272	\$1,789	71,570	88%	2
Elm 1.0	1800	2	2.5	1	5	10.0	\$522,000	5			104,400	417,600	\$2,242	8,040	\$0	\$522	\$3,434	137,352	152%	
Sassafras	1952	3	2.5	1	2	6.0	\$566,080	2			113,216	452,864	\$2,431	8,719	\$0	\$566	\$3,724	148,951	165%	
Gardenia - KUA (Accessible)	480	1	1.0	1	5	5.0	\$158,400	5	5	5	31,680	126,720	\$680	2,440	\$0	\$158	\$1,042	\$41,679	66%	5
Gooseberry	1536	3	2.0	1	2	6.0	\$491,520	2	2		98,304	393,216	\$2,111	7,571	\$0	\$492	\$3,233	129,332	143%	
Gull	1408	2	2.0	1	2	4.0	\$450,560	2			90,112	360,448	\$1,935	6,940	\$0	\$451	\$2,513	100,532	124%	
Lark	1408	2	2.5	1	6	12.0	\$450,560	6			90,112	360,448	\$1,935	6,940	\$0	\$451	\$2,964	118,554	146%	
Meadowlark	1312	2	1.5	1	3	6.0	\$419,840	3			83,968	335,872	\$1,803	6,467	\$0	\$420	\$2,762	110,471	136%	
Mayapple	528	1	1.0	1	4	4.0	\$174,240	4			34,848	139,392	\$748	2,684	\$0	\$174	\$1,146	\$45,847	72%	4
Trillium	728	1	1.5	1	12	12.0	\$240,240	12			48,048	192,192	\$1,032	3,700	\$0	\$240	\$1,580	\$63,213	87%	12
Faulkner	6,674	1	1.0	12	2	2.0	\$183,535	24	8		36,707	146,828	\$788	2,827	\$0	\$184	\$1,207	\$48,293	76%	24
Winslow	3951	1	1.5	6	2	2.0	\$217,305	12	4		43,461	173,844	\$933	3,347	\$0	\$217	\$1,429	\$57,179	79%	12
<b>TOTAL UNITS</b>	1,006				<b>66</b>	<b>103</b>	\$270,839	<b>98</b>	<b>28</b>	<b>10</b>	\$68,357									<b>70</b>
average						average	average		<b>29%</b>	<b>15%</b>	average									<b>71%</b>

Parking Required	51.5
Parking Provided	99
Spaces per bed	0.96
Spaces per unit	1.50

Total One Bedrooms	32.0	48%
Total Two Bedrooms	18	27%
Total Three Bedrooms	12	18%

\*\*Assumes 1 person household for 1 bedrooms, 3 person household for 2 bedrooms, 4 person household for 3 bedrooms

## ACCESSIBILITY

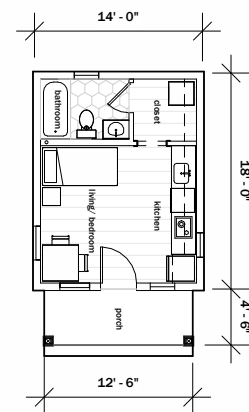
The proposed development provides a total of 98 units, with around **29% of units** meeting Universal Design Standards, exceeding the minimum 20% threshold. Half of the Universal Design Standards Homes are fully ADA compliant, providing ample opportunities for ensuring homes for seniors and those with mobility limitations.

## AFFORDABILITY

Affordability is a key goal for the proposed development. Of the 98 total units, **71% of units** are proposed as affordable (100% AMI or below).

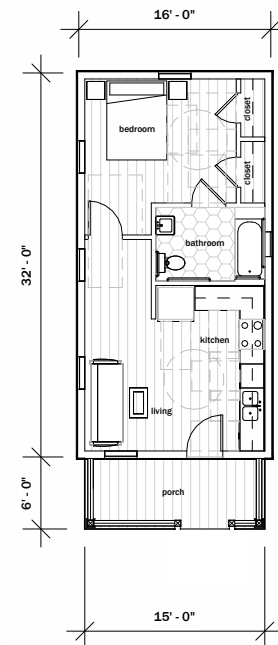
# UNIT MIX AND TYPES

## ASTER



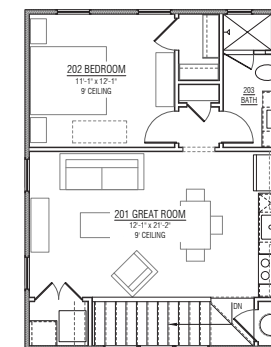
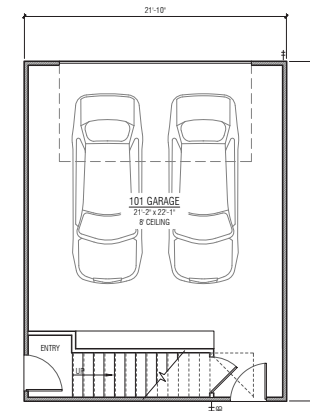
**TARGET SALE PRICE: \$83,160**

## GARDENIA



**TARGET SALE PRICE: \$158,400**

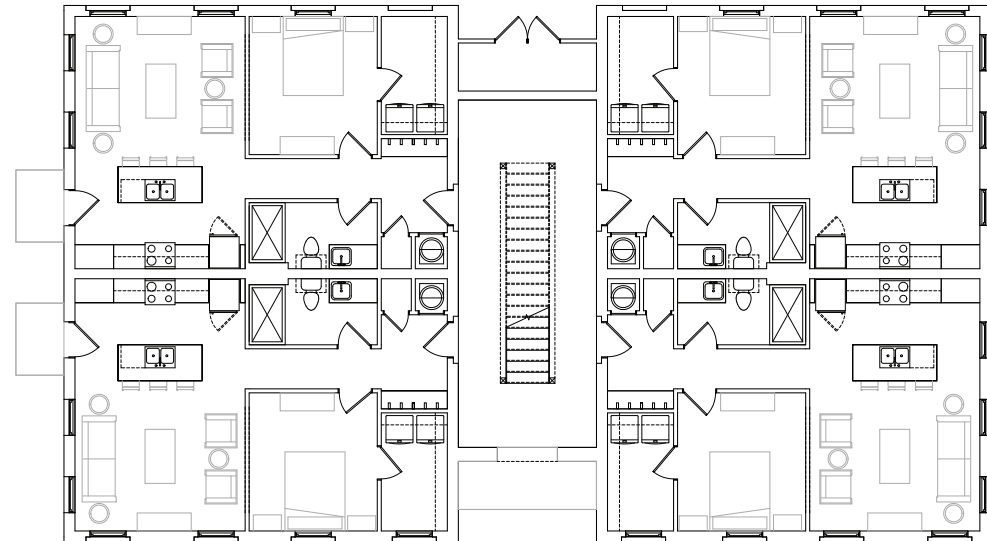
## MAYAPPLE



**TARGET SALE PRICE: \$174,240**

# UNIT MIX AND TYPES

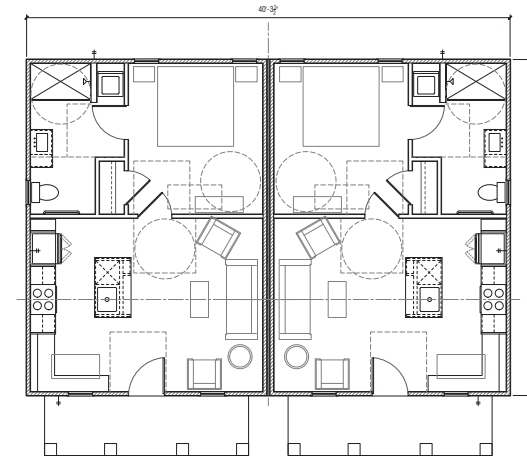
## FAULKNER



Typical Floor Plan

**TARGET SALE PRICE: \$183,535 (per unit)**

## BEEBALM



**TARGET SALE PRICE: \$184,800**

## WINSLOW

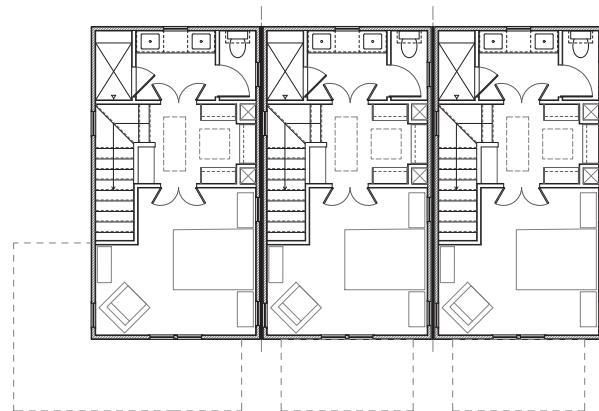
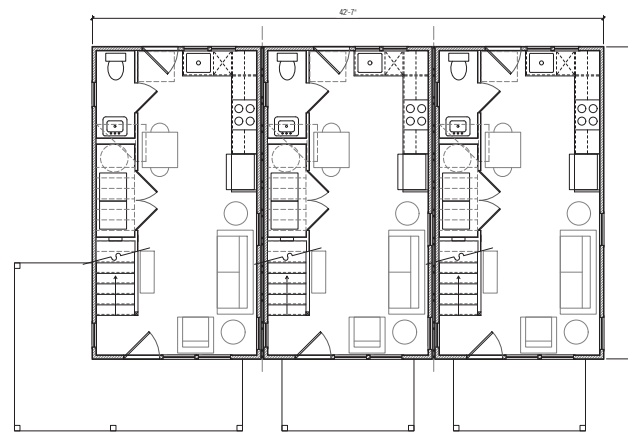


Typical Floor Plan

**TARGET SALE PRICE: \$217,305 (per unit)**

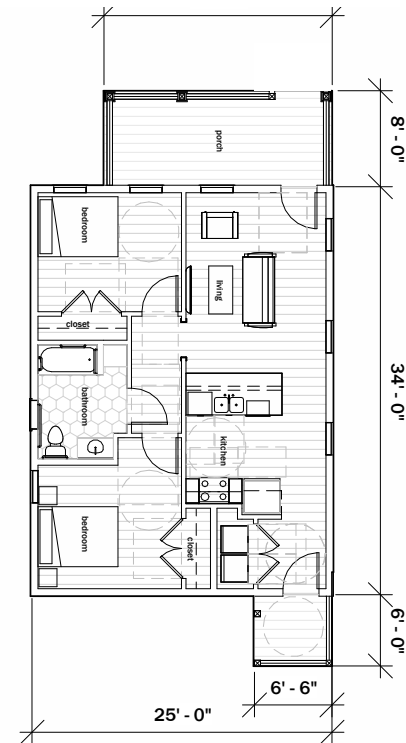
# UNIT MIX AND TYPES

## TRILLIUM



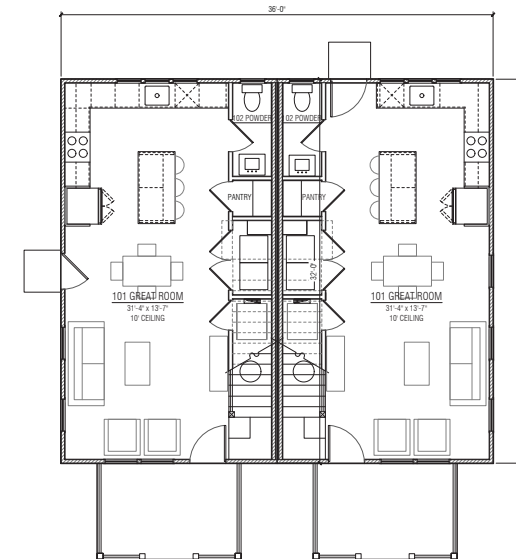
**TARGET SALE PRICE: \$240,240 (per unit)**

## EGRET

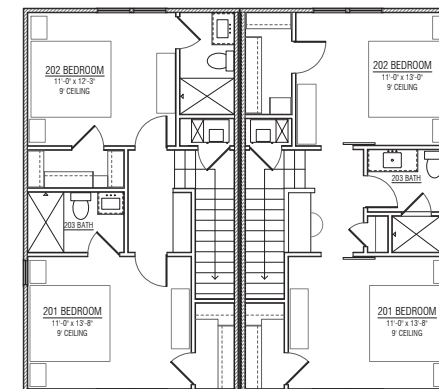


**TARGET SALE PRICE: \$272,000**

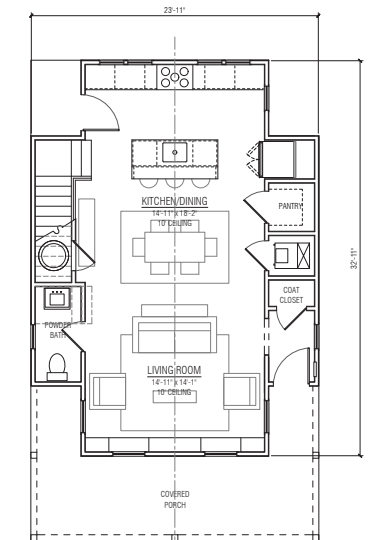
## AVOCET



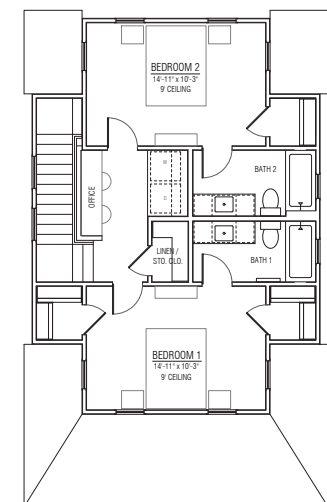
**TARGET SALE PRICE: \$368,640**



## MEADOWLARK

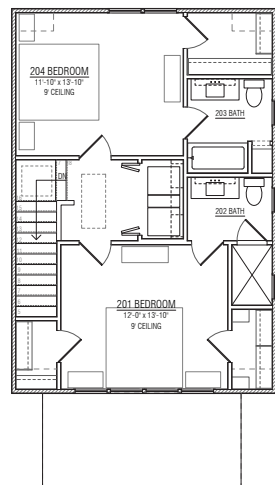
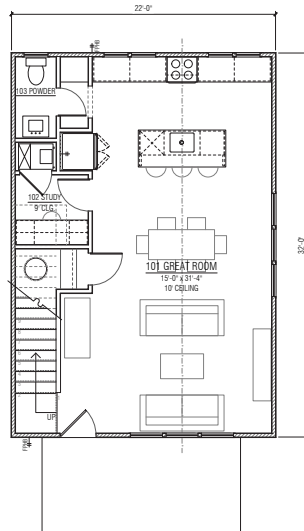


**TARGET SALE PRICE: \$419,840**



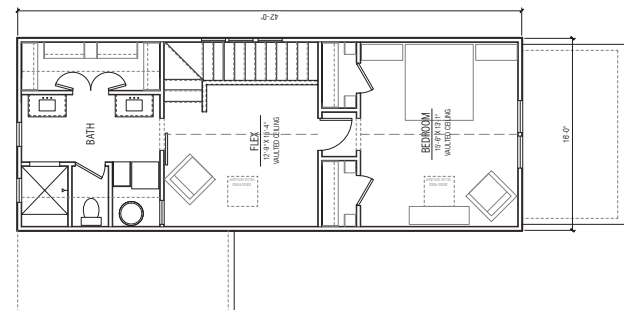
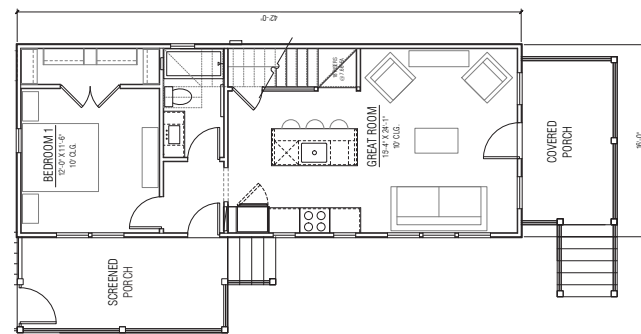
# UNIT MIX AND TYPES

**LARK**



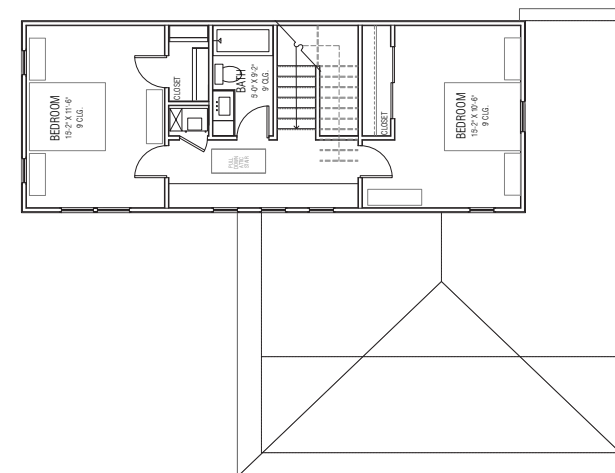
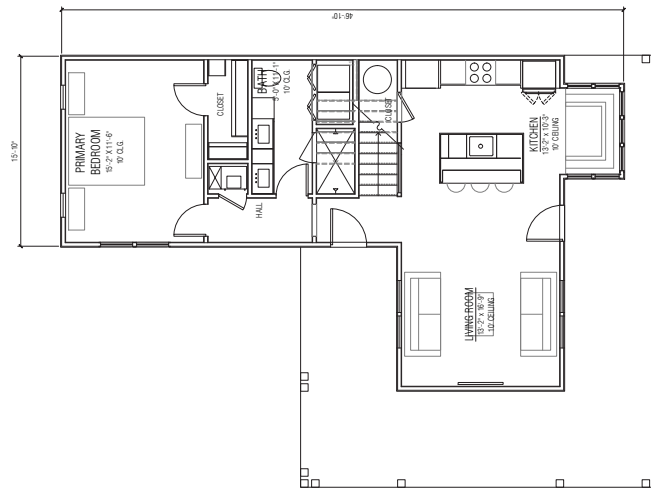
**TARGET SALE PRICE: \$450,560**

**GULL**



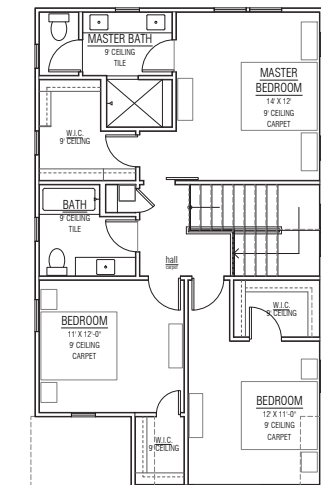
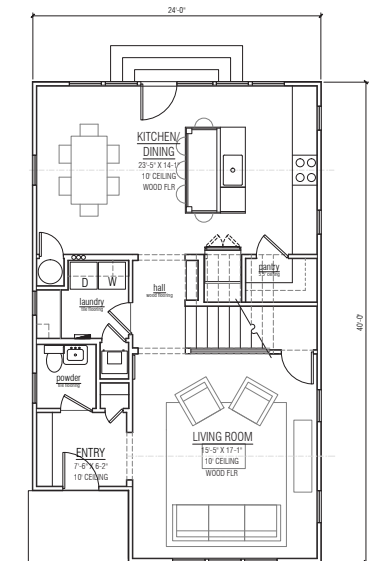
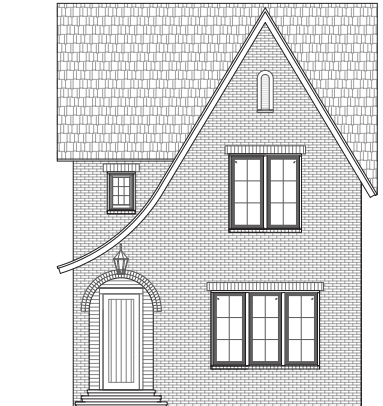
**TARGET SALE PRICE: \$450,560**

**GOOSEBERRY**



**TARGET SALE PRICE: \$491,520**

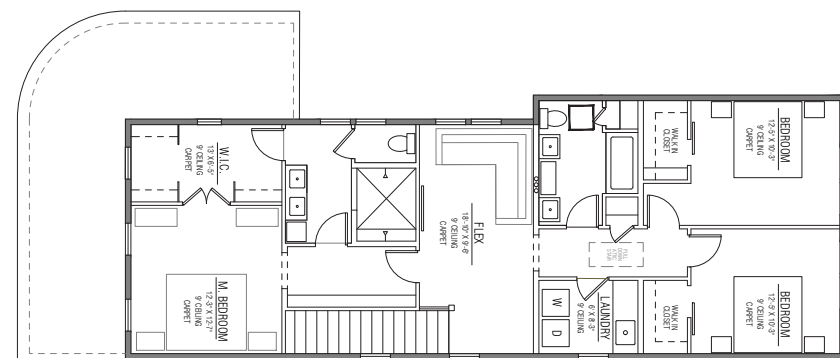
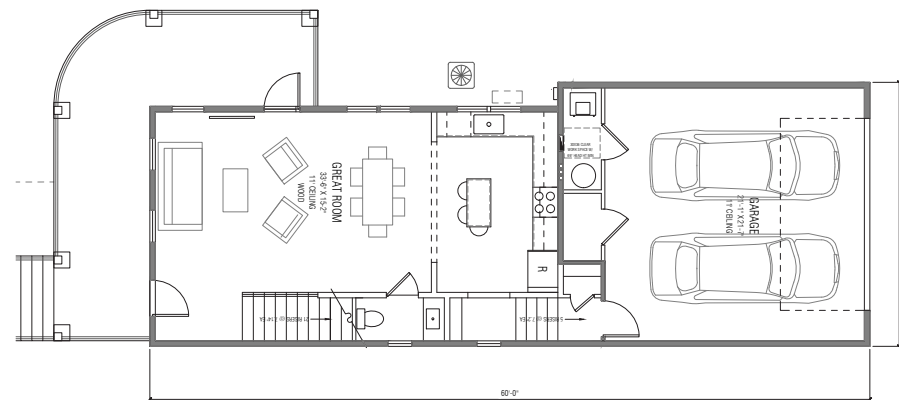
**ELM**



**TARGET SALE PRICE: \$522,000**

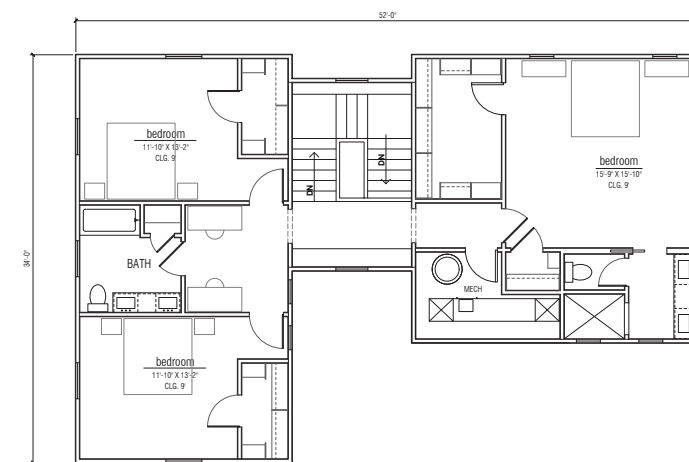
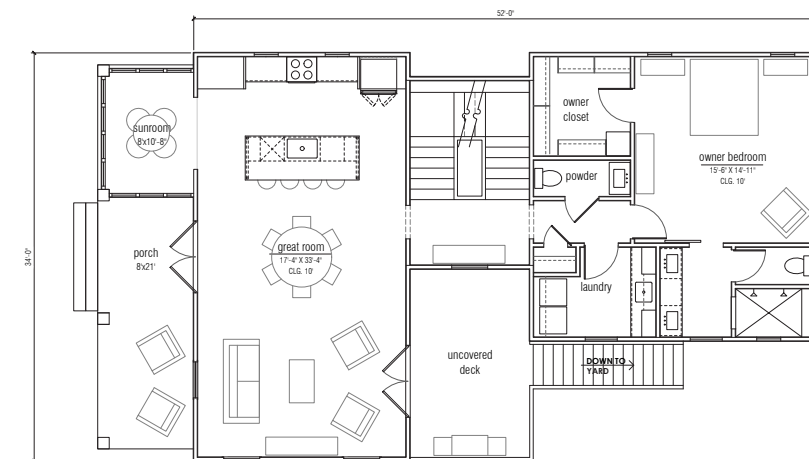
# UNIT MIX AND TYPES

## SASSAFRAS



**TARGET SALE PRICE: \$566,080**

## CHINKAPIN



**TARGET SALE PRICE: \$653,950**

## **Hopewell PUD Exhibits**

Third-party documents and supplemental materials were provided to demonstrate the Hopewell South project. Documents include site plans, schematics, street sections, and draft plans. Below, please find descriptions of these exhibits.

### **Exhibit Page 1:**

The exhibit is an existing topographic survey of the site.

### **Exhibit Page 2:**

The exhibit is a site map outlining existing lots. It contains three distinct parcels labeled as Parcel A - Block 10, Parcel A - Block 9, and Parcel B - Block 8. The map is bounded by several streets, including W 1st Street, S Fairview Street, W Wylie Street, and S Rogers Street, each with specified right-of-way measurements. Parcel A - Block 10 is on the left, Parcel A - Block 9 is in the center, and Parcel B - Block 8 is on the right. The map includes topographic lines indicating elevation changes and also marks several right-of-way dedications.

### **Exhibit Page 3:**

The exhibit is a detailed architectural site plan titled "HOPEWELL SOUTH SITE PLAN". It features a bird's-eye view of a development layout comprising multiple rectangular building structures, lots, two East/West lanes, and a central green corridor. The layout is bordered by W 1st Street at the top, S Fairview Street on the left, W Wylie Street at the bottom, and S Rogers Street on the right. Sidewalks, roadways, and landscaped areas with trees are evenly distributed throughout the site.

### **Exhibit Page 4:**

The exhibit is an architectural site plan labeled "ACCESSIBILITY". It displays a detailed layout of a residential or mixed-use complex. The plan is mapped out with streets bounding the site: W 1st Street at the top, W Wylie Street at the bottom, S Fairview Street on the left, and S Rogers Street on the right. The site includes multiple blocks of buildings, each labeled with "LANE" running through them. 10 universal design buildings are marked in dark blue, with 11 FHA Compliant accessible units marked in pink, and 3 full ADA compliant.

### **Exhibit Page 5:**

The exhibit is a detailed map showing a layout of a pedestrian and street network, designed with clear demarcations for pedestrian and vehicular traffic. The map includes a grid of streets and lanes, encompassing several blocks containing various-sized lots. The map consists of three types of vehicular traffic roads: 20-foot lanes, 20-foot neighborhood streets, and 22-foot regional streets, each indicated by different dashed line patterns. Pedestrian pathways are marked with solid green lines. Notably, there is a central roundabout with connecting streets, and larger lots towards the right-hand side.

### **Exhibit Page 6:**

The exhibit is a detailed architectural site plan, including lots, buildings, and roads titled "PUD Phasing," depicting a lot line adjustment and a planned development with three phases. Phase 1 is located on the left side and includes four lots labeled Lot 1 to Lot 4. Each lot is outlined with dashed lines and contains simplified schematic drawings of buildings. Roads labeled "Lane" run through and around these lots. Phase 2 occupies the area below Phase 1 but West of Fairview Street. An additional phase, Phase 3, is located East of Fairview but South of 1st Street and West of Jackson St. Phase 4 is located just below Phase 3. Phase 5 occupies lot 8 between Jackson Street and Rogers Street.

### **Exhibit Page 7:**

The exhibit is a conceptual site plan highlighting drainage and green infrastructure for an urban area. Lanes strategically separate the blocks, facilitating access. The design incorporates green areas denoting "Green Infrastructure," marked in light green, which are interspersed across the layout. These areas serve as drainage pathways or vegetated spaces.

### **Exhibit Page 8:**

The exhibit is a site plan titled "FIRE + TRASH COLLECTION" that illustrates a site plan showing fire and trash collection routes in the neighborhood. Designated routes marked for trash and fire trucks, and specific collection points are indicated by 10 small circles. Annotations in different colors show the radius for trash and fire truck movement.

### **Exhibit Page 9:**

The exhibit is a design plan titled "Street Sections" with the priority focused on designing and maintaining safe streets for pedestrians. It includes two street designs

labeled "1st Street" and "Rogers Street." Each section contains two diagrams: a cross-sectional view and a top-down plan view.

The "1st Street" section, on the left, shows two large green trees flanking a central vehicle lane, with separate pedestrian pathways on both sides. The measurements are provided below in an outlined diagram, indicating lanes for various uses such as a "drive lane" and "bike lane."

The "Rogers Street" section, on the right, also features large green trees, vehicle lanes, and pedestrian pathways. Both sections highlight the presence of pedestrian and vehicle areas, focusing on separating and calming traffic. The overall color scheme includes greens, blues, and grays, with trees and paved pathways as main elements.

### **Exhibit Page 10:**

The exhibit displays cross-sections of two different street designs labeled "Jackson Street" and "Fairview Street" with trees, vehicles, and pedestrian areas. Jackson Street, on the left, features a single lane for vehicles flanked by tree plots and sidewalks. Fairview Street on the right has a layout with two vehicle lanes and sidewalks on both sides.

### **Exhibit Page 11:**

The exhibit showcases a design plan for street sections titled "PRIORITY: DESIGN/ MAINTAIN CALM + SAFE STREETS FOR PEDESTRIANS," featuring "WYLIE STREET" on the left and "LANE" on the right. The left section illustrates a street with a pedestrian sidewalk, a tree, and a parking area adjacent to a two-lane road. A person with a stroller and another walking are depicted on the sidewalk. The right section represents a simpler street design with two driving lanes and areas for trees on both sides. Measurements for sidewalks and lanes are provided below each section.

### **Exhibit Page 12:**

The exhibit is a design layout illustrating different unit types and configurations. On the left side, there are two sketches of buildings, including trees for context. The top sketch shows a two-story house surrounded by several tall green trees, while the bottom sketch depicts a one-story building with a porch, also with trees in front. On the right side, there are five smaller illustrations showing various perspectives of housing units. These units have gabled roofs and front porches, featuring different architectural details.

### **Exhibit Page 13:**

The image is a detailed table labeled "UNIT MIX AND TYPES" displaying various unit types, sizes, and pricing information for a development. It includes columns for unit type, square footage, bed/bath count, total buildings, sale price, units per building, total units, and financial metrics such as monthly mortgage, property tax, and affordability levels. Key statistics highlight 98 total units, with 29% meeting Universal Design areas and 71% proposed as affordable. The proposed development provides a total of 98 units, with around 29% of units meeting Universal Design Standards, exceeding the minimum 20% threshold. Half of the Universal Design Standards Homes are fully ADA compliant, providing ample opportunities for ensuring homes for seniors and those with mobility limitations.

### **Exhibit Page 14:**

The image presents architectural designs for three unit types labeled as Aster, Gardenia, and Mayapple. Each unit type includes a facade elevation and floor plan layout.

### **Exhibit Page 15:**

The exhibit displays architectural illustrations of three different unit types labeled as Faulkner, Beebalm, and Winslow. Each unit type includes a facade elevation and floor plan layout.

### **Exhibit page 16:**

The exhibit is a layout of architectural designs for four different types of housing units, each depicted with front elevations and floor plans. From left to right, the units are named Trillium, Egret, Avocet, and Meadowlark.

### **Exhibit page 17:**

The exhibit is a layout of architectural designs for four different types of housing units, each depicted with front elevations and floor plans. From left to right, the units are named Lark, Gull, Gooseberry, and Elm.

### **Exhibit page 18:**

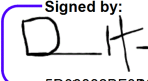
The exhibit is a layout of architectural designs for two different types of housing units, each depicted with front elevations and floor plans. From left to right, the units are named Sassafras & Chinkapin.

# Bloomington Common Council Ordinance No. 2026-06

In accordance with IC 36-7-4-605, I hereby certify that the attached Ordinance Number 2026-06 is a true and complete copy of Plan Commission Case Number ZO2025-12-0018 which was given a favorable recommendation by a vote of 8 Ayes, 0 Nays, and 0 Abstentions by the Bloomington City Plan Commission at a public hearing held on February 9, 2026.

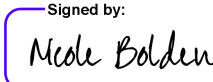
Date: February 12, 2026

## Plan Commission Secretary Signature

Signed by:  
 2/13/2026  
5D0F882B5E0A9415...  
**David Hittle**  
Secretary, Plan Commission

## Clerk Signature

Received by the Common Council Office on:

Signed by:  
 2/13/2026  
60DF9241B070448...  
**Nicole Bolden**  
Clerk, City of Bloomington

## Type of Legislation

Zoning Change

## Fiscal Impact Statement

The legislation is not expected to have a major impact on existing City finances including, but not limited to revenues, expenditures, and any new debt obligations.

This Ordinance amends the zoning of the property from Residential Urban Lot (R4) and Residential Multifamily (RM) within the Transform Redevelopment Overlay (TRO) to Planned Unit Development (PUD).

## Interdepartmental Memo

To: Members of the Common Council  
From: Eric Greulich, Development Services Manager  
Subject: Z02025-12-0018/Ordinance #2026-06  
Date: February 10, 2026

Attached is the staff report which pertains to Plan Commission case ZO2025-12-0018. The Plan Commission heard this petition at the February 9, 2026 hearing and voted 8-0 to send this petition to the Common Council with a favorable recommendation.

---

### **PETITIONER:**

Bloomington Redevelopment Commission  
401 N. Morton Street, Suite 130, Bloomington, IN

---

### **CONSULTANT:**

Alli Thurmond (Range Co/Flintlock)  
512 N. Mission Blvd, Fayetteville, AR

---

### **REQUEST:**

The petitioner is requesting to rezone approximately 6.3 acres to Planned Unit Development and a request for approval of a District Ordinance and Preliminary Plan.

---

### **BACKGROUND:**

---

#### **Area:**

6.3 acres

---

#### **Current Zoning:**

Residential Urban Lot (R4)  
Residential Multifamily (RM) and Transform Redevelopment Overlay (TRO) District

---

#### **Comprehensive Plan Designation**

Mixed Urban Residential/West 2nd Street Street - Former Bloomington Hospital Focus Area

---

#### **Existing Land Use:**

Vacant

---

#### **Surrounding Land Uses:**

North - Vacant  
East - Office  
West - Dwelling, Single Family

---

## REPORT:

The petition site is located at the southwest corner of W. 1<sup>st</sup> Street and S. Rogers Street and extends west approximately 1,000' along the south side of 1<sup>st</sup> Street. The property is currently zoned Residential Urban Lot (R4) and Residential Multifamily (RM) with a portion of the site also within the Transform Redevelopment Overlay (TRO) District. Surrounding zoning and uses include undeveloped land within Hopewell to the north zoned Mixed-Use Medium Scale (MM) and Mixed-Use Institutional (MI) and also within the Transform Redevelopment Overlay (TRO); to the east offices zoned Mixed-Use Neighborhood Scale (MN); to the west single family residences zoned Residential Urban Lot (R4); and to the south single family residences zoned Residential Small Lot (R3) that are within the McDoel Gardens Historic District. There are no known regulated environmental features on the site.

The petition site consists of several properties within Blocks 8, 9, and 10 of Hopewell that contained buildings and uses associated with the former Bloomington Hospital and a convalescent building. The City purchased approximately 24 acres of properties previously owned by the Hospital as part of a redevelopment plan for this area. This area was identified in the 2018 Comprehensive Plan as a Focus Area (West 2<sup>nd</sup> Street-Former Bloomington Hospital Focus Area) and stated there was a need for a more detailed study of the area to guide the redevelopment. Several studies have been commissioned for the area including a study from the Urban Land Institute (ULI) in 2018 for recommendations in the redevelopment of the overall 24 acre area. The study evaluated possible overall massing and diversity of land uses within this area, as well as suggested that the City should engage a master developer to manage the redevelopment of the area. An additional plan for the area was commissioned in 2021 that gave a more in-depth analysis of the area including suggested land uses, road layout, and overall massing of buildings. This study also included a traffic study analysis for the area. In 2022, the City brought forward an amendment to the zoning maps for the area as well as created an Overlay District called the Transform Redevelopment Overlay (TRO) that encompassed much of the 24 acres.

The Redevelopment Commission in conjunction with a consulting firm have designed a redevelopment plan for approximately 6.4 acres of the 24 acre Hopewell area. The proposed plan is coming forward as a Planned Unit Development to create a very compact neighborhood and would include a mix of residential uses as well as include provisions to allow for a portion of the property that is occupied by the former convalescent building for the possible reuse by the Bloomington Police Department.

In order to accomplish the density and diversity of housing that is desired and needed, the PUD involves several unique aspects including narrower street cross sections to maximize development potential, substantially reduced building setbacks, as well as allow the creation of lots that do not front on typical public streets. The proposal would also include greater allowances for Accessory Dwelling Units, increased impervious surface coverage, fully ADA accessible dwelling units, affordable housing, and a housing catalog to simplify construction of new residences.

The petitioner is requesting to rezone the property to a Planned Unit Development which involves approval of a District Ordinance, as well as approval of a Preliminary Plan.

---

## **PETITION OVERVIEW:**

At the first hearing on January 12, 2026 the Plan Commission received an overview of the petition and gave comments pertaining to pedestrian safety along the proposed internal roads, long term affordability within the PUD, ADA accessibility and visitability concerns, and parking and development standards for the existing building on Block 8. In the staff report the Department also outlined areas within the PUD District Ordinance and Preliminary Plan where changes were needed for clarity. The petitioner modified several aspects of the District Ordinance after the January 12 hearing. In addition, with the February 9 approval, a condition of approval was included regarding additional

The preliminary plan shows the creation of approximately 52 lots and a possible 98 units, in addition to the lot with the convalescent building. The number of lots and units is very conceptual at this point. The PUD envisions the creation of lots within the development that can be developed with any of the land uses and building types allowed within the PUD. The proposed District Ordinance does not have any minimum lot width or minimum lot area standards and very minimal setback standards to allow the establishment of a wide diversity of possible lot and building types and configurations. In addition, the PUD is proposing to allow for the creation of lots that do not have frontage on a public street and would allow for lots to be created that have frontage on trails, parks, and public sidewalks.

The proposed phasing plan shows three overall phases that would include adjusting existing lot lines to allow the creation of smaller individual lots along the west side of the site and subsequently followed by a primary plat for the development. The phasing plan is still unclear on when specific internal streets and infrastructure for the overall development will be installed as development occurs. The Public Works and Fire Department have indicated a need for Fairview Street to be constructed with the initial plat in order to serve the new units that are accessed exclusively from the proposed Lane. The Utilities Department has also indicated a need for a phasing plan to be presented outlining the plans for stormwater detention and utility infrastructure within the development in conjunction with the primary plat. A condition of approval has been included requiring a phasing plan for infrastructure be submitted with the primary plat or final plan approval, whichever comes forward first.

The petition involves the construction of several new roads within the development that have cross sections and proposed right-of-way widths that differ substantially from what is shown within the Transportation Plan. This particular element was one of the main reasons that a PUD was necessary. All internal streets will be public, but will have specific cross sections that differ from what is allowed in the Transportation Plan. Access to the site will come from existing public streets that border this site (Rogers Street to the east, 1<sup>st</sup> Street to the north, and Wylie Street to the south), an existing section of Fairview Street that bisects through the site, an extension of Jackson Street through the east side of the site, and new streets identified as 'Lane' that will provide access to the interior of the development. The proposed 'Lanes' would function similar to a conventional alley, and would have 20' of right-of-way with two, 9' travel lanes and

a 1' concrete border on each side.

Pedestrian accommodations within the PUD are provided through a mix of internal sidewalks and multi-use paths that connect to a central open space area, with sidewalks along many of the proposed streets as well. The central open space area will be accessed from connections that extend north to 1<sup>st</sup> Street, south to Wylie Street, east to Jackson Street, and west to the edge of the PUD. A bike lane is shown along the property frontage along Rogers Street and would connect to and extend an existing bike lane recently installed by the City. The proposed internal green space would also contain storm water infrastructure to meet water quality and storm water detention requirements. Additional storm water management infrastructure is expected within Block 8 within the proposed parking area on that lot. Specific plans for detention and phasing will be addressed with the final plan and primary plat, whichever comes forward first. Language for a condition of approval regarding the timing of these elements has been included.

---

## **DISTRICT ORDINANCE:**

The District Ordinance sets the development and use requirements for the PUD. Those items that are not specifically discussed in the District Ordinance revert to the relevant [UDO](#) regulations per 20.02.040(c)(3) and 20.02.040(d)(3).

[The above link is to the Municode version of the Unified Development Ordinance, Title 20 of the Bloomington Municipal Code. All references throughout the report that reference Title 20 can be found at this searchable link.]

The Preliminary Plan and District Ordinance identifies two parcels within the PUD with specific development standards for each- Parcel A (Blocks #9 and #10) which will be developed with residential uses and Parcel B (Block #8) which contains the previous convalescent building.

---

### **Parcel A-**

This parcel includes both Block #9 and #10. The base zoning district will be Residential Urban Lot (R4) with the modifications outlined in the District Ordinance and summarized below:

- Minimum Lot Width and Size: None
- Setbacks:
  - Front: 0' front setback along all roads except a 12' front building setback along Wylie Street.
  - Side: 0' and 5' along the edges of the PUD
  - Rear: 5' or 3' abutting a lane.
  - All setbacks listed above will apply for primary and accessory buildings and parking setbacks.
  - Since there are 0' front setbacks proposed, a notation has been made that no encroachments are allowed within the right-of-way.
- Maximum Height: 50' (primary and accessory structures).
- Impervious Surface Coverage: No maximum.
- Permitted Uses: A use table has been included.
- Lot Frontage and Lot Space: The DO states that-

- Lot Frontage requirements may be met by a street, lane, paved trail, common green space, or other right of way or access easement that provides continuous pedestrian and utility access to the lot, provided that all fire code and building code requirements are met.
- Where a lot has only non-street frontage, the frontage as described above shall be considered equivalent to street frontage for the purposes of development standards, permitting, and address assignment, except in instances where a lot has both lane and pedestrian frontages.
- In such cases, the project shall designate a “Building Front” on the development plan. The designated building front shall comply with all applicable frontage requirements—including orientation, entry visibility, and porch requirements—regardless of the location of legal or vehicular access.
- Building Front shall be assumed to be the primary pedestrian access for non-street frontage lots (i.e., a front porch and front door facing a trail or common green space with pedestrian access).
- Primary entrance shall be located on the designated building front, and shall not require a second entrance on other frontages.
- These provisions supersede any conflicting frontage or access provisions in the Unified Development Ordinance.
- Architectural Design Standards:
  - The proposed District Ordinance states that- “ *Residential Design Standards* shall be controlled within the PUD area via a pre-approved plans catalog provided with the PUD. No further architectural design standards shall apply within the PUD as long as the buildings are substantially similar to those shown in the final approved PUD Plan. Section 20.04.070(d)(3)(H)-(K)
  - Modifications to buildings after initial building occupancy shall be required to be compliant with all prevailing architectural design standards at the time of modification. The Department would apply this to mean that any additions or modifications to a building after occupancy, are regulated by the base standards of the UDO for the R4 district.
- Accessory Dwelling Unit Requirements:
  - Attached and Detached Accessory Dwelling Units shall comply only with all height and setback requirements within the PUD.
  - ADU’s shall not be subject to any owner occupancy residency requirements.
  - Accessory Dwelling Units shall be limited to 840 square feet of habitable space.
- Miscellaneous Provisions:
  - Up to 12 multi-family dwellings on one single lot or parcel of land shall be allowed.
  - Neighborhood Transition Standards: no additional setbacks or height reductions along the edges of the PUD are required.
  - Common landscape maintenance shall be provided by an HOA

- established before the final plat.
- No drive cuts are allowed on 1st Street or Wylie.

---

### **Parcel B-**

---

The base zoning district will be Mixed-Use Medium Scale (MM) with the Transform Redevelopment Overlay (TRO) standards and per the modifications outlined in the District Ordinance. The District Ordinance also states that- “....These standards and requirements shall apply only if the site is developed with a police, fire or rescue station. If it is developed in some other manner, standards of the MM and TRO district shall apply.”

The proposed modifications are summarized below-

- Setbacks:
  - Front: 0’ front setback,
  - Side: 0’ and 5’ abutting the edges of the PUD
  - Rear: 5’ or 3’ abutting a lane.
  - Parking: 0’
- Architectural Design Standards:
  - Non-conforming existing architectural features surrounding the building shall be exempt from TRO requirements. New architectural features shall be compliant except as specifically noted.
  - *Parking Lot Landscaping* shall not apply.
  - Fencing taller than 4 feet may be permitted.
  - UDO and TRO lighting standards would not apply to “Police, fire, or rescue station” uses and will be subject to Plan Commission approval during development planning to ensure lighting does not create a nuisance for adjacent residential uses.
- Parking
  - Parking maximum is not subject to the TRO standards
- Entrance and Drives:
  - One drive cut access will be allowed on Jackson St, 1st Street, Rogers Street, and Wylie Street. Each drive access shall be a minimum of 50’ from the closest street intersection.

---

### **PUD Standards Common to Both Parcels**

---

- Landscape:
  - Existing trees intended to be retained shall comply with tree protection fencing per UDO 20.04.080(c).
  - Buffer yards are not required within the PUD.
- Street Standards:
  - Minimum right of way width per PUD street standards
  - Sidewalk Minimum Width:
    - 5’ unless existing, in which case width shall match historic width and placement.;
  - Tree Plot/Green Infrastructure Minimum Width:
    - 5’ unless existing, in which case width shall match historic width and placement.
- Storm water Standards: Compliance required with all existing storm water

standards.

- Parking:
  - There is no minimum on-site parking requirement within the PUD.
  - Parking is allowed directly adjacent to lanes in designated parking spaces constructed of asphalt, concrete, pavers, gravel or other all-weather surfacing. Parking may at no time impede on the drive lanes of the lane.
  - Parking areas of 4 or more spaces located on lanes shall not require landscaping or screening.
  - On-street parking may be provided within the public right-of-way designated paved spaces on Fairview and Jackson as parallel, angled, or 90-degree spaces
  - Where angled or head-in spaces have been provided adjacent to a sidewalk, wheelstops or a wider sidewalk to maintain clear width shall be required.
- Phasing:
  - Phases will be completed per the phasing plan in the PUD exhibits.
  - Each phase will ensure that stormwater requirements are constructed with the associated improvements
- Utility Standards: Compliance required with all existing utility standards.

---

### **Environment:**

There are no known regulated environmental features on the properties within this PUD. The petitioner is proposing no changes to the UDO regulations related to environmental standards in this PUD. Since the PUD is completely silent on environmental regulations, per UDO 20.02.040(d)(3), the UDO regulations of the base zoning district are applied to development in the PUD.

---

### **Access and Connectivity:**

The petitioner is proposing a specific allowance for drivecuts on Parcel B (Block #8) to allow one drivecut on each respective street frontage with a 50' setback requirement from an adjacent street intersection.

---

### **Driveways and Access:**

The District Ordinance does not have any specific regulations regarding access and drives for Parcel A. Language should be included in the final plan approval for Parcel A stating that no drivecuts are allowed on 1<sup>st</sup> Street, Fairview Street, Jackson Street, or Wylie Street.

---

### **Pedestrian and Bicycle Circulation:**

Internal sidewalks are shown throughout the development connecting to the proposed interior open space and along proposed streets. The Fire Department has expressed a concern regarding access to units that do not have direct access to a public street. Access to all lots must meet Emergency Service's requirements. The Preliminary Plan needs to specify the width of the interior sidewalks that are not included in the public street cross sections. If multi-use paths are proposed within the PUD, those need to be indicated on the Preliminary Plan.

---

**Public Transit:**

Rogers Street is the only road along the PUD that is served by Bloomington Transit and they have not expressed an interest in a bus shelter along this frontage. If a future need is identified, that can be addressed with the final plans.

---

**Lighting:**

Pedestrian scale lighting should be utilized within Parcel A and will be reviewed with final plan approval. The District Ordinance for Parcel B states that the TRO standards would not apply for the use “police, fire, or rescue station”.

---

**Signs:**

The petitioner is proposing no changes to the UDO regulations related to signage allowances in this PUD. Since the PUD is completely silent on sign regulations, per 20.02.040(d)(3), the base zoning district standards of the UDO are applied to development in the PUD.

---

**Subdivision Regulations:**

The PUD is proposing to allow lot frontage requirements for new lots to be met by the presence of a street, alley, paved trail, common green space, or other right of way or access easement that provides continuous vehicular, pedestrian, and utility access, provided that all fire code and building code requirements are met. In addition, there are no minimum lot size or minimum lot width requirements proposed within the residential portions of the PUD.

As mentioned, with the possibility of lots being created that only front on sidewalks, those lots may be desired to have sidewalk access that is wider than 5’ to provide greater accessibility.

---

**PRELIMINARY PLAN:**

Per 20.06.070(c)(3)(B), a Preliminary Plan is required with rezoning to Planned Unit Development and has been submitted.

---

**Scaled Site Plan:**

The petitioner has submitted several conceptual and scaled site plans indicating proposed public improvements, proposed development areas, fire and sanitation access, accessibility, phasing, and green infrastructure.

---

**Infrastructure Plan:**

The petitioner has included a plan for pedestrian and vehicular connections, which is shown on Pages #8-9 of the Preliminary Plan. Proposed infrastructure will include new internal roads and lanes, utility infrastructure, an extension of Jackson Street, and reconstruction of Fairview Street. Previous approvals to the north of this site platted 60’ of right-of-way for Jackson Street that stubs to where a future extension was expected when this section of Hopewell was developed. The proposed alignment of Jackson Street on this Preliminary Plan aligns with the location of the right-of-way for Jackson

Street to the north and where an intersection for this connection was recently installed by the City as part of the 1<sup>st</sup> Street project. Likewise 74' of right-of-way for Fairview Street was platted to the north of this site with an intersection recently installed, the proposed location of Fairview Street on the Preliminary Plan aligns with that intersection as well.

---

### **Street Cross Sections:**

---

This PUD is proposing several modifications for the existing and proposed roads within and adjacent to this site to maximize the ability to provide housing within the PUD. These proposed cross sections contained in the Preliminary Plan deviate from the Transportation Plan both in terms of the proposed amount of right-of-way to be dedicated and also in terms of the improvements shown within each cross section.

The property has frontage on four existing streets- Rogers Street, 1<sup>st</sup> Street, Wylie Street, and Fairview Street. The project also would involve the construction of a new segment of Jackson Street. The Transportation Plan classifications and requirements for each are as follows-

- Rogers Street
  - Secondary Arterial
  - 84' right-of-way required
  - General Urban typology (bike lane is the recommended facility) (10'sidewalk/8' tree plot)
- 1<sup>st</sup> Street
  - Primary Collector
  - 60' right-of-way required
  - Neighborhood Residential/Neighborhood Greenway typology (6' sidewalk/5' tree plot)
- Fairview Street
  - Local street
  - 60' right-of-way required
  - Neighborhood Residential typology (6' sidewalk/5' tree plot)
- Wylie Street
  - Local street
  - 60' right-of-way required
  - Neighborhood Residential typology (6' sidewalk/5' tree plot)
- Jackson Street (to be constructed)
  - Local Street
  - 60' right-of-way required
  - Neighborhood Residential typology (6' sidewalk/5' tree plot)

The proposed cross sections for all of the existing and proposed roads are summarized below:

- Rogers Street
  - The Transportation Plan would require a total 84' of right-of-way (42' from centerline). There is currently approximately 20-25' of right-of-way from centerline. The proposed cross section within the PUD for Rogers Street shows a dedication of 31' from centerline for right-of-way.
    - Within this cross section there would be an allowance for the

inclusion of a 5' on-street bike lane, 5' tree plot, and minimum 5' sidewalk.

- 1<sup>st</sup> Street
  - The Transportation Plan would require 60' of right-of-way and that currently exists, therefore no new right-of-way must be dedicated. In addition, the City recently completed a road improvement project for 1<sup>st</sup> Street along this frontage and installed all necessary improvements that include a 6' wide sidewalk and 5' tree plot with street trees along this frontage. No on-street parking was installed along the 1<sup>st</sup> Street corridor, including along this PUD frontage. No improvements along 1<sup>st</sup> Street are required.
- Jackson Street
  - The Transportation Plan would require a total of 60' of right-of-way. With this petition Jackson Street would be constructed through this site to connect to 1<sup>st</sup> Street to the north and Wylie Street to the south. The City's recent improvements to 1<sup>st</sup> Street constructed an intersection along 1<sup>st</sup> Street for Jackson Street to connect to and it is in place. In order to maximize housing potential, while also balancing appropriate infrastructure needs, the petitioner is proposing a 48' right-of-way that would include 5' sidewalks and 5' tree plots on both sides, 2- 10' travel lanes, and a 7' wide on-street parking lane on the east side.
- Wylie Street
  - The Transportation Plan would require a total of 60' of right-of-way. But, of residential streets, the Plan also states "in order to preserve existing neighborhood fabric, existing streets shall not be required to conform to these cross-section standards". There is currently approximately 40' of right-of-way. The proposed cross section shows maintaining the existing right-of-way line with no additional dedication. There is currently an approximately 4.5' monolithic sidewalk along the north side of Wylie Street along this frontage that would be replaced with this petition with a monolithic 5' sidewalk. There is also on-street parking along the north side of Wylie Street along this property frontage which is proposed to remain. The proposed cross section shows maintaining the current monolithic sidewalk.
- Fairview Street
  - The Transportation Plan would require a total of 60' of right-of-way. Fairview Street currently extends through the site and would be removed and reconstructed with this proposal. In order to maximize housing potential, while also balancing appropriate infrastructure needs, the petitioner is proposing a 48' right-of-way that would include 5' sidewalks and 5' tree plots on both sides, 2- 10' travel lanes, and a 7' on-street parking lane on the east side.
- Lanes
  - Within the development there is a new road type proposed identified as a 'Lane'. These are public streets with 20' of right-of-way and 18' of travel lanes. These would function to serve the rear of many of the units, but also serve as the only primary public road access points for some of the lots. There is a 1' "concrete ribbon" that is shown along the borders of the travel lanes.

---

**Traffic Analysis:**

---

A traffic analysis was not determined to be needed with this PUD since a traffic study analysis was done with a previous study in 2021. The proposed number of units is not expected to trigger the installation of any additional traffic management signals or turning lanes. Internal stop signs will be placed as needed.

---

**Description of Character:**

---

The petitioner includes a description of the concepts for this property in the petitioner's statement. The petitioner seeks to develop a distinct development that helps address the community's need for housing by providing affordable, owner occupied housing.

---

**Phasing:**

---

The petitioner has proposed five overall phases for the development. It is expected that the site will develop from west to east, starting with Block #10.

A detailed phasing plan regarding specific infrastructure will be reviewed with subsequent approvals. This is essential to determining what infrastructure must be included with each plat and to adequately serve the overall PUD as it develops. A condition of approval has been included to require a detailed phasing plan with the primary plat or final plan, whichever comes forward first. The adjustment of lot lines will not be a trigger for final plan approval or require the detailed phasing plan with that aspect.

---

**Environmental Plan:**

---

As noted earlier in the report, there are no known regulated environmental features on this property. The proposed District Ordinance does not propose any changes to the UDO regulations regarding environmental features, therefore the base zoning district standards of the UDO apply.

---

**Architectural Character:**

---

The petitioner proposes a specific set of design plans for all of the buildings within the PUD. There will be a housing catalog which will include build-ready plans to submit for permitting. The proposed residences in the housing catalog will be reviewed ahead of time for compliance with City standards to decrease permit review times. The District Ordinance addresses some specific elements of the proposed standards for the residential buildings, however it would be beneficial with the final plan approval to outline any specific aspects of the residences that are essential components, for instance- depth of porches, required diversity of exterior finishing materials, roof pitch, etc.

---

**COMPREHENSIVE PLAN:**

This property is designated as *Mixed Urban Residential*, and is located in the West 2<sup>nd</sup> Street- Former Bloomington Hospital Focus Area. The Comprehensive Plan notes the following about the *Mixed Urban Residential* area:

- The Mixed Urban Residential district refers to older neighborhoods that were

developed using the traditional block and grid-like street patterns. Which has been utilized in the proposed Preliminary Plan with the use of streets and lanes. The district is composed of both single-family residences and larger 2-4 story apartment buildings with densities ranging from 2 units per acre to 30 units per acre.

- Architectural styles largely consist of cottages and bungalows of less than two stories that were mostly built prior to the 1950s. Many structures are architecturally and historically distinctive, drawing upon their respective era's influence in design, scale, and use of materials. The proposed house catalog incorporates many historically appropriate design features and styles that are reflective of houses of the surrounding era.
- This area is essentially built out. However the location of the former Hospital use provides an opportunity for a larger scale planned development. This PUD would further that goal through a unified design for this area.
- The area is adequately served by existing utilities and those will be extended through this site.
- Create neighborhood focal points, gateways, and centers. This has been accomplished within the center portion of the site that is linked through a surrounding greenways system and sidewalks. The area also included several amenity buildings for use by the residents.
- Ensure that appropriate linkages to neighborhood destinations are provided. This has been incorporated through the series of internal grid-like streets and lanes. Sidewalks will be provide throughout the development and along all of the street frontage to incorporate a high degree of pedestrian facilities and connections throughout the PUD.
- Large developments should develop a traditional street grid with short blocks to reduce the need for circuitous trips.
- Support incentive programs that increase owner occupancy and affordability (including approaches promoting both permanent affordability and home ownership for all income levels).

---

### **20.02.040(b) PUD Qualifying Standards:**

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

1. The proposed PUD zoning district includes a minimum of five acres of land;
2. The land included in the proposed PUD zoning district is not within the Mixed-Use Downtown (MD) zoning district;
3. Where residential dwelling units are proposed, a minimum of 15 percent of the total dwelling units must be permanently income-limited through a deed restriction to households earning less than 120 percent of the HUD AMI for Monroe County, Indiana and the development will be subject to the applicable standards established in Subsection 20.04.110(c): *Affordable Housing*, unless the City otherwise adjusts or releases this requirement.;
4. The proposed PUD could not be developed using conventional zoning districts or standards established in this UDO;

5. The land included in the proposed PUD is under single ownership or control. Single control of property under multiple ownership may be considered when the petition includes enforceable agreements, covenants, or commitments that run to the benefit of the City and that the City may require to be recorded if the PUD is approved; and
6. The proposed PUD zoning district embraces the following highly-valued design features:
  - A. Protection of specific natural, environmental, or scenic resources or green spaces; and/or
  - B. Retaining natural landforms throughout the development; and/or
  - C. Low Impact Development design features throughout the development; and/or
  - D. Solar orientation of building forms and other passive energy-efficient design strategies throughout the development.
7. The proposed PUD zoning district embraces several highly-valued design features, as determined by the Planning and Transportation Director, including but not limited to:
  - A. No block perimeter greater than 1,400 feet in the development;
  - B. Centralized gathering and recreation spaces of an appropriate size for the entire development, or designed to serve an area larger than the entire development;
  - C. Internally and externally connected park, trail, and open space system;
  - D. Community-level renewable energy production.

---

**ADOPTED FINDING:**

The petitioner addresses the Qualifying Standards in the petitioner's statement. The UDO contains 13 general Qualifying Standards for rezoning to Planned Unit Development as listed above. Standard #1 and #2 cover location and size of the property and are met. Standard #3 is related to permanently-income limited dwelling units. The Redevelopment Commission has language regarding ensuring long-term affordability that is addressed in their petitioner statement. Standard #4 is that the PUD could not be developed using traditional zoning districts and the processes in the UDO. In order to accomplish the density needed within this neighborhood, a narrower street design is required that is not possible through the Transportation Plan. The Planned Unit Development process is the only path available to propose specific road typologies. Standard #5 is verification that the land is under single ownership or control, and it is. Standards #6A-6B are related to protecting and retaining environmental and natural resources on the site which as stated previously are not present. Standards #6C-6D address low impact design features and solar orientation. The petition does not directly incorporate specific elements, however the high density compact urban form, maximum housing potential which reduces the need for additional density in undeveloped areas. Standard #7A allows no block length longer than 1,400 linear feet which has been met in the Preliminary Plan. Standard #7B outlines the need for a centralized gathering or recreation space for the development, and the petitioner has included that in their Preliminary Plan with a central gathering area that is connected by sidewalks that extend throughout the entire neighborhood and to all surrounding adjacent streets. In addition, Building Trades Park is located in close proximity to this site. Standard #7D is related to community-level energy production. The Department does not think that the community would best be served by focusing the use of this land on community-level

energy production.

---

### **20.06.070(c)(3)(D)(i)(1) PUD District Ordinance and Preliminary Plan review criteria:**

The Plan Commission shall review the rezoning to a Planned Unit Development (PUD) petition and shall forward its recommendation to the Common Council in accordance with Section 20.06.040(g) (Review and Decision) based on the general approval criteria in Section 20.06.040(d)(6) and the specific approval criteria in Section 20.06.070(c)(4).

---

### **20.06.040(d)(6)(B) General Compliance Criteria**

- i. Compliance with this UDO
- ii. Compliance with Other Applicable Regulations
- iii. Compliance with Utility, Service, and Improvement Standards
- iv. Compliance with Prior Approvals

### **ADOPTED FINDING:**

The PUD meets the Qualifying Standards required in the UDO as outlined above. The PUD is compliant with the UDO. The petitioner will continue to work with City of Bloomington Utilities, as well as other departments, to ensure that the development is able to meet all of other City regulations. There are no other known applicable regulations. No prior approvals affect this petition.

---

### **20.06.040(d)(6)(D) Additional Criteria Applicable to Primary Plats and Zoning Map Amendments (Including PUDs)**

- i. Consistency with Comprehensive Plan and Other Applicable Plans  
The proposed use and development shall be consistent with and shall not interfere with the achievement of the goals and objectives of the Comprehensive Plan and any other adopted plans and policies.
- ii. Consistent with Intergovernmental Agreements  
The proposed use and development shall be consistent with any adopted intergovernmental agreements and shall comply with the terms and conditions of any intergovernmental agreements incorporated by reference into this UDO.
- iii. Minimization or Mitigation of Adverse Impacts
  1. The proposed use and development shall be designed to minimize negative environmental impacts and shall not cause significant adverse impacts on the natural environment. Examples of the natural environment include water, air, noise, stormwater management, wildlife habitat, soils, and native vegetation.
  2. The proposed use and development shall not result in the excessive destruction, loss or damage of any natural, scenic, or historic feature of significant importance.
  3. The proposed use and development shall not result in significant adverse fiscal impacts on the city.
  4. The petitioner shall make a good-faith effort to address concerns of the adjoining property owners in the immediate neighborhood as defined in

the pre-submittal neighborhood meeting for the specific proposal, if such a meeting is required.

iv. Adequacy of Road Systems

1. Adequate road capacity must exist to serve the uses permitted under the proposed development, and the proposed use and development shall be designed to ensure safe ingress and egress onto the site and safe road conditions around the site, including adequate access onto the site for fire, public safety, and EMS services.
2. The proposed use and development shall neither cause undue traffic congestion nor draw significant amounts of traffic through residential streets.

v. Provides Adequate Public Services and Facilities

Adequate public service and facility capacity shall exist to accommodate uses permitted under the proposed development at the time the needs or demands arise, while maintaining adequate levels of service to existing development. Public services and facilities include, but are not limited to, streets, potable water, sewer, stormwater management structures, schools, public safety, fire protection, libraries, and vehicle/pedestrian connections and access within the site and to adjacent properties.

vi. Rational Phasing Plan

If the petition involves phases, each phase of the proposed development shall contain all of the required streets, utilities, landscaping, open space, and other improvements that are required to comply with the project's cumulative development to date and shall not depend upon subsequent phases for those improvements.

---

**ADOPTED FINDING:**

The proposed use and development does not interfere with the goals and objectives of the Comprehensive Plan or any other adopted plans and policies. In fact this development works to accomplish many of the goals outlined in the Comprehensive Plan for this redevelopment area that was already identified as an ideal location for denser development. The proposal is not affected by any existing interlocal agreements. There are no known regulated environmental features and the allowance of a denser housing development on this unencumbered property allows for the preservation of more environmentally sensitive land within the City. No known concerns have been raised by adjacent neighbors. This development will construct several new roads through the site and makes use of a recently constructed 1<sup>st</sup> Street along the north property line as well as recent improvements to Rogers Street adjacent to this site. Compliance with City of Bloomington Utility Department standards has been addressed through a condition of approval. An overall phasing plan has been submitted showing five overall phases, however a more detailed phasing plan regarding specific infrastructure will need to be reviewed with the final plan or primary plat approval, whichever comes forward first, to ensure all necessary infrastructure is installed with each phase. The adjustment of lot lines will not require a phasing plan to be submitted for that element.

---

## **20.06.070(c)(4) Approval Criteria for Rezoning to a Planned District (PUD)**

The Plan Commission and Common Council shall only approve a petition for rezoning to a PUD district if they determine that the petition:

- (A) Is consistent with the purpose of this UDO and the purpose of Section 20.02.040 (Planned Unit Development (PUD) District); and
- (B) The petitioner has demonstrated that the proposed rezoning is compatible with surrounding development or can be made compatible with surrounding development through commitments or conditions; and
- (C) Any portion of the PUD zoning district to be occupied by multifamily, mixed-use, or industrial development shall provide a greater level of internal connectivity and connectivity to surrounding developments than would be required by this UDO if the project were not being developed in a PUD zoning district; and
- (D) Each multifamily, mixed-use, or nonresidential principal structure in the PUD zoning district shall provide a greater level of design quality than would be required by this UDO if the project were not being developed in a PUD zoning district; and
- (E) At least one of the following criteria are met;
  - i. The proposed PUD zoning district will include construction of a substantial open space, recreational, entertainment, or cultural amenity that will be open to and usable by the general public, and that would not otherwise be required by this UDO. Reconfiguration of open space required by this UDO does not satisfy these criteria;
  - ii. The proposed PUD zoning district will protect a significant ecological, natural, historical, architectural, or archeological resource that was not already protected from development by this UDO or by state or federal law. Avoidance of designated floodplains or wetland areas, or the provision of additional buffers around such areas, does not satisfy these criteria; or
  - iii. The proposed PUD zoning district provides affordable housing beyond the amounts that the petitioner would have been required to provide in order to earn a Tier 1 or Tier 2 affordable housing incentive under Section 20.04.110(c)(5) by either:
    - 1. Income-restricting at least 10 percent more of the dwelling units at or below the income levels required to earn a Tier 1 or Tier 2 incentive, or
    - 2. Income restricting the same number of dwelling units required to earn a Tier 1 or Tier 2 affordable housing incentive, but limiting incomes to at least 10 percent lower AMI level than would have been required to earn a Tier 1 or Tier 2 incentive under Section 20.04.110(c)(5).

---

### **ADOPTED FINDING:**

The petitioner has addressed these criteria in their petitioner statement. This proposal is consistent with the goals of the UDO by allowing the creation of a PUD that seeks to

modify several standards of the UDO to allow for a dense residential product that meets many goals of the City by providing affordable, owner-occupied housing in close proximity to resources and infrastructure. The PUD will match the surrounding land uses and housing types of the McDoel neighborhood and expected development of other sections of Hopewell to the north. The PUD incorporates a high degree of internal pedestrian connectivity through sidewalks and multi-use paths that connect to a large, central green space. The proposed housing catalog has been designed to provide a wide range of architectural housing types with a mix of building footprints, finishing materials, height, roof pitches, and land uses. The PUD exceeds the affordable housing requirement by providing at least 50% of the total dwelling units within the PUD to home buyers under 100% of the Area Median Income (AMI). At least 15% of total dwelling units within the PUD will be permanently income-limited to households earning less than 120% of AMI.

---

## **CONCLUSION:**

The petitioner has designed a high quality development that incorporates a wide mix of residential housing types. This development will also allow the opportunity to explore allowing the creation of dwelling units that do not front directly on typical street frontages, as well as allow the use of more narrow streets to maximize housing potential. The commitment to affordable housing for owner occupied housing also helps further many goals and fill a missing housing need.

---

## **RECOMMENDATION:**

The Plan Commission voted 8-0 to forward this petition to the Common Council with a favorable recommendation and the following conditions of approval:

1. Final plan approval for Block 8 shall be heard by the Plan Commission. Final plan approval for all other phases shall be delegated to staff.
2. With final plan or primary plat approval, whichever comes first, for Phase 1 a drainage plan that meets the requirements of Title 13 and CBU's Stormwater Design Manual shall be submitted and approved by CBU. Drainage plans may be submitted either for each phase, or for the entire PUD with phasing included. Each phase shall satisfy the requirements of Title 13 including the management of runoff and sediment during construction, as well as post-construction stormwater management.
3. Water calculations (fire protection pressure and flows) for the development shall be submitted to and approved by CBU prior to final plan approval for Phase 1.
4. Final details regarding architectural materials and specific design elements of the proposed buildings shall be submitted for final plan approval.
5. Site plan improvements for Block 8 shall indicate bicycle parking and landscaping along the south side of the building to the extent practical.
6. Pedestrian scaled lighting shall be indicated on Parcel A and reviewed with the final plan.

7. Within Parcel A, drivecuts shall be prohibited on 1<sup>st</sup> Street, Fairview Street, Wylie Street, and Jackson Street as indicated on the final plan for Parcel A.
8. All secondary plats shall be delegated to staff.
9. A specific phasing plan for all infrastructure including roads, utilities, and detention must be submitted and approved with either the final plan or primary plat approval, whichever comes forward first. The adjustment of lot lines will not require final plan approval or trigger a phasing plan.
10. Prior to final plan or primary plat approval, the petitioner shall prepare and include in the project record written documentation describing how visitability and accessibility were evaluated and how people with disabilities were engaged.
11. Petitioner will work with staff and Commissioner Stosberg to clarify language and correct citations in the District Ordinance.

[This memo references documents that were prepared by a third-party and may not meet ADA requirements. The materials may be found at [pdf Hopewell PUD Exhibits.pdf](#) and the description of exhibits is located here [Hopewell PUD Exhibits Descriptions](#) ]

## Hopewell Councilmember Questions:

### Questions about the PUD:

1. Why is Block 8 included in this PUD proposal? It seems largely unrelated to all the stated goals of the proposal. – Flaherty
  - **Response:** Block 8 is included for two primary reasons:
    - First, the decision to retain the existing building occurred after adoption of the TRO and master plan. As a result, the building does not conform to current Transportation Plan cross sections along Rogers Street, particularly due to limited right-of-way between existing structures. Including Block 8 within the PUD allows the City to address these constraints in a coordinated way, rather than through piecemeal variances, while ensuring the outcome aligns with the broader neighborhood plan.
    - Second, the site is being designed as an integrated system for stormwater, grading, and circulation. These systems function most effectively when planned comprehensively across the full area, regardless of differences in use or building type. Including Block 8 allows for a more cohesive and higher-performing infrastructure approach.
  
2. I have a few questions about the petitioner’s rationale related to “testing” things. For example, consider this statement: “This PUD framework allows the City to evaluate, in a controlled and measurable way, how calibrated adjustments to dimensional standards, lot configurations, and frontage definitions can improve housing attainability and neighborhood livability. By implementing these reforms within a defined, city-owned redevelopment area, Bloomington can observe its direct effects on construction cost, housing variety, and overall neighborhood character before considering broader adoption citywide.” – Flaherty
  - **Response:** We understand the concern that “testing” can sound vague or overly long-term. Our intent is not to delay broader reform, but to ground it in observable local outcomes. These kinds of pilots are most useful when they directly inform citywide questions, particularly around infill. In this case, we are using the site to evaluate how these same approaches, smaller lots, flexible frontages, and reduced setbacks, could translate to incremental development without requiring demolition of existing homes or loss of neighborhood character.

3. What, specifically, is proposed to be tested or evaluated? – Flaherty
  - **Response:** The proposal focuses on a small number of clearly defined variables:
    - Smaller lot dimensions and reduced frontage requirements
    - Alternative frontage types, including homes oriented to shared greens and pedestrian paths
    - Reduced setbacks and more flexible building placement
    - Lane-based access in place of conventional street frontage
    - Reduced parking requirements and their impact on cost and design
  
4. What variables will the City be measuring and at what time intervals? – Flaherty
  - **Response:** We anticipate tracking:
    - Construction cost per unit and per square foot
    - Sale price and rent relative to comparable new construction in Bloomington
    - Time to build and absorption rates
    - Housing diversity, including unit size and type
    - Resident experience, including walkability and use of shared spaces
    - Parking utilization over time
  
5. What does the City hope to learn that *cannot* be learned from existing small lots in Bloomington or other cities' experience with smaller lot sizes, more flexible frontage definitions, etc.? – Flaherty
  - **Response:** While there are many strong precedents elsewhere, Bloomington's regulatory, market, and construction context is unique. Small differences in code, financing, and buyer expectations can materially affect outcomes. This PUD allows the City to observe how these tools perform locally, under Bloomington's own constraints and opportunities, rather than relying solely on external examples.
  
6. How and when will this information be reported to the public, Plan Commission, or City Council? – Flaherty
  - **Response:** No current timeline is in place. Depending on the reform in question, it may take some time to determine whether these changes are resulting in the outcomes we want to see, but we are open to suggestions on how best to structure future reports.

7. Given the amount of time it will take to build out the site, the last sentence quoted above seems to imply that we are looking at years of evaluation before the Administration would consider adopting any of these principles citywide (regarding dimensional standards, frontage definitions, etc.). Is that right? If not, why not? – Flaherty
- **Response:** We do not see this as requiring years of delay before policy change. Some lessons, particularly around dimensional standards and frontage flexibility, will be evident early, even within the first phase. Our expectation is that this project can inform near-term conversations about targeted updates to the UDO, especially for infill and incremental development.
8. The PUD site is mostly a blank slate of new development. How will these lessons translate to broader zoning reforms that target infill and incremental redevelopment, rather than whole city blocks? – Flaherty
- **Response:** This is an important point. While the site is a larger redevelopment, the specific tools being tested, such as small lots, reduced setbacks, and flexible frontage types, are directly applicable to smaller infill sites. In many ways, this project is about de-risking those tools so they can be more confidently applied in incremental contexts across the city.
9. I'm not sure I understand how the PUD proposal meets the Approval Criteria in 20.06.070(c)(4)(E), which requires one of three requirements to be met. The Adopted Finding of the Plan Commission (p.86-87 of March 4 packet) seems to imply that option (iii) is what's being met, though it doesn't state that explicitly. – Flaherty
- **Response:** Yes, the petitioner is utilizing section (iii) regarding the provision of affordable housing to meet that qualifying standard.
  - First, to clarify, is that the staff opinion and what's meant by the Adopted Finding? That 20.06.070(c)(4)(E)(iii) has been met? – Flaherty
    - **Response:** Yes, it is the staff's position that the provision of 15% of the units to households earning less than 120% of AMI plus the inclusion of at least 50% of the single-family dwelling units to home buyers under 100% AMI meets the Qualifying Standard. The language in the Incentives section of the UDO in 20.04.110(c)(2)(A)(ii) states that units must be income-restricted permanently, unless the requirement is otherwise adjusted or

forfeited by the City. Within this PUD we are building in an adjustment to the length of time for the affordability period for single family residences. The language in the UDO allows for an adjustment to the length of time for that affordability.

- If so, could you explain how? The Adopted Finding says: “The PUD exceeds the affordable housing requirement by providing at least 50% of the total dwelling units within the PUD to home buyers under 100% of the Area Median Income (AMI). At least 15% of total dwelling units within the PUD will be permanently income-limited to households earning less than 120% of AMI.” However, (iii)(1) and (iii)(2) outline the specific way in which the increase in affordable housing must be met. Both of these options reference the Tier 1 and Tier 2 incentives in 20.04.110(c)(5), which are permanent affordability requirements. PUDs must either go 10% beyond the number required by incentives (option 1) or restrict to at least 10% lower AMI level (option 2)—in both cases, obviously this would mean permanently affordable like the incentive. However, it seems like neither is being done with this PUD. Put differently, I don’t believe selling homes at a certain AMI level (first sale only, not permanently affordable) meets the requirements of the Approval Criteria, which is what the Adopted Finding seems to suggest. Thank you for clarifying. – Flaherty
- **Response:** See response above. The PUD would be providing 65% of the units in this development to affordable housing restrictions.

Environmental:

- No maximum impervious surface coverage. How will we make sure that sufficient greenspace exists to mitigate stormwater runoff? – Piedmont-Smith
  - **Response:** The property is required to meet all stormwater detention requirements. The majority of the storm water detention requirements will be met with underground detention on Block 8 (The Convalescent Building) with some water quality measures installed within the central greenspace area that runs east/west through the site.
- Will the existing tree line south of the convalescent center along Wylie St. be preserved? – Piedmont-Smith
  - **Response:** While there is no immediate plan to remove that landscaping, there is a statement included in the District Ordinance that landscaping would be provided along the south side of that building to the extent practical. The setbacks and layout anticipate preservation of those trees. We would be supportive of additional protective measures if desired by

council, as it is our design preference that the majority of that tree line remain.

- This detail will be addressed in the final plan approval for that parcel which was required to be heard by the Plan Commission.

#### Traffic/Parking:

- I think my other main concerns are not things that would belong in conditions (pull in parking behind former convalescent home, lane safety are my big ones). Though as soon as I thought about the lane thing, I may also consider a condition that requests evaluation of the lane design during and after the build out to consider if traffic calming measures are deemed advisable for user safety.  
– Stosberg
  - **Response:** Can we get clarification on the specific safety concerns? Bloomington already has alleys behind homes in multiple locations. The only difference between an alley and a lane is that the lane can't be blocked.
  - **Planning suggestion-** Rather than make this a condition of approval, just leave this as a formal request to Staff. Traffic calming is something that wouldn't be evaluated until several years down the line. Once platted and built, there aren't many options for traffic calming (e.g. speed cushions). These are elements that typically shouldn't be incorporated into the new construction of a road, but rather something that is assessed several years after development of an area. Traffic patterns in the area would also be impacted by the extension of Fairview and possibly Jackson Street to the north, so would best be addressed much later and would not be undertaken by the petitioner themselves.
- On Parcel B, parking lot landscaping shall not apply - reason given is obstruction of sightlines and security concerns. What about aesthetic concerns of existing residents? Are you already assuming the police station will be there? – Piedmont-Smith
  - **Response:** Final site plan approval for Parcel B is required to be heard by the Plan Commission, which will give an opportunity for public input. Landscaping is expected along the south side of the building and would be implemented where practical around the site. The allowance for a reduction in landscaping is only applicable if the site is developed with the use "police, fire, or rescue station". Any other use would have to install landscaping as required and practical given the area available for landscaping.

- Parking areas of 4 or more spaces located on lanes shall not require landscaping or screening. How big are the parking areas allowed to be? – Piedmont-Smith
  - **Response:** There is no limit on how large parking areas are allowed to be. However, there is very limited area on the properties, so that will be a self limiting factor. Parking is also as laid out on the site plan, as this is a fully master planned site.
  
- Some of the parking spaces shown on the plans straddle lot lines. Will this be corrected in the final plan? If not, how will it be determined who is allowed to park there? – Piedmont-Smith
  - **Response:** Easements will be used for the parking on the adjacent lots. This has been consistently shown with this arrangement and it is not expected to change. While this is not an ideal situation, this is the plan put forward by the petitioner. It has been shown this way to provide building separation from the property line for Building and Fire Code implications.
  
- The Development Standards in the Petitioner’s Statement specifies that “Parking maximum is not subject to the TRO standards.” What is the rationale for this? – Flaherty
  - **Response:** The intent of exempting parking maximums from the TRO standards for Block 8 is to recognize that the TRO goal of shared parking between uses is limited for a police use, where many of the parking spaces will be inside a fenced/secure perimeter. The current parking lot extents are proposed to remain, and the parking maximum that applies city wide still limits overall parking on Block 8. (The TRO cuts the city-wide standard in half to promote shared parking as a reflection of shared use of the existing parking garage in the north blocks of Hopewell, a use that is not applicable to Block 8).
  
- Do the parking maximums from Table 04-10 in the UDO apply in the PUD? – Flaherty
  - **Response:** Yes, the parking maximums per Table 04-10 apply for the PUD. However, those are slightly modified if Block #8 is developed with the use “Police, Fire, and Rescue Station”, then the TRO standards do not apply for Block 8. If Block #8 is developed with any use other than “Police, Fire, or Rescue Station”, then the TRO standards apply. The important distinction is that the TRO standards further limit the parking maximum by 50% of Table 04-10.

### Streets/Sidewalks:

- New street typology: Will the lanes have names? Will homes that front on the lanes have a postal address on the lane, or will it be on the closest regular street? Avoid confusion. – Piedmont-Smith
  - **Response:** Yes, the lanes will have street names and houses will be addressed from them. It is possible that some residences will be addressed from 1st Street or Wylie Street, but that is not an element that should be addressed in the PUD and will be resolved with the Address Committee.
  
- Has Flintlock Labs recommended—and *seen built* in other communities—homes that front on a central sidewalk and green space like this; and can they share pictures of those developments? – Flaherty
  - **Response:** Flintlock (and other consultants on the team) have personally developed units in this format, seen many examples built across the country in person, and worked with Ross Chapin who popularized this pattern with his book [Pocket Neighborhoods](#). This was a popular pattern to build housing in the 1920s and 1930s, and we've seen many of these neighborhoods still intact and beloved almost a century later. [Many new neighborhoods](#) have also been built in this pattern over the last 30 years. Photos attached. (Pocket neighborhood or green street or woonerf are all terms that will bring up a wide variety of newer national projects that use this format. 1920s/1930s terms for this pattern were Radburn design, bungalow court, cottage court, or garden city models). [Here's a ten year old regional example](#).
    - [Pictures of homes that front on a central sidewalk/green space](#)
  
- What are the required minimum widths for the sidewalks or multiuse paths that do not run along streets—i.e., within the central green space / bisecting Block 9, and the southern edge of Block 10? – Flaherty
  - **Response:** All internal sidewalks and through the central green space will be 5 feet wide. These are designated in the PUD and have been widely discussed. We've tested a variety of sidewalk widths in contexts such as this, and are using a wider dimension than many of our other projects based on engineering feedback.

### Transportation Plan:

- On page 79 of the March 4 packet, the Interdepartmental Memo from Eric Greulich states the Transportation Plan requirements for Neighborhood Residential Streets (including 1st, Fairview, Wylie, and Jackson Streets) include

a 5 foot tree plot. Isn't that incorrect? I believe the Transportation Plan calls for a 6 foot tree plot (page 25 of the TP). – Flaherty

- **Response:** Per Table 5 (page #36) of the Transportation Plan, the following are the minimum dimensions of internal sidewalks and tree plots. The width of actual tree plots (identified as “Greenscape/Furnishing Zone”) can vary based on specific situations (e.g. presence of on-street parking on one or both sides), but the minimum width is always 5’ or 8’ as shown below.

*Table 5. Pedestrian Zone Design Parameters*

Typology	Frontage Zone <sup>1</sup> Door swings, awnings, café seating, retail signage displays, building projections, landscape areas	Pedestrian Zone Clear space for pedestrian travel, should be clear of any and all fixed obstacles	Greenscape / Furnishing Zone Street lights, utility poles, street trees, landscaping, bike racks, parking meters, transit stops, street furniture, signage	Total Width (Lower value excludes Frontage Zone) <sup>2</sup>
Shared Street	8'	10'	5'	15'-23'
Neighborhood Residential Street	N/A	6'	5'	11'
Main Street	8'	7'	5'	12'-19'
General Urban Street	8'	10'	8'	18'-26'
Neighborhood Connector Street	8'	7'	8'	15'-23'
Suburban Connector Street	N/A	12' (Multiuse path)	8'	20'

<sup>1</sup> Frontage zone may be accommodated within building setback requirement

<sup>2</sup> The Total Width is the Total Pedestrian Zone width for one side of the street.

- What specific aspects of the site plan and/or Development Standards deviate from the Transportation Plan (TP) in a way that Planning & Transportation staff consider to be an improvement over the TP? – Flaherty
  - **Response:** We worked closely with staff to balance Transportation Plan guidance with the realities of creating a compact, attainable neighborhood. We have also flagged a number of times a critical line in the Transportation Plan that is not being utilized and would provide significantly more flexibility in infill locations:
    - *“Many existing Neighborhood Residential Streets are quite narrow in width. In order to preserve neighborhood fabric, existing streets shall not be required to conform to these cross-section standards. Priority for Neighborhood Residential Streets is on maintaining calm streets that create a safe and comfortable environment for walking, even if there are no sidewalks.” Transportation Plan, Page 25*
    - The Transportation Plan anticipated a need for narrower, more shared street formats, and more flexibility. However, there aren't established alternatives or an administrative pathway for approvals of custom street sections outside a PUD. Pedestrians are safer

walking through a park than alongside a wide street, no matter how wide the sidewalk and tree plot are. The PUD is required to allow for a more pedestrian-focused design with smaller blocks and internal pedestrian neighborhood, as well as reduced crossing distances and lower design speeds.

- What specific aspects of the site plan and/or Development Standards deviate from the Transportation Plan in a way that Planning & Transportation staff consider to be sub-par or worse than the TP based on our transportation-related city goals? – Flaherty

- **Response:** There are several aspects of the internal roads that deviate from the Transportation Plan, however it is hard to characterize them as “sub-par” because these modifications have been designed to be appropriate for this location given the expected low street traffic for this specific area. The big things that are changing are:

- Reduction of right-of-way for Jackson and Fairview from 60’ to 48’.
- Internal sidewalks along Jackson and Fairview are 5’ and there is no provision for on-street parking for any interior roads, which allows a narrower right-of-way dedication and increases development potential.
- The new street typology of “Lane” will have no sidewalks, tree plot, or on-street parking. This street typology is intended to have very low traffic usage since they only access the few immediate residences and are not thoroughfares. With this low anticipated vehicular traffic, it is expected that these will function as “Shared Streets”, which are discussed in the Transportation Plan as appropriate in situations and common to some neighborhoods currently.

All of these changes are intended to balance many factors on this unique property to maximize development potential while also meeting goals of the Transportation Plan.

- Why is a Rogers St. cross section included? Does it supersede the Transportation Plan? How will this work in practice, since the stretch of Rogers St. (at most partially contained within the PUD?) is only one block long? – Flaherty

- **Response:** This is intended as a context-specific refinement rather than a wholesale replacement of the Transportation Plan. It addresses a short segment along the property where the Transportation Plan section would require demolition of the existing building to be implemented. The custom

section would apply only within the limits of the PUD and would not override the TP more broadly. In general, the proposed cross section shows a minimum 5' sidewalk rather than a 10' sidewalk that may not be possible given the location of the existing Convalescent building and possible future use of that building. A 10' sidewalk would have to be placed within only a few feet of the east face of that building.

- The Petitioner's Statement, in the Wylie Street cross-section, references a Transportation Plan statement that "In order to preserve neighborhood fabric, existing streets shall not be required to conform to these cross-section standards." (This is also referenced in the Interdepartmental Memo.) Because it is only referenced here (and not with respect to other cross sections that are different from the Transportation Plan), it seems like it's being used to justify a monolithic sidewalk. I have some questions related to this. – Flaherty
  - Does Planning & Transportation staff believe that monolithic sidewalks are consistent with our transportation-related city goals? – Flaherty
    - **Response:** Generally, monolithic sidewalks are not consistent with our transportation-related city goals that would require a tree plot separating the pedestrian facility from vehicular traffic. However, in the context of this PUD, the only monolithic sidewalk proposed is along the north side of Wylie Street and is separated from the vehicular traffic lane by a dedicated row of on-street parking, which provides the level of safety appropriate for pedestrian traffic in this specific section. It is also possible that if the existing row of trees along the north side of Wylie are not able to be preserved, then a compliant sidewalk and tree plot can be installed and there will not be a monolithic sidewalk.
  - When considering the UDO's Subdivision Standards (specifically, Table 05-1: Infill Subdivision Development Standards), are transportation facilities required to meet Transportation Plan guidance? – Flaherty
    - **Response:** Yes, all new roads must be built to the standards of the Transportation Plan.
  - When other petitioners have proposed subdivisions, have they been required to meet Transportation Plan guidance? Or have they been allowed to deviate from the TP guidance based on nearby streets? Do you have examples? – Flaherty
    - **Response:** Yes, all new roads must be built to Transportation Plan standards. However, in the Summit PUD there were some modifications to the internal road cross sections that deviated from

the Transportation Plan. So a PUD can approve specific cross sections which deviate from the Transportation Plan.

- More broadly, the rationale for sub-standard sidewalk and tree plot widths and monolithic sidewalks seems to be to maximize developable land to increase the number of homes—is that correct? – Flaherty
  - **Response:** The need to propose a cross section that deviates from the Transportation Plan can only be done within a PUD which gives an opportunity to review that deviation situationally. One of the goals with this PUD is to maximize developable area and there is not a mechanism within the Transportation Plan to modify cross sections for new streets outside of a PUD.
- Wouldn't it be possible, instead, to narrow the width of the Lanes (alleys)? By way of example, in the South Dunn Street PUD, even the width of the two-way *street* (at the bump-outs, not where parking is) is only about 15 feet. The width of the alleys—also allowing two-way traffic—is only about 9 feet. – Flaherty
  - **Response:** It is important to point out that in the Dunn Street PUD where the roads were more narrow, the Fire Department required all homes within the PUD to have a sprinkler system, which greatly increased the cost of the residences. In order to meet Fire Code requirements, the Fire Department needs 20' of clear space for establishment of fire fighting vehicles. Otherwise the buildings would likely need to all have internal sprinklers.

#### Sanitation:

- During the Feb. 9th PC meeting, the mayor said city sanitation services would be provided for the whole neighborhood, but currently BMC only provides it for buildings with 4 or fewer housing units. Please clarify who will get city sanitation services. – Piedmont-Smith
  - **Response:** The Public Works Department has stated they will provide sanitation services for all residents, even for the buildings with more than 4 units. Public Works is evaluating service options and determining the most appropriate configuration, whether through individual service, shared collection points, or a combo of approaches. Details will be finalized as the project moves through the platting and development stages.
- Is there room next to the proposed multifamily buildings (more than 4 units) for dumpsters, and will private trash/recycling pick up vehicles have sufficient room to operate? – Piedmont-Smith

- **Response:** There is limited room adjacent to that building for dumpsters, but could be accommodated in an arrangement close to the building. City Sanitation service will be utilized. Due to the master plan nature of this development it is desirable to have city sanitation for all, and will further encourage recycling while dumpsters do not.
- Sanitation service pick-up spots are not right in front of each building, but rather clustered at corners. Please describe how this will work, especially for residents with physical disabilities or those who are elderly. Also, concerned about carts blocking sidewalks and/or streets and looking shabby. – Piedmont-Smith
  - **Response:** The sanitation plan uses shared pickup locations at block corners rather than having trucks travel through every internal lane. This approach is driven largely by the turning radius required for sanitation trucks, which is significantly larger than even fire apparatus. Designing the internal streets to accommodate those turning movements would require substantially larger paved areas and wider intersections, which would come at the expense of walkability, trees, and usable open space. By locating pickup points at block corners, sanitation vehicles can remain on the larger perimeter streets while still serving the neighborhood efficiently.
    - For residents, carts will be stored at their homes and brought to the designated pickup point on collection days. The homeowners association could also choose to offer a trash porter service that brings carts to the collection point and returns them afterward. This is a common service in many townhouse and multifamily communities and would be particularly helpful for residents who are elderly or have mobility limitations.
    - The pickup areas themselves will be designated so carts do not block sidewalks or travel lanes and are only present during collection windows.

Owner-Occupancy:

- Another question is what is the reason for not having the owner-occupancy requirement for ADU's? – Ruff
  - **Response:** We see owner occupancy requirements as a poison pill in ADU codes nationally. It significantly reduces necessary owner flexibility (health events, job changes, family changes can require short or medium term housing changes and a need for income from both units to avoid foreclosure). This reduced flexibility reduces available buyers significantly. Removing owner occupancy requirements is a national best practice to

promote ADU construction. However, the covenants for the neighborhood will ensure that all units are driven toward owner-occupancy.

- Also, is there any way someone could buy units and use them as non-occupant-residing Airbnb? What is the mechanism to prevent that? – Ruff
  - **Response:** We have seen cities take a few successful approaches to this. Generally we support owners who use the home as their primary residence being able to airbnb a unit short term (which sometimes again is needed for flexibility, say they lose a job and need to move in with family until they find new employment, or are assigned to another office out of town for a multi month contract). Limits are obviously required, though, to prevent housing from becoming hotels.
    - Possible approaches, though, we must remain mindful of Indiana Code 36-1-24 et seq.:
      - 1) Amend use units to create a short term rental use unit OR define short term rentals as hospitality use and then only allow them in certain limited downtown districts where you would allow hotels.
      - 2) Provide a higher local short term rental hospitality tax, generally these funds then go directly to workforce housing efforts
      - 3) Provide a licensing program for Airbnbs, and license minimal rentals by owners of their own units as a different license type than a full time Airbnb (Fayetteville AR has an excellent code / program for this).
  - [Response #1](#)

#### Miscellaneous:

- Use table (condition similar to what I stated at the meeting about aligning the use table with the intent of the project). – Stosberg
  - **Response:** We are open to making the requested adjustments to the use table.
- Phasing. Council needs to assess the PUD for a "rational phasing plan" and I don't see one. I did call Eric about this to understand what I needed to look at when considering whether a phasing plan is "rational" and he said that recent discussions have essentially altered the multiple phases to just having two. Basically, I think we need to have a short verbal description of what the actual phases would entail (Ex. Phase 1: infrastructure improvements for all blocks, Phase 2: build out of individual lots as they can be sold, Phase 3 Former

convalescent home repurpose-like one or two sentences to describe each, with a timeline if possible-maybe a timeline on infrastructure?). So I am figuring out what kind of condition needs to be added to require refinement of the phasing plan. – Stosberg

- **Response:** The phasing for this development is different from the larger PUD recently approved by council. Roads and infrastructure which have historically been the main concern in such developments will be completed in a single “phase”. This optimizes efficiency and cost. Homes will be constructed in clusters depending on when building lots are completed and home builders are identified and scheduled. This kind of clustering is not typically referred to as “phasing” as the bonds associated with build out are tied solely to infrastructure.
- **Accessibility.** Some of the units labeled as accessible (full ADA, FHA, or universal design) don’t have dedicated off-street parking. How are residents with physical disabilities expected to get to and from their houses? – Piedmont-Smith
  - **Response:** Although there are not dedicated on-site parking spaces on the same lot, an ADA compliant accessible route from adjacent on-street parking spaces will be required with the final plan approval.

#### Affordability:

- Something related to permanent affordability commitments and/or reports to council about how that piece is going (since there is a plan to use alternatives to deed restrictions). (Related to this, do you have time to meet with me early next week so I can understand more about the RDC and the statutory relationship with the city and council? Maybe sometime Tuesday morning?) I'm not sure if this is best placed as a condition of approval. You can consider this one as the one that I need to still consult about the most. – Stosberg
  - **Response:** We are happy to report to the council on a quarterly basis as the homes are sold.
- In selling or leasing lots, will the City require long-term deed restrictions of any kind? If so, what are these? – Flaherty
  - Will there be a deed restriction prohibiting short-term vacation rentals as a primary use? – Flaherty
    - **Response:** The City must be cognizant of limitations in state law (IC 36-1-24-8 and 36-1-24-9), which restrict actions that local units of government may take in regards to short-term rentals. The City will ensure that any regulations put in place are consistent with

state law. We are currently examining methods to limit full-time vacation rentals via covenants & restrictions.

- Will there be a deed restriction requiring building owners to accept housing choice vouchers if renting the property? – [Flaherty](#)
  - **Response:** We are concerned that this may not be permissible under state law (IC 36-1-20-3.5), which prohibits political subdivisions from requiring landlords to participate in a government program as a condition for leasing a rental unit. As such, it is not included in the PUD.
  
- I'm wondering about this part: "At least 50 percent of total dwelling units within the PUD will be affordable to home buyers under 100% AMI, which demonstrates our strong commitment to providing affordability". What is the reasoning for not going higher than 50% and of those 50%, what are the length of period of affordability and the mechanism for maintaining the affordability? It seems like if the concern is that young professionals that we most want to have stay in Bloomington, as well as lower paid but essentials to our community like teachers, etc. then it would seem like the City would want to maximize the housing we can attempt to create for that demographic in a situation like this where the City has pretty much complete control over the project like this which is going to be a rare opportunity. – [Ruff](#).
  - [Response #1](#)
  
- A constituent shared some concerns and questions with me regarding the Hopewell proposal as it is now. I considered the person's questions and found them certainly worth further research. I would appreciate it a lot if you would please respond to the following question: "According to [Federal Reserve Economic Data](#) (FRED) in St. Louis, 30-year fixed mortgage rates have been above 6% since September 2022. Flintlock appears to have used an interest rate of only 5.0% in their calculations of affordability, which would seem to impact the validity of the claim, on page 60 of the [March 4 CC Legislative Packet](#), that 70 of the 98 proposed units are "affordable" for those earning at least the annual median income (AMI) for Monroe County. It also appears that Flintlock did not use the same AMI for every unit type. Flintlock calculated an "AMI Level" for each unit type by dividing what I will call the Minimum Affordable Income (which is the total housing cost divided by 30%) by the AMI for Monroe County. Dividing the Minimum Affordable Income by their AMI levels indicates they apparently used different median incomes for different unit types. Why would they do that? Even if we compare "apples to apples" – such as Avocet and Gull, both of which have two bedrooms with two bathrooms – they used an AMI of \$81,512 for

Avocet, while using an AMI of \$95,608 for Gull. 😊 Comparing a spreadsheet that the constituent gave me (calling it [my spreadsheet using 5.0%](#) ) with the Flintlock spreadsheet on page 60 of the CC Packet. See what happens [when the interest rate is 6.1%](#))”. – Ruff

- [Response #2](#)

### **Response #1:**

It’s important to begin with a basic reality: new construction is the least efficient way to produce deeply affordable housing without significant subsidies. Building new homes today requires paying full market costs for land, infrastructure, labor, materials, and financing. Without public subsidy, those costs inevitably shape the final price of the home.

At Hopewell, our strategy is different. Rather than delivering a small number of permanently restricted units, we are focusing on delivering far more homes at prices that are naturally attainable through efficient land use and smaller housing types. Expanding supply at lower price points is how we can create meaningful affordability without requiring large public subsidies.

If deeper affordability were required, it would necessarily mean introducing subsidies to bridge the gap between what homes cost to build and what households can afford to pay. The affordability provided in this proposal assumes we are not relying on significant public subsidy, but instead on a development model designed to reduce costs.

All housing development ultimately operates as a math equation:

Total cost to develop ÷ number of homes produced = price per home.

Land acquisition, infrastructure, labor, materials, financing, and regulatory requirements all contribute to the total development cost. When those costs are spread across a small number of homes—such as large-lot single-family development—the resulting home prices are higher.

When land and infrastructure costs are distributed across more homes on smaller lots, the price per home falls. This is one of the most reliable ways to produce attainable housing without requiring large public subsidies.

This is the core concept behind the Hopewell South PUD.

Bloomington’s Unified Development Ordinance (UDO) requires that 15% of a PUD’s total housing units be permanently affordable to households earning 120% of Area Median Income (AMI) or below.

Based on the anticipated unit count for Hopewell South, this requirement would produce approximately 15 permanently affordable homes.

120% AMI Table:

120% AMI Income	# in Household	Max Purchase Price
\$91,050	1	\$271,000
\$104,050	2	\$312,000
\$117,050	3	\$352,000

These requirements ensure a limited number of units remain restricted to moderate-income households.

However, focusing exclusively on the number of deed-restricted units can obscure a larger and more important outcome: the overall affordability of the homes being produced.

Through smaller homes and smaller lots, the Hopewell South PUD naturally produces a large number of homes priced at levels affordable to moderate-income households.

Based on the anticipated pricing structure, more than half of the homes in the development are expected to be affordable to households earning 100% of Area Median Income (AMI) or less.

This means that more than half of the homes in the development are accessible to households earning significantly less than the 120% AMI threshold required by the UDO.

When the expected home prices are analyzed more closely, the affordability distribution becomes even clearer.

Projected affordability levels across the development include:

Units	Affordability Level	Approximate Qualifying Income
8	35% AMI	~\$21,882
5	66% AMI	~\$41,679
4	72% AMI	~\$45,847
24	76% AMI	~\$48,293
3	77% AMI	~\$48,626
12	79% AMI	~\$57,179
12	87% AMI	~\$63,213
2	88% AMI	~\$71,570

This distribution demonstrates that the project produces a wide range of attainable price points, many of which fall well below the 100% AMI threshold.

In other words, the development does not rely solely on a small number of regulated affordable units. Instead, it produces a substantial number of homes that are naturally attainable because of their size and cost structure.

Fifteen restricted units meet the ordinance. Fifty naturally attainable homes solve the problem.

The most scalable way to close the gap between incomes and housing costs is through smaller homes on smaller lots.

This approach reduces:

- Land cost per home
- Infrastructure cost per home
- Total construction cost per unit

Smaller homes are naturally more attainable because of how homes are valued in the real estate market.

Because home values are largely determined by comparable sales and square footage, smaller homes naturally appraise at lower prices.

Residential appraisals rely primarily on the sales comparison approach, which compares a property to recently sold homes with similar characteristics.

Adjustments are made for differences such as:

- Square footage
- Lot size
- Condition
- Amenities
- Location

Appraisers cannot simply add large premiums to justify a price significantly above comparable sales.

As a result:

Smaller homes on smaller lots naturally appraise at lower prices.

If a property attempts to sell above what comparable sales support, lenders will only finance the appraised value, requiring the buyer to cover the difference in cash or cancel the purchase.

Allowing smaller homes that match modern household sizes is, therefore, one of the most reliable ways to produce attainable housing without subsidy or artificial price restrictions.

"There are many mechanisms to protect long-term affordability that the Redevelopment Commission may consider, such as but not limited to, a silent second mortgage, equity share agreement, right of first offer/refusal, and partnerships with non-profit organizations that can more easily execute deed restrictions."

Hopewell South proposes affordability tools that preserve public value without permanently restricting wealth-building opportunities.

These tools include:

#### Silent Second Mortgage

Affordability benefit may be secured by a 0% interest, no-payment lien.

- Forgiven if sold to another qualified buyer
- Repaid to the City if sold above the affordability threshold
- Recaptured funds can be reinvested in future housing
- Potentially capping the amount of appreciation a home could receive on resale to a market average (In an average market would be 3-5% per year).

#### Shared Equity Agreement

A resale formula protects the public investment while still allowing homeowners to build equity. (This could limit the amount of appreciation to a market average of 3-5% per year)

#### Optional Renewal

Future buyers may choose to participate in a new affordability agreement, allowing affordability to continue without requiring permanent restrictions.

#### Right of First Offer / Right of First Refusal

Allows the City or a housing partner to purchase the home, potentially with a revolving loan fund, if necessary to preserve affordability.

This system ensures public value is protected while allowing homeowners to eventually participate fully in the housing market.

## Covenants

Other conditions and restrictions may be incorporated via recorded Covenants & Restrictions. Such restrictions under consideration and inclusion include:

- Restricting short-term rentals
- Restricting rentals, but with a hardship provision that allows a homeowner who has an extenuating circumstance, such as a lost job, to rent the unit out temporarily.

Affordability in owner-occupied housing must be achieved without undermining the very function of homeownership: building equity and long-term economic mobility. Permanent deed restrictions, while appropriate for rental housing, fundamentally conflict with this purpose.

Bloomington faces a widening gap between local wages and housing costs. Addressing this challenge requires policies that do more than simply lower the initial purchase price of a home. Effective housing policy must also provide pathways for households to build wealth and achieve long-term economic mobility.

Home ownership has historically been the most powerful tool for building generational wealth in the United States. Policies that permanently limit appreciation through deed restrictions risk undermining that pathway by preventing homeowners from realizing the full value of the asset they maintain and invest in for decades.

The Hopewell South PUD approaches affordability differently. By allowing smaller homes and smaller lots—paired with flexible affordability tools such as shared equity and silent second mortgages—the project creates naturally attainable housing while still allowing households to build equity and participate in long-term appreciation.

This model addresses affordability without permanently limiting the financial mobility of the families it is intended to help.

Permanent affordability requirements can serve an appropriate purpose in rental housing, where the policy goal is to ensure long-term access to units at specific income levels. In rental developments, the property owner retains the asset, and tenants pay only for the use of housing. Because renters do not build equity, permanent affordability restrictions do not interfere with a household's ability to accumulate wealth.

In rentals, the asset stays with the owner; tenants do not build equity.

Permanent affordability in rentals preserves access without limiting wealth-building.

In ownership, the household *is* the asset holder.

Permanent restrictions suppress the very mechanism—equity growth—that makes ownership transformative.

Applying the same structure to homeownership housing raises a fundamentally different policy concern. Homeownership is not only about housing stability—it is one of the primary pathways through which American households build wealth. Permanent deed restrictions are often intended to preserve affordability for future buyers, but they do so by limiting the current homeowner’s ability to benefit from appreciation.

When appreciation is permanently capped, the homeowner assumes all of the responsibilities of ownership—mortgage payments, property taxes, insurance, maintenance, and repairs—without access to the full financial upside of the asset they maintain and invest in.

Over time, this creates a structural divide in the housing market:

Unrestricted homeowners:

- Benefit from appreciation
- Build equity
- Move up the housing ladder

Restricted homeowners:

- Carry the responsibilities of ownership
- Experience limited or capped equity growth
- Have fewer opportunities for upward mobility

For most American households, home equity is the single largest source of wealth they will ever hold. Research from the Federal Reserve consistently shows that homeowners possess dramatically higher net worth than renters, largely because housing payments gradually build equity over time.

Renting provides housing, but it does not create wealth. Each rent payment covers the cost of occupying a home for a specific period, but once that payment is made, the financial benefit disappears. The renter leaves with no asset, no equity, and no financial return from those payments.

A mortgage payment functions very differently. It simultaneously provides housing while building ownership in an asset that may appreciate over time.

Homeownership builds wealth through three primary mechanisms:

1. Forced Savings

Each mortgage payment reduces the loan balance, converting housing payments into ownership.

2. Property Appreciation

Homes typically increase in value over time as land values and local economies grow.

3. Equity as Financial Capital

Home equity can later support education, entrepreneurship, retirement, or the purchase of a future home.

Over the decades, this difference compounds significantly. Homeowners accumulate assets while renters remain exposed to rising housing costs without the benefit of asset growth.

For households seeking to move out of poverty, access to appreciating assets—particularly homeownership—is critical.

Equity cushions against job loss.

Equity funds education and small business formation.

Equity allows families to move up the housing ladder, freeing starter homes for the next generation.

Equity increases local spending power.

The distribution of wealth in the United States did not occur by accident. It has been shaped by housing and land policies that expanded wealth-building opportunities for some households while excluding others.

Programs such as the Homestead Act of 1862 and later mortgage programs supported by the Federal Housing Administration allowed millions of families to acquire land and homes that appreciated over time.

These programs helped build the American middle class. However, discriminatory practices such as redlining denied many households—particularly Black families—access to mortgages and neighborhoods where property values could grow.

As a result, generations of families were excluded from the primary wealth-building tool available to American households: owning appreciating property.

The consequences compound over time. When one generation cannot accumulate equity, the next generation begins with little financial foundation.

Housing policy, therefore, plays a central role in determining whether families build wealth or remain economically constrained.

Bloomington has a documented history of racially restrictive housing covenants that limited who could buy property. From the 1920s until 1948, many property deeds included provisions that prohibited the sale or occupancy of homes by non-white residents, particularly targeting Black and Asian individuals. Although these discriminatory clauses were later ruled unenforceable, they remain embedded in historical deed records and contributed to patterns of residential segregation that have had lasting effects on the community.

Even Federal housing policy avoids permanent restrictions and recognizes the importance of balancing affordability with wealth-building opportunity.

Under the HOME Investment Partnerships Program, for instance, affordability restrictions typically last 5 to 20 years, depending on the level of subsidy, and are forgiven over time. If a homeowner sells during the affordability period resale or recapture provisions return the subsidy back to the pool for reinvestment.

During that period:

- Resale or recapture provisions protect public investment
- Affordability is preserved for a defined time

Once the affordability period ends, the homeowner may sell the home on the open market and fully benefit from the equity they have built.

This structure reflects an important policy principle:

Public investment should help families access homeownership, but it should not permanently limit their ability to build wealth and leave poverty.

Permanent deed restrictions depart from this principle by capping appreciation indefinitely.

## **Response #2:**

Hi, Andy.

Thank you for sharing this concern. I appreciate the opportunity to clarify these questions.

Mortgage rates are not set directly by the Federal Reserve and do not move one-for-one with the Fed's policy rate. The Fed controls the federal funds rate, which is a very short-term overnight lending rate between banks. Mortgage rates, by contrast, are long-term loans priced in the bond market, and they primarily follow the 10-year U.S. Treasury rate, which reflects investor expectations about inflation, economic growth, and future interest rates.

Because of this, mortgage rates fluctuate over time and can move independently of current Fed policy. The interest rate used in the model is simply an assumption used to estimate purchasing power; the actual rate at the time homes are purchased will depend on market conditions at that time.

Different banks will offer different rates on the same day, in the same market. Mortgage interest rates vary widely week to week and even day to day. I always tell buyers to shop multiple lenders.

The Area Median Income (AMI) itself does not change by unit type. AMI is [published annually](#) by the U.S. Department of Housing and Urban Development and varies only by household size, not by housing type. AMI's look at household size and income to determine what percentage of the area median income that household falls. In affordability modeling, different unit types are often paired with different assumed household sizes. For example, a studio or one-bedroom unit is typically modeled for a 1-person household, while a two- or three-bedroom unit may be modeled for 2-, 3-, or 4-person households. Because AMI increases as household size increases, the denominator used in the calculation changes.

As a result, when the "minimum affordable income" is divided by AMI to determine an affordability level, it can appear that different AMIs were used. In reality, the analysis is simply applying the HUD-published AMI for the appropriate household size & income, which is standard practice in housing affordability modeling.

In short, the AMI itself is consistent; the difference reflects the household size typically associated with different unit types, not a change in the underlying AMI. Flintlock assumed in its calculations that a 1 person household was for 1 bedroom units; 3 person household for 2 bedrooms; 4 person household for 3 bedrooms. This does not mean different AMIs were used arbitrarily; it simply reflects the standard practice of matching unit size with the typical household size used in HUD affordability calculations.

Finally, housing affordability is commonly measured using the standard that a household should spend no more than 30% of its income on housing costs. Flintlock's analysis

uses this widely accepted benchmark. Flintlock's calculations attempt to keep the housing costs at 30% of the income.

I would also like to take a moment to clarify something said at the meeting last week. A home buyer does not need 20% down for a conventional mortgage. Many mortgage programs offer as little as 3% down, and some USDA products offer 100% financing.

The constituent who contacted you could likely benefit from some housing counselling and homebuyer education, which HAND offers. Our homebuyer course is offered several times per year, and our Housing Counsellor is available by appointment. Please let me know if I can connect them to resources to broaden their understanding.

Each individual homebuyer will have to qualify for the mortgage & their circumstances can vary terms. If a homebuyer, for instance, has a challenging situation like a low credit score it may cause a lender to vary terms, increase rates or charge PMI (mortgage insurance).

For what it's worth we have been seeing rates in the 5's come through.

The best thing a homebuyer can do is get some homebuyer counseling or talk to a lender to get prequalified for a mortgage. Lenders will need buyers to provide their last 2 w-2's, a list of expenses and a chart of accounts including any current debt. The lender will produce a letter that indicates they are qualified for up to X amount for a purchase price assuming x, y & z. Do not let the lender do a hard pull on credit though until they have an accepted offer. Hard pulls can pull down the credit score. The exact rate they charge though will, again, vary based on day, lending institution & individual circumstance like credit score.

Never lock a rate on a Monday or Friday. The rates charged are based on market predictions & most times they are higher. By Wed-Thursday they settle down once they can see what the market is doing. So I always advise buyers to lock rates mid week.

Never buy any other large purchases such as a car while in the process of buying a home. It can impact what a lender will be able to offer.

I'd stick with local mortgage lenders that offer local underwriting. Out of state loan processing is plagued with issues & delays. There are many great banks & several great mortgage brokerages in town.

**Pictures of homes that front on a central sidewalk/green space**







Welcome to 255 East 11<sup>th</sup> Street  
Fayetteville





**City of Bloomington  
City Legal**

**STAFF MEMORANDUM**

To: Bloomington Common Council  
From: Margie Rice, Corporation Counsel  
Date: March 2026  
Re: Reasonable Conditions

There is some understandable confusion about what is considered to be a “reasonable condition” in this process, so I would like to clarify what constitutes a permissible condition under applicable law and guidance.

It is important to note that conditions attached to the approval of a Planned Unit Development District (“PUD”) are not required to be recorded in order to be enforceable against a subsequent property owner, as long as they are available publicly and available for inspection. Property owners have a burden to investigate and understand what conditions are associated with or attached to a PUD.

Indiana Code 36-7-4-1512 allows a local legislative body to impose reasonable conditions when approving a PUD. Per the American Planning Association's guidance on PUDs, reasonable conditions may be imposed, as deemed necessary to ensure that a planned unit development is compatible with adjacent uses of land, will not overburden public services and facilities, and will not be detrimental to the public health, safety, and welfare. Reasonable conditions, however, may not take the form of amendments to what the Plan Commission certified for approval. Amendments to what the Plan Commission certified is not allowed. In a 2007 case involving the City of Crown Point, the Indiana Court of Appeals stated that a local legislative body has *“no power to unilaterally amend a recommended proposal to change a zone map. The legislative body must either adopt the proposal as certified in its entirety or reject it in its entirety.”*

**Reasonable Conditions Ordinance 2026-06:**

<b>R C #</b>	<b>Council Sponsor</b>	<b>Reasonable Condition Topic</b>	<b>Synopsis</b>	<b>Notes</b>
1	CM Stosberg	Use Table	Proposed condition requires an updated Allowed Use Table to reflect the stated Project Goals and a rational phasing plan.	Adopted by Council on 3.25.2026 Regular Session
2	CM Stosberg	Phasing Plan	This condition requires the applicant to provide a phasing plan as part of the final plan approval process.	Adopted by Council on 3.25.2026 Regular Session
3	CM Ruff	ADUs	ADUs in the PUD shall be subject to the existing BMC owner occupancy residency requirements that apply to other residential zones in the City	Withdrawn by RC Sponsor
4	CM Rosenberger	Permanent Affordability	This condition would require at least 50% of Hopewell units or properties to remain permanently affordable, with affordable homes proportionate in size and bedroom mix to market-rate homes and comparable in quality and appearance.	
5	CM Zulich	Permanent Affordability	The units designated as permanently affordable will follow affordability guidelines set forth by the administration, which will include tools such as silent second mortgages and/or Right of First Refusal. The administration will report the full & final affordability structure to the council prior to the first home sale.	Voted on by Council on 3.25.2026 Regular Session (result 3-6) not adopted.

6	CM Flaherty	Sustainability	All buildings must use either electricity or on-site renewable energy sources for all significant energy needs, including for space heating, water heating, and cooking	Adopted by Council on 3.25.2026 Regular Session
7	CM Flaherty	Sustainability	All buildings must meet one of the energy efficiency standards contained in Unified Development Ordinance 20.04.110(d)(2)(B).	Updated Version 7A in packet.
8	CM Flaherty	Land Use	The PUD Street Standards and Street Sections will be updated to reflect a 6 foot minimum sidewalk width	Updated Version 8A has been combined with 9A (below) in an updated condition form in packet
9	CM Flaherty	Land Use	Sidewalks that serve as frontage with no drive lane will be updated to reflect a minimum sidewalk width of 10 feet. This includes the sidewalks bisecting Block 9, running along the southern edge of Block 10, and running north-south approximately in the middle of Block 10	As above.
10	CM Flaherty	Land Use	The PUD Street Standards and Street Sections will be updated to reflect a Tree Plot / Green Infrastructure minimum width of 6 feet. Tree plots must be located between the sidewalk and drive lanes within the street cross section wherever physically possible.	Updated version 10A in packet
11	CM Flaherty	Land Use	The PUD Street Section for Lanes (alleys) will be updated to reflect a maximum width of 12 feet including concrete ribbon.	Updated version 11A in packet

12	CM Flaherty	Land Use	The Rogers Street cross section will be removed from the Planned Unit Development. Right of Way dedication along Rogers Street will be required to match the ROW dedication (from center line) of the adjoining block to the North, which is also part of the Hopewell development.	Updated version 12A in packet.
13	CM Rosenbarger	Short term rentals	This condition would allow short-term rentals only when they are truly owner-occupied, rather than operating as full-time investor rentals. It also requires compliance with applicable lodging taxes and sets a clear occupancy cap. The goal is to reduce the loss of housing units to full-time short-term rental use and preserve the neighborhood's residential character.	

## **Bloomington Common Council Reasonable Conditions Form**

- Ordinance 2026-06 to Amend the City of Bloomington Zoning Maps by Rezoning a 6.3 Acre Property from Residential Urban Lot (R4) and Residential Multifamily Lot (RM) within the Transform Redevelopment Overlay (TRO) to Planned Unit Development (PUD) and to Approve a District Ordinance and Preliminary Plan
- RC 01
- Submitted by Councilmember **Hopi Stosberg**
- **March 16, 2026**

### **Proposed Reasonable Condition:**

1. As permitted under state law, the Allowed Use Table will be amended to reflect the Project Goals listed in the cover letter to create residential lots with attainable home ownership opportunities within a neighborhood of connected street networks consistent with Bloomington's traditional street grid.

### **Synopsis**

This Reasonable Condition 01 is sponsored by Councilmember **Stosberg**. It requires an updated Allowed Use Table to reflect the stated Project Goals and a rational phasing plan.

**03/25/2026 Regular Session Action:** Pending

## **Bloomington Common Council Reasonable Conditions Form**

- Ordinance 2026-06 to Amend the City of Bloomington Zoning Maps by Rezoning a 6.3 Acre Property from Residential Urban Lot (R4) and Residential Multifamily Lot (RM) within the Transform Redevelopment Overlay (TRO) to Planned Unit Development (PUD) and to Approve a District Ordinance and Preliminary Plan
- RC 02
- Submitted by Councilmember **Hopi Stosberg**
- **March 16, 2026**

### **Proposed Reasonable Condition:**

1. A rational phasing plan will be created for submission with the final plan to include a short description of each phase, including expected timelines. Phase 1 must include construction of all interior roads, shared greenspace and pedestrian improvements, and utility infrastructure including stormwater management facilities.

### **Synopsis**

This Reasonable Condition 02 is sponsored by Councilmember **Stosberg**. This condition requires the applicant to provide a phasing plan as part of the final plan approval process.

**03/25/2026 Regular Session Action:** Pending

**\*\*\* Reasonable Condition Form \*\*\***

- Ordinance: 2026-06
- Reasonable Condition #: 4
- Submitted by: CM Kate Rosenbarger and CM Hopi Stosberg
- Date: March 24, 2026

**Proposed Reasonable Condition**

At least fifty percent (50%) of all dwelling units in the Hopewell PUD shall be designated as Permanently Affordable (PA)

1. Unit mix: the mix of PA units (bedrooms, square footage) must be proportionate to the market-rate units in the Hopewell PUD.
2. Functional equivalency: PA units must be functionally equivalent in construction quality and exterior appearance to market-rate units.

Compliance with the PA requirement shall be secured through one of the following recorded legal instruments:

1. Deed restrictions or covenants: a perpetual deed restriction or covenant (99 years, renewing at the transfer of each deeded property) that runs with the land, binding all current and future owners to the affordability limits.
2. Ground leases: A community land trust (CLT) or similar entity shall own the land and secure a long-term ground lease (minimum 99 years), in order to separate land ownership from structure ownership, ensuring the home remains affordable at every subsequent resale.
3. Or other legal mechanism for permanent affordability as subsequently approved by this council as an amendment to this ordinance.

All affordability restrictions imposed in this reasonable condition shall be permanent or for a term of no less than 99 years, and shall be designed in such a manner that does not require additional public subsidy. Restrictions shall not expire upon the sale or transfer of the property or structure.

Eligibility - 35% of total units reserved for households earning at or below 120% AMI.  
15% of total units reserved for households earning at or below 90% AMI.

**Synopsis**

This reasonable condition introduces Permanent Affordability (PA) to the Hopewell PUD, where none currently exists. When Hopewell was purchased, the intent was to create permanently affordable housing - something the City of Bloomington lacks. The goal is

to create a new neighborhood with affordable options, and to keep those options affordable forever, hence Permanent Affordability. Permanent affordability is a stepping stone between renting and owning market-rate homes, and having options for purchase in Hopewell is necessary. This RC hopes to allow affordable unit and property options that are similar to market-rate options: from condos, to townhouses, to small homes, to full-sized homes.

Further, this reasonable condition brings this PUD in line with the current UDO standards for permanent affordability in a PUD, which states: at least 15% of total dwelling units within the PUD will be permanently income-limited to households earning at or below 90% AMI (amended from 120% AMI). Passed as Ordinance 2026-02 on January 14, 2026.

**03/25/2026 Regular Session Action:** Pending

# **Bloomington Common Council Reasonable Conditions Form**

**Ordinance:** 2026-06

**Reasonable Condition Number:** 5

**Submitted By:** Councilmember Zulich

**Date:** 03/19/2026

## **Proposed Reasonable Condition:**

1. The units designated as permanently affordable will follow affordability guidelines set forth by the administration, which will include tools such as silent second mortgages and/or Right of First Refusal. The administration will report the full & final affordability structure to the council prior to the first home sale.

## **Synopsis**

This Reasonable Condition 05 is sponsored by Councilmember Zulich. It is paired with a resolution sponsored by Councilmember Zulich directing the Housing and neighborhood development department to Develop a Framework for Long-Term Housing Affordability.

**DATE Regular Session Action:** Pending

**\*\*\* Reasonable Condition Form \*\*\***

- Ordinance: 2026-06
- Reasonable Condition #: 6
- Submitted by: Councilmember Flaherty
- Date: March 25, 2026

**Proposed Reasonable Condition:**

1. All buildings must use either electricity or on-site renewable energy sources for all significant energy needs, including for space heating, water heating, and cooking.

**Synopsis**

This reasonable condition requires that all buildings in the Planned Unit Development will be all-electric for major energy needs, which is called for in the Bloomington Climate Action Plan (Action EB4-A-2). Bloomington has a goal of net zero greenhouse gas emissions community wide by 2050, and building electrification is one of the core strategies to decarbonize the buildings sector.

**03/25/2026 Regular Session Action:** Pending

**\*\*\* Reasonable Condition Form \*\*\***

- Ordinance: 2026-06
- Reasonable Condition #: 7
- Submitted by: Councilmember Flaherty
- Date: April 1, 2026

**Proposed Reasonable Condition:**

1. All buildings must meet one of the energy efficiency standards contained in Unified Development Ordinance 20.04.110(d)(2)(B), Option 2. In lieu of seeking certification by a verified third-party sustainability program listed in this section, the petitioner may submit a report (or reports) to the Bloomington Common Council and Planning and Transportation Director attesting that all buildings, after construction, have met the standards in Option 2 in the UDO's Sustainable Development incentives.

**Synopsis**

This reasonable condition requires that buildings in the Planned Unit Development meet one of the energy efficiency options under Option 2 of the Eligibility Criteria for Sustainable Development incentives in the UDO. These include achieving Silver Certification by the U.S. Green Building Council (USGBC) Leadership in Energy and Environmental Design (LEED) rating system or similar alternative designations.

While energy efficient construction entails a relatively minor increase in upfront cost, the operational energy savings significantly outweigh this premium with a relatively short payback period and substantial positive net present value for the remaining life of the building. Buildings with LEED (or similar) certifications also frequently lead to a modest sale price premium. These buildings also significantly reduce greenhouse gas emissions over their lifecycle.

Note: This reasonable condition has been updated since its inclusion in the March 25, 2026 council packet. It provides greater flexibility and administrative ease for compliance with energy efficiency standards.

**04/01/2026 Regular Session Action:** Pending

**\*\*\* Reasonable Condition Form \*\*\***

- Ordinance: 2026-06
- Reasonable Condition #: 8 & 9
- Submitted by: Councilmember Flaherty
- Date: April 1, 2026

**Proposed Reasonable Condition:**

1. The PUD Street Standards and Street Sections will be updated to reflect a 6 foot minimum sidewalk width.
2. Sidewalks that serve as frontage with no drive lane will be updated to reflect a minimum sidewalk width of 8 feet. This includes the sidewalks bisecting Block 9, running along the southern edge of Block 10, and running north-south approximately in the middle of Block 10.

**Synopsis**

This reasonable condition updates the sidewalk minimum width from 5 feet to 6 feet where sidewalks run along a street that includes drive lanes. The Transportation Plan does not allow sidewalks narrower than 6 feet anywhere in the city.

The proposed 6 foot minimum width is consistent with the Transportation Plan's requirements for the Neighborhood residential street cross section. This change will increase pedestrian comfort and accessibility, especially for two users of wheeled mobility devices to be able to pass each other on a sidewalk.

Additionally, when sidewalks are meant to serve as frontage, the minimum width is updated to 8 feet in order to support a pedestrian experience and urban form in which these sidewalks will be perceived and experienced as a real "front."

Note: This reasonable condition has been updated since its inclusion in the March 25, 2026 council packet. The sidewalk widths in section 2 were reduced from 10 feet to 8 feet.

**04/01/2026 Regular Session Action:** Pending

**\*\*\* Reasonable Condition Form \*\*\***

- Ordinance: 2026-06
- Reasonable Condition #: 10
- Submitted by: Councilmember Flaherty
- Date: April 1, 2026

**Proposed Reasonable Condition:**

1. The PUD Street Standards and Street Sections, including the Wylie Street cross section, will be updated as necessary to reflect a Tree Plot / Green Infrastructure minimum width of 5 feet for all portions of right of way located within the PUD. Tree plots must be located between the sidewalk and drive lanes within the street cross section wherever physically possible. The north side of Wylie Street between Rogers Street and Jackson Street will not require a tree plot only *if* the current building in Block 8 is preserved.

**Synopsis**

This reasonable condition requires all streets included in the Street Standards and Street Sections to include a 5 foot tree plot (the width proposed by the petitioner), including the north side of Wylie Street on Block 9, where no tree plot was planned. However, Block 8 will not require a tree plot if the existing building is preserved, since it renders a tree plot physically difficult or impossible to achieve.

Note: This reasonable condition has been updated since its inclusion in the March 25, 2026 council packet. It was updated to include a 5 foot tree plot instead of a 6 foot tree plot in light of petitioner answers to councilmember questions. More specifically, the Transportation Plan contains an internal conflict, showing a 6 foot tree plot for Neighborhood Streets on page 25, but showing a 5 foot tree plot for Neighborhood Streets on page 36.

**04/01/2026 Regular Session Action:** Pending

**\*\*\* Reasonable Condition Form \*\*\***

- Ordinance: 2026-06
- Reasonable Condition #: 11
- Submitted by: Councilmember Flaherty
- Date: April 1, 2026

**Proposed Reasonable Condition:**

1. The PUD Street Section for Lanes (alleys) will be updated to reflect a maximum width of 15 feet including concrete ribbon. If engineering designs require a wider cross section at Lane intersections to meet the turning radius requirements of fire trucks or sanitation vehicles, the maximum Lane width may be increased, in those locations only, to the minimum width required for this purpose.

**Synopsis**

This reasonable condition would set a maximum width of 15 feet for Lanes (alleys) as opposed to 20 feet, while allowing additional width only where physically required to support the turning radius of a fire truck or sanitation vehicle.

This change will help reduce speeds on Lanes; make Lanes function less like a street and more like an alley (as they are intended); and help ensure the planned central green space and sidewalks truly function as "fronts".

If the proposed reasonable conditions 7 through 10 are adopted, related to improving the pedestrian realm by requiring sidewalk widths and tree plots that are consistent with the Transportation Plan, narrower Lanes will also help ensure that total developable space for housing is a similar or greater area than in the original plan.

Note: This reasonable condition has been updated since its inclusion in the March 25, 2026 council packet. The maximum width was increased from 12 feet to 15 feet, and additional allowances to accommodate vehicle turning radii were added.

**04/01/2026 Regular Session Action:** Pending

**\*\*\* Reasonable Condition Form \*\*\***

- Ordinance: 2026-06
- Reasonable Condition #: 12
- Submitted by: Councilmember Flaherty
- Date: April 1, 2026

**Proposed Reasonable Condition:**

1. The Rogers Street cross section will be removed from the Planned Unit Development. Right of way dedication and design will be required to match the Transportation Plan and UDO Subdivision Design Standards.

**Synopsis**

This reasonable condition removes the Rogers Street cross section from the PUD and instead relies on the Transportation Plan to dictate ROW dedication and street design elements. General Urban Streets have a 10 foot sidewalk width, 5 foot tree plot width, 5 foot bike lane width, and 10 foot drive lane width. The physical dimensions of Block 8 along Rogers Street can support this, including where the existing building is located. A small portion of the building will be close to the sidewalk, which is common in urban settings including at the current Bloomington Policy Department headquarters.

Note: This reasonable condition has been updated since its inclusion in the March 25, 2026 council packet. It simplified the reasonable condition.

**04/01/2026 Regular Session Action:** Pending

**\*\*\* Reasonable Condition Form \*\*\***

- Ordinance: 2026-06
- Reasonable Condition #: 13
- Submitted by: **CM Rosenbarger**
- Date: March 19, 2026

**Proposed Reasonable Condition: Short-term Rental Restrictions**

Any short-term rental within the PUD shall comply with the definition of a short-term rental set forth in the Unified Development Ordinance or Bloomington Municipal Code, meaning a dwelling unit or portion thereof rented for fewer than thirty (30) consecutive days.

All short-term rentals within the PUD shall be owner-occupied. For purposes of this condition, owner-occupied means the property owner maintains the dwelling as their primary residence and resides there for at least one hundred eighty-five (185) days per calendar year, or otherwise meets the applicable definition of owner-occupancy under the UDO or Bloomington Municipal Code.

Operators of any short-term rental within the PUD shall be responsible for collecting and remitting all applicable taxes, including the Innkeeper's Tax and any other required state or local lodging taxes.

Occupancy of any short-term rental shall not exceed two (2) persons per bedroom plus two (2) additional occupants.

**Synopsis**

This condition would allow short-term rentals only when they are truly owner-occupied, rather than operating as full-time investor rentals. It also requires compliance with applicable lodging taxes and sets a clear occupancy cap. The goal is to reduce the loss of housing units to full-time short-term rental use and preserve the neighborhood's residential character.

**03/25/2026 Regular Session Action:** Pending



**City of Bloomington  
Office of the Mayor**

**STAFF MEMORANDUM**

To: Bloomington Common Council  
From: Anna Killion-Hanson  
Date: March 2026  
Re: Structure for Long Term Affordability At Hopewell

Bloomington faces a widening gap between local wages and housing costs. Addressing this challenge requires policies that do more than simply lower the initial purchase price of a home. Effective housing policy must also provide pathways for households to build wealth and achieve long-term economic mobility.

As such, our proposed affordability framework seeks to balance Hopewell's needs by ensuring a path for economic prosperity through homeownership, while ensuring long-term affordability for the 15% of affordable units.

The current proposal the council is considering is simply the land-use of the PUD, but we understand that the long-term affordability of the affordable units is a concern – a concern that we all share. To help illustrate the mechanisms we intend to utilize, detailed below is our structure for long term affordability at Hopewell. Keep in mind that none of these aspects are finalized – this is the current plan, but subject to minor changes or recalculations as we attain new information.

**1. Land & Financing Structure**

- A purchase agreement will be executed for the acquisition of lots from the Redevelopment Commission (RDC), establishing agreed-upon terms and conditions for the transfer of land.
- The land value could be contributed to the builder as construction equity in the form of a silent, second-position mortgage. This structure reduces upfront development costs and supports lower home sale prices.
- This silent second mortgage would be either:

- Repaid upon home sale, or
- Potentially converted into a homeowner assistance mechanism, as described below.

## **2. Homeowner Assistance Mechanism**

- The silent second mortgage may be rolled into a down payment assistance (DPA) program for qualified buyers.
  - DPAs would be limited to income-eligible households, and may be used to help finance the upfront costs for homebuyers.
- The silent second mortgage may also be forgiven incrementally.
  - This incremental forgiveness would follow a preset annual percentage, but requires further examination to determine what percentage forgiveness would be optimal.
- A recapture provision may be applied during the affordability period to ensure protection of the public investment.
  - Under this provision, repayment may be required if program conditions are not met, including but not limited to early resale or non-compliance with occupancy requirements.

## **3. Long-Term Affordability Controls**

- To preserve affordability in future resales, a Right of First Refusal (ROFR) shall be established, granting the City the option to repurchase the property under specified conditions.
- Repurchase terms will be based on a formula resembling:
  - Repurchase Price = Original purchase price + capped appreciation
  - Capped appreciation defined as X% annually (benchmark: ~3–5% historical average)

## **4. Resale & Stewardship Structure**

- The City holds the primary ROFR, but this right may be:
  - Assigned to a Housing Trust Fund
  - Delegated to a qualified third-party organization
  - Extended to a participating employer or program partner
- If the ROFR is exercised, the property shall be resold to an income-qualified buyer, ensuring continued affordability across successive ownership cycles.
- The resale price would be the lesser of:

- The appraised market value, or
- The formula-based price determined by the capped appreciation model

## **5. Eligibility & Program Requirements**

- To purchase an affordable unit, buyers must meet established income eligibility thresholds.
- Additional criteria may be applied, including:
  - Employment-based eligibility (e.g., local workforce participation);
  - First-time homebuyer status; or
  - Other priority populations, as defined by program guidelines.

## **6. Compliance & Use Restrictions**

- Recorded covenants and deed restrictions may be applied to ensure long-term program compliance and integrity.
- Such restrictions may include limitations on rental activity, including potential prohibitions on short-term rentals to the extent allowable by State law.
- Compliance may be monitored through mechanisms such as annual affidavits or Title 16 rental registration requirements.

## **7. Policy Alignment & Funding Leverage**

- This affordability framework is designed to align with Hopewell Residential TIF program requirements and may leverage increased assessed property values to support contributions to:
  - A Housing Trust Fund; and/or
  - A Revolving Loan Fund.
- The structure is intended to create a self-sustaining affordability model through reinvestment, resale controls, and preservation of public subsidy over time.



**City of Bloomington  
Common Council**

**MEMORANDUM**

**To:** Members of the Common Council

**From:** Councilmember Flaherty

**Date:** March 26, 2026

**Re:** Resolution 2026-05 to initiate proposals to amend the text of the UDO

**Summary**

This memo addresses Resolution 2026-05, which would initiate proposals to amend the text of the city's Unified Development Ordinance ("UDO"). A prior version of this memo was written by Ash Kulak, the former Deputy Administrator / Deputy Attorney for the Common Council in order to accompany a prior version of this Resolution. In this update of the memo, most details regarding the UDO text amendment process remain the same, while minor updates were made to reflect the substance of this Resolution.

**Additional edits were made to this memo after its initial inclusion in the March 25, 2026 council packet to reflect changes to Indiana Code 36-7-4, 600 series (see bolded text below).**

Resolution 2026-05 addresses lot dimensional requirements and sustainable development incentives by asking the Plan Commission to prepare a UDO text amendment that would:

1. Reduce minimum lot widths and lot areas; and propose any related changes to setback requirements, impervious surface coverage maximums, lot frontage requirements, and subdivision standards.
2. Add a new electric-building or on-site renewable energy requirement for PUDs and development projects seeking to be eligible for the sustainable development incentives; and
3. Eliminate marking minimums.

**UDO Text Amendment Process**

[Indiana Code \(IC\) 36-7-4-602\(b\)](#) allows either the Plan Commission or the Common Council to initiate this process to amend the text of the UDO. When the Council wishes

to consider a text amendment, it may initiate the proposal via resolution and direct the Plan Commission to prepare it. This resolution directs the Plan Commission to prepare and recommend UDO amendments in response to the resolution. The Plan Commission must first hold a public hearing in accordance with IC 36-7-4-604 and then vote on the proposal within 60 days of holding the public hearing.

Upon passage of these resolutions, the Plan Commission will begin the process of preparing the proposal and its recommendation, which entails drafting the text changes, providing required notices to property owners, and holding the required public hearing on the proposal. Once the Plan Commission determines its recommendation on the proposal, it will certify the proposal to the Council. At this point, the process normally followed by the Council for UDO text amendments will begin. Proposals to amend the text of the UDO are governed by state law under IC 36-7-4 in the “[600 Series – Zoning Ordinance](#)”.

As a threshold matter, state law provides that the purpose of the local planning and zoning laws are “to encourage units to improve the health, safety, convenience, and welfare of their citizens and to plan for the future development of their communities to the end:

1. that highway systems be carefully planned;
2. that new communities grow only with adequate public way, utility, health, educational, and recreational facilities;
3. that the needs of agriculture, forestry, industry, and business be recognized in future growth;
4. that residential areas provide healthful surroundings for family life; and
5. that the growth of the community is commensurate with and promotive of the efficient and economical use of public funds.”

Further, in considering UDO text amendments, both state and local codes require the legislative body to pay reasonable regard to:

1. the Comprehensive Plan (<https://bloomington.in.gov/planning/comprehensive-plan>);
2. current conditions and the character of current structures and uses in each district;
3. the most desirable use for which the land in each district is adapted;
4. the conservation of sensitive environmental features (a local criteria)
5. the conservation of property values throughout the jurisdiction; and
6. responsible development and growth.

[IC 36-7-4-607](#) provides the following procedure that applies to a proposal to amend or partially repeal the text of the UDO.

- **After receiving the proposal, the Plan Commission must hold a public hearing within 60 days. The Plan Commission must then vote on the proposal within 60 days of holding the public hearing.**
- After the Plan Commission determines its recommendation on a proposal, it certifies the proposal to the Council with either a favorable recommendation, an unfavorable recommendation, or no recommendation. The Council must consider the recommendation before acting on the proposal.
- At the first regular meeting of the Council after the proposal is certified (or at any subsequent meeting within 90 days after the proposal is certified), the Council may adopt, reject, or amend the proposal. The Council must post and give notice at least 48 hours in advance of its intention to consider the proposal at a meeting.
- If the Council fails to act on a proposal that received a positive recommendation within 90 days after certification, the proposal would take effect as if it had been adopted (as certified) 90 days after certification.
- Assuming the Council does act within the 90 days after a proposal is certified to it, the Council can adopt, reject or amend the proposal. If the Council amends or rejects a proposal, the Council must return that proposal to the Plan Commission along with a written statement of the reasons for the amendment or rejection. Doing so would start a 45-day period for the Plan Commission to consider the Council's amendment or rejection.
- If the Plan Commission approves of the Council's amendment(s) or fails to act within 45 days, the ordinance would stand as passed by the Council. If the Plan Commission disapproves of the amendment(s) or rejection, the Council's action on the original amendment or rejection stands only if confirmed by another vote of the Council within 45 days after the Plan Commission certifies its disapproval.
- These detailed procedures may seem cumbersome, but are designed to ensure that there is a dialogue between the Plan Commission and the Council.

## **Resolution 2026-05 - A Resolution to Initiate a Proposal to Amend Title 20 (Unified Development Ordinance) of the Bloomington Municipal Code in order to Improve Sustainability and Housing Affordability**

### **Preamble**

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

Whereas, thereafter the Plan Commission initiated and prepared a proposal to repeal and replace Title 20 of the Bloomington Municipal Code, entitled "Unified Development Ordinance" ("UDO") in order to implement the vision for community development put forward in the Comprehensive Plan; and

Whereas, on December 18, 2019, the Common Council passed Ordinance 19-24, to repeal and replace the UDO, and the Mayor signed and approved this ordinance; and

Whereas, the minimum lot widths and areas required by the UDO in several residential zones do not align well with the historic and existing form of the relevant zoning districts, and these requirements unduly restrict housing development, exacerbating housing availability and affordability challenges; and

Whereas, the Climate Action Plan calls for a decrease in the use of on-site fossil fuel combustion systems citywide through electrification (Goal EB-4) and specifically to "Explore the establishment of policies or ordinances supporting all electric buildings, such as an all electric requirement for buildings receiving PUD or Conditional Use Permit approvals;" and

Whereas, decades of policies that require minimum parking space allotments for development projects have contributed significantly to urban sprawl, car dependency, and a lack of abundant and affordable housing, all of which further exacerbate local contributions to climate change and are broadly counter to the goals contained in the city's Comprehensive Plan and Climate Action Plan; and

Whereas, the Common Council wishes to initiate a proposal to amend the UDO to increase sustainability and reduce greenhouse gas emissions in the built environment, specifically through building electrification, building energy efficiency, more efficient land use and reduced sprawl, and reduced vehicle miles traveled; and

Whereas, pursuant to Indiana Code 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, in preparing and considering this proposal, the Plan Commission and Common Council shall pay reasonable regard to: the Comprehensive Plan; current conditions and character of current structures and uses in each district; the most desirable use for which land in each district is adapted; and the conservation of property values throughout the jurisdiction; and responsible development and growth;

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

### **Section 1**

The Common Council directs the Plan Commission to prepare a proposal to amend the text of the UDO to reduce minimum lot widths and minimum lot areas in zones R1, R2, R3 and R4, in order to better align these requirements with: (1) the dimensions of preexisting, lawfully nonconforming lots within Bloomington neighborhoods of the same zoning district, and (2) the dimensions in recent PUDs where houses were built along the B-Line trail between Dodds St. and Allen St. and on S. Dunn St. between Grimes Ln. and Hillside Dr. The Plan Commission may also consider and propose to reduce minimum lot widths and minimum lot areas in other zones.

### **Section 2**

Based on reduced minimum lot widths and lot areas proposed pursuant to Section 1, the Plan Commission shall consider reductions in setback requirements to: (1) better align with the historic form and development patterns within the relevant zoning districts; and (2) make lot subdivision and small-scale development more feasible. Concurrently, the Plan Commission may also consider and propose additional text changes that would further support small-scale development and affordability, including but not limited to: impervious surface coverage maximums, lot frontage requirements, and subdivision standards.

### **Section 3**

The Common Council directs the Plan Commission to prepare a proposal consistent with this resolution to amend the text of the Unified Development Ordinance (UDO) section 20.04.110(d) (Sustainable Development) to add a new requirement for projects seeking to be eligible for the Sustainable Development incentives. This new requirement should express that projects brought by petitioners seeking to utilize the Sustainable Development incentives established in section 20.04.110(d)(3), via Option 1 or Option 2, must only include buildings that use either electricity or on-site renewable energy sources for all significant energy needs, including for space heating, water heating, and cooking. The Plan Commission may consider and propose exceptions for specific uses based on best practices in all-electric building codes.

#### **Section 4**

The Common Council directs the Plan Commission to prepare a proposal consistent with this resolution to amend the text of the UDO section 20.02.050(b) (Planned Unit Development (PUD) district) to add a new Qualifying Standard for proposed Planned Unit Developments (PUDs) requiring that the development is subject to the applicable standards established in section 20.04.110(d) (“Sustainable Development”).

#### **Section 5**

The Common Council directs the Plan Commission to prepare a proposal consistent with this resolution to amend the text of the UDO section 20.04.060 (Parking, loading, and storage) to eliminate minimum parking requirements in all zones and to make any additional parking-related text changes necessitated by this policy change.

#### **Section 6**

Upon passage of this resolution, the Plan Commission shall review and recommend amendments to the Unified Development Ordinance to the Common Council in response to this resolution. Pursuant to Indiana Code 36-7-4-602, the Plan Commission is instructed to prepare and submit this amendment in the same manner as any other amendment to the Unified Development Ordinance. The Plan Commission is instructed to prepare and submit the amendment within 90 days from the effective date of this resolution, unless granted an additional extension of time, of specified duration, in which to prepare and submit the amendment.

#### **Section 7**

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**

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, Bloomington Common Council

**Attestation of Bloomington City Clerk:**

\_\_\_\_\_  
Nicole Bolden  
Clerk, City of Bloomington

**Presentation by Bloomington City Clerk:**

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

\_\_\_\_\_  
Nicole Bolden  
Clerk, City of Bloomington

**Approval by Mayor:**

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

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

**Synopsis**

This resolution, sponsored by Councilmember Flaherty, directs the Plan Commission to prepare amendments to the Unified Development Ordinance regarding: (1) a reduction of minimum lot widths, lot areas, and building setback requirement to better align with Bloomington’s historic form and character; (2) sustainability incentives and planned unit development requirements for building electrification; and (3) the elimination of minimum parking requirement to facilitate housing development and reduce housing costs.

## Amendment Form

- Resolution: 2026-06
- Amendment: 1
- Submitted by: Councilmember Flaherty
- Date: April 1, 2026

### Proposed Amendment:

Section 6 of the resolution shall be updated to read as follows:

#### Section 6

Upon passage of this resolution, the Plan Commission shall review and recommend amendments to the Unified Development Ordinance to the Common Council in response to this resolution. Pursuant to Indiana Code 36-7-4-602 and 36-7-4-607, the Plan Commission is instructed to prepare and submit this amendment in the same manner as any other amendment to the Unified Development Ordinance. The Plan Commission shall, within 60 days from the effective date of this resolution, hold a public hearing in accordance with IC 36-7-4-604. The Plan Commission shall vote on the proposal within 60 days of holding the public hearing.

### Synopsis:

This amendment updates Section 6 of the resolution to align with current procedural requirements under Indiana Code 36-7-4-602 and 36-7-4-607. Specifically, while the process formerly required Plan Commission action within 90 days, the current requirements phase Plan Commission action into two windows of up to 60 days: first to hold a public hearing; and second, to vote on a proposal.

**04/01/2026 Regular Session Action:** Pending

Redline markup showing the proposed changes to Section 6:

**Section 6**

Upon passage of this resolution, the Plan Commission shall review and recommend amendments to the Unified Development Ordinance to the Common Council in response to this resolution. Pursuant to Indiana Code 36-7-4-602 and 36-7-4-607, the Plan Commission is instructed to prepare and submit this amendment in the same manner as any other amendment to the Unified Development Ordinance. ~~The Plan Commission is instructed to prepare and submit the amendment within 90 days from the effective date of this resolution, unless granted an additional extension of time, of specified duration, in which to prepare and submit the amendment.~~ The Plan Commission shall, within 60 days from the effective date of this resolution, hold a public hearing in accordance with IC 36-7-4-604. The Plan Commission shall vote on the proposal within 60 days of holding the public hearing.

# Resolution 2026-05

PROPOSAL TO AMEND TITLE 20 IN ORDER TO IMPROVE  
SUSTAINABILITY AND HOUSING AFFORDABILITY

# Summary of Resolution 2026-05

This resolution would **initiate a phased process taking up to 120 days** for the Plan Commission (with staff support) to **recommend amendments** to the Unified Development Ordinance (UDO) as follows:

- Amend the **minimum lot areas and lot widths** in R1, R2, R3, and R4 zoning districts to match historical development patterns
  - Consider potential related changes to: lot setback requirements, impervious surface coverage maximums, lot frontage requirements, and subdivision standards.
- Add **building electrification** to the Sustainable Development incentives
- Amend Planned Unit Development (**PUD**) **district standards** to require consistency with the updated Sustainable Development incentives (including proposed updates)
- Eliminate **minimum parking requirements** in the limited areas these remain in effect

# Process and Collaboration (Future)

- **Current Step:** Council discusses substance of Resolution 2026-25 and decides how best to proceed
  - **Resolutions are the statutorily required tool** to initiate the process of directing the Plan Commission and staff to develop proposed UDO changes and **Plan Commission recommendations** for future **Council consideration via ordinance**
  - **We've done this regularly in recent years**, for example:
    - Development of Transform Overlay for Hopewell neighborhood (and potential use elsewhere)
    - Addition of Single Room Occupancy (SRO) to UDO Use Table
    - Adjustments to Affordable Housing incentives structure
- **Next Steps**
  - **Policy Details:** How the Administration and Council would like to pursue next steps is flexible and open-ended
  - **Plan Commission:** Consideration of proposals within 90 days (although council can extend timeline as needed for adequate time)
  - **City Council:** Consideration of ordinances based on Plan Commission recommendations

# Minimum Lot Areas and Widths (R1-R4)

**Proposed Change:** Amend the minimum lot areas and lot widths in R1, R2, R3, and R4 zoning districts to match historical development patterns.

**Rationale:** Reducing minimum lot sizes/widths will unlock potential for additional modest housing in Bloomington, adding “gentle density”—with its affordability, climate, and equity benefits—within our existing historical develop patterns and urban form.

- Currently, minimum lot sizes in R1-R4 exceed many existing lot sizes
- Changing minimum lot widths follows from the same rationale
- Consideration of potential changes to minimum setback requirements, impervious surface coverage maximums, lot frontage requirements, and subdivision standards.
- Likely thousands of existing lots and homes in Bloomington are “legal pre-existing, non-conforming” with respect to lot size, width, and/or setbacks
  - Staff could assess some or all of this systematically vis GIS
  - A sampling approach could also be helpful
  - Using “typical” or “average” dimensions is not appropriate when establishing *minimums*

# Illustrative Example: R3 Zoning District

## (2) Dimensional Standards

The following table is a summary of the district-specific dimensional standards. Additional standards from Section 20.04.020 (Dimensional Standards) also apply.

**Table 02-4: R3 District Dimensional Standards**

### Lot Dimensions (Minimum, only for lots created after the effective date)

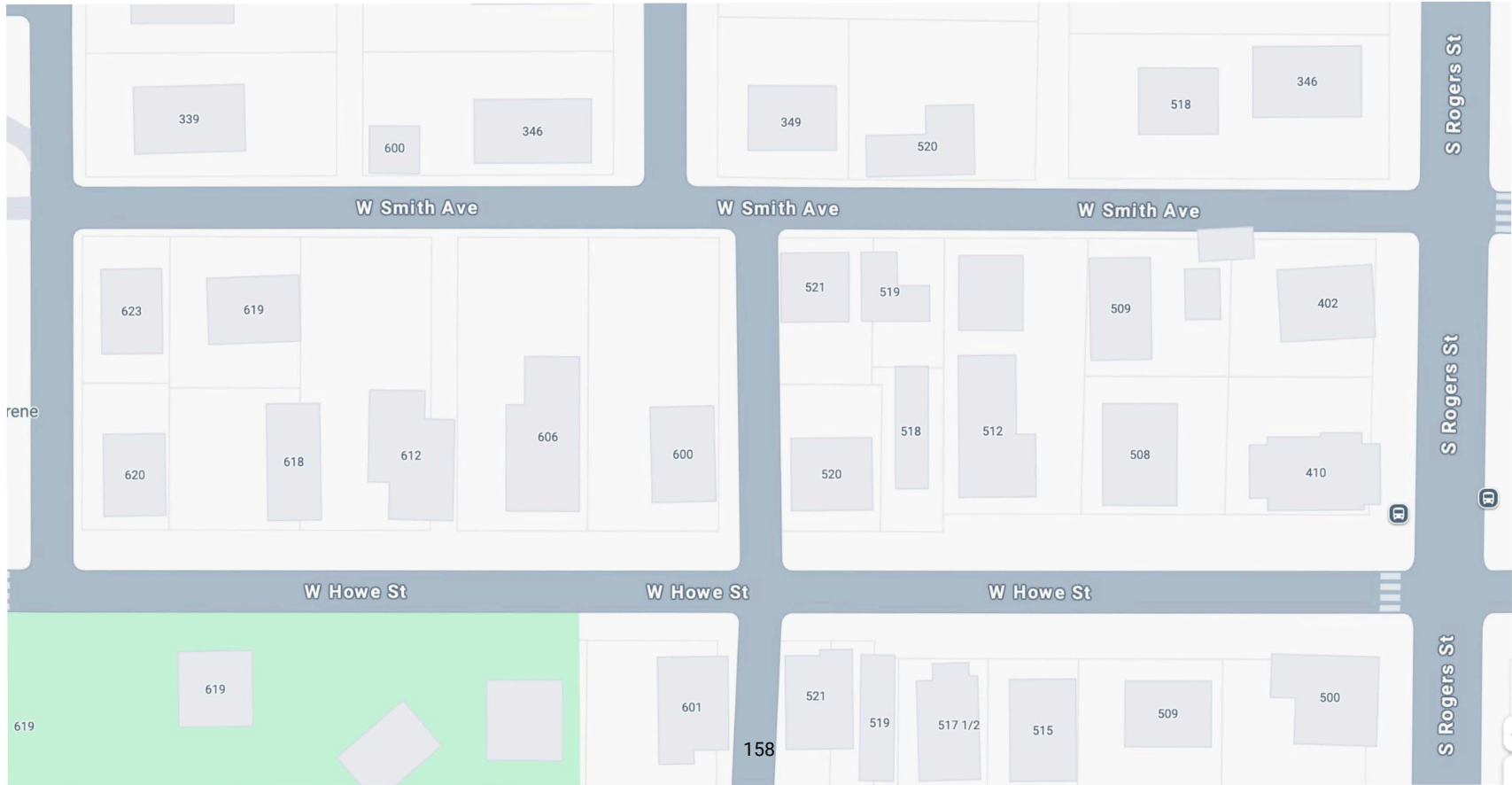
<b>A</b>	Lot area	5,000 square feet (0.115 acres) [1]
<b>B</b>	Lot width	50 feet [1]

### Building Setbacks (Minimum)

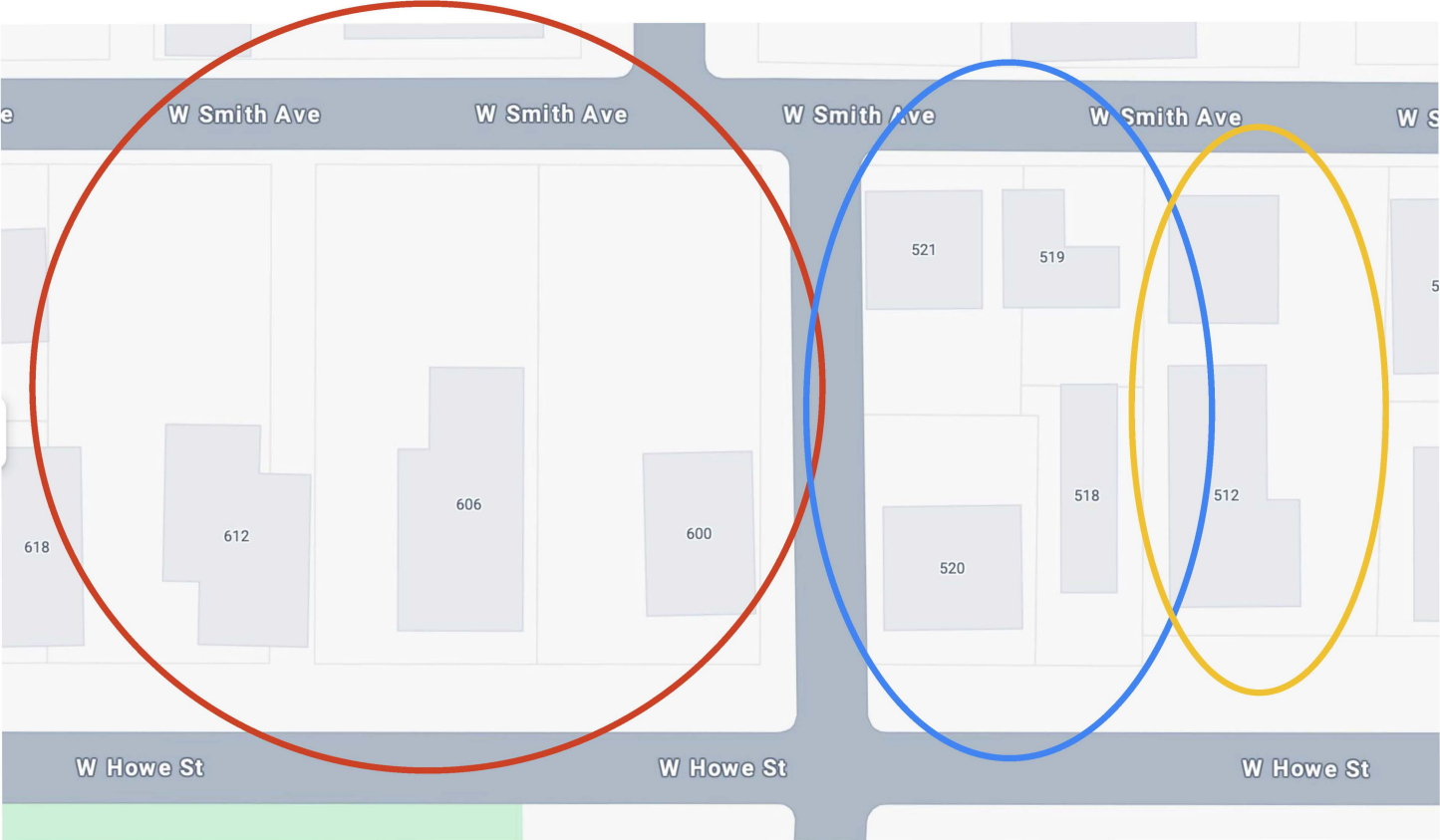
<b>C</b>	Front build-to line	15 feet or the median front setback of abutting residential structures, whichever is less.
	Attached front-loading garage or carport	10 feet behind the primary structure's front building wall
<b>D</b>	Side	First floor: 6 feet [2] Each story above the ground floor: 10 feet [1] [2]
<b>E</b>	Rear	25 feet [1]

### Other Standards

# Illustrative Example: Conforming and Non-conforming Lots in R3



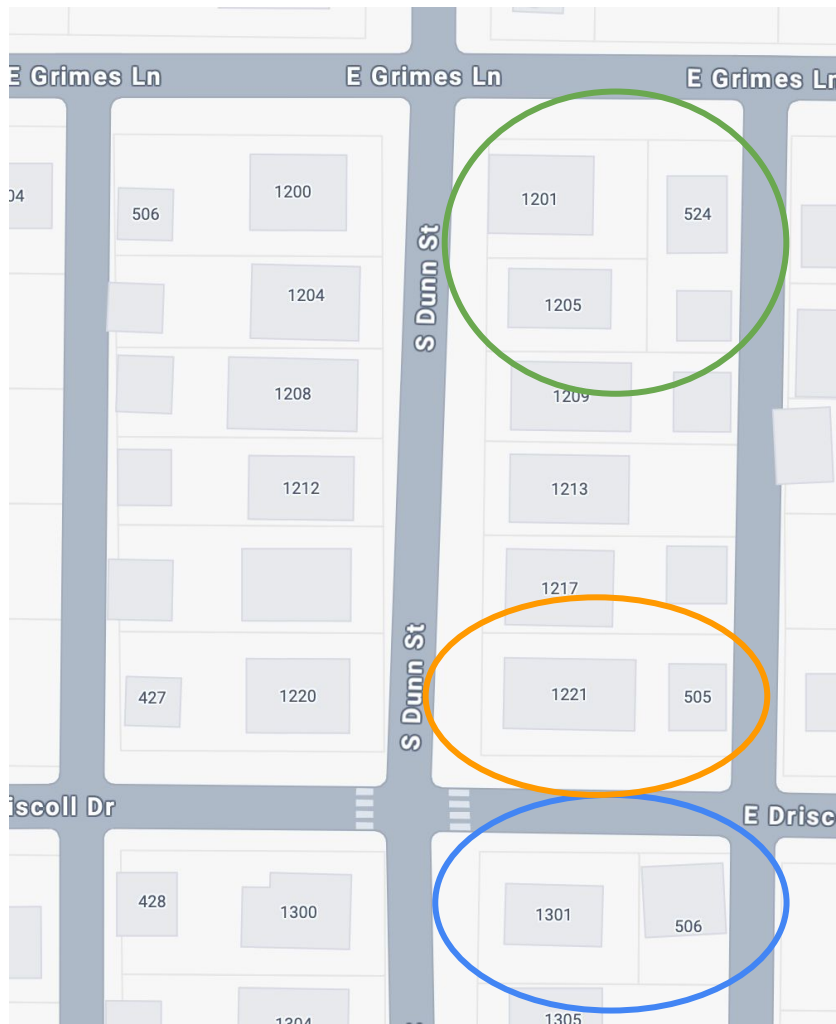
# R3 Lot Dimension Minimums: 5,000 sq. ft. (area), 50' (width)



~6,000-8,000 sq. ft. lots

159

~2,000-4,000 sq. ft. lots



## South Dunn Street

- A PUD, but surrounded by R3
- Lot areas ~3,000-5,000 sq ft.
- Lot widths ~30-50'
- Smaller setbacks

# Building Electrification (Incentives)

**Proposed Change:** Add a requirement for building electrification to Sustainable Development incentives (options 1 and 2)

**Rationale:** Aligned with Climate Action Plan (Action EB4-A-2); an essential step in eliminating fossil fuels from the buildings sector

- With new construction, electrification and efficiency are cost-competitive or cost-saving relative to methane (natural) gas
- Improved indoor air quality and health outcomes
- Recent voluntary examples in development further demonstrate viability in Bloomington market and climate today
- Well supported by climate policy experts and leading cities and states across the country

# Planned Unit Development (PUD) District Standards

**Proposed Change:** Updated PUD District Standards to require alignment with both Sustainable Development sections of Incentives

**Rationale:** PUDs should, at minimum, align with our Incentives requirements. *Current* PUD Qualifying Standards are vague with respect to sustainability and are not consistent with our Climate Action Plan

- The city's Climate Action Plan (Goal EB-4) includes the following: "Explore the establishment of policies or ordinances supporting all electric buildings, such as an all electric requirement for buildings receiving PUD or Conditional Use Permit approvals;"
- Section 3 of this resolution proposes building electrification requirements, and PUDs would be required to follow these requirements
  - Sustainable Development incentives also require various clean energy, energy efficiency, and/or climate resilience measures

# Eliminate Minimum Parking Mandates

**Proposed Change:** Eliminate **minimum parking requirements** citywide

**Rationale:** Minimum parking mandates prevent housing from being built, exacerbate sprawl, and increase housing costs

- **Does not propose changing *maximum* parking allowed** — i.e., there would be no impact on the amount of parking a developer or home builder is *allowed* to include on site
- Parking minimums undermine the potential for small-scale development, especially **transit-oriented development**
  - Incremental Development Alliance (local, small-scale focus) expert and course instructor: **“Parking requirements will kill your project faster than anything else.”**
- Parking minimums undermine **home-builder and resident choice**
  - ~13% of households, or over 4,000 households in Bloomington, are zero-vehicle households
  - 44% of Bloomington households are single-person households
- **Local Example:** “Bicycle Apartments” (4th & Rogers)
- This proposed policy change is supported by urban planning, parking economics, and urban sustainability policy experts; along with scores of leading cities around the country

# Cities that Eliminated All Minimum Parking Requirements

South Bend, IN	Hartford, CT	Birmingham, AL	Burlington, VT
La Crosse, WI	Bridgeport, CT	Rogers, AR	Springfield, OR
Eugene, OR	Portland, ME	Branson, MO	Bend, OR
Cambridge, MA	Dover, NH	Austin, TX	Ashland, OR
Lexington, KY	Richmond, VA	Spokane, WA	Sacramento, CA
Durham, NC	Raleigh, NC	Portland, OR	San Francisco, CA
Gainesville, FL	Minneapolis, MN	Longmont, CO	San Jose, CA
Somerville, MA	St. Paul, MN	Roanoke, VA	Alameda, CA
Corvallis, OR	Portsmouth, OH	Buffalo, NY	<i>and many more...</i>
Charlottesville, VA	Jackson, TN	Salem, OR	

## A few closing thoughts...

- The goal of these proposed steps are to increase in-fill housing development at a modest and more affordable scale; to reduce climate pollution; to enhance resilience; and to improve social, economic, and environmental sustainability in our built environment—consistent with existing character.
- Consistent with affordability changes proposed by the Administration in its Hopewell South PUD
- Informed by direct and extensive collaboration with city staff in multiple departments & across two administrations + our Comprehensive Plan and Climate Action Plan + input from the public, policy advocates & policy experts.
- This resolution is a step—and the statutorily required action—to initiative policy proposals consistent with our plans; mirroring the process of other recent proposals for changes to the UDO proposals.
- Numerous opportunities (and requirements) for additional outreach, engagement, and collaboration remain. Council makes final decision later.

## Resolution No. 2026-06

### A Resolution Directing the Housing and Neighborhood Development Department to Develop a Framework for Long-Term Housing Affordability

#### Preamble

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, 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, the Comprehensive Plan identifies housing affordability as a critical priority and calls for the preservation and expansion of long-term affordable housing opportunities for residents of all income levels; and

WHEREAS, the City of Bloomington, through its Housing and Neighborhood Development Department ("HAND"), administers programs and incentives designed to support the creation and preservation of affordable owner-occupied housing; and

WHEREAS, many affordable owner-occupied housing units created through public subsidy or regulatory incentives do not remain affordable in perpetuity, resulting in the loss of affordable housing stock over time, and communities across the United States have implemented mechanisms such as silent second mortgages and recorded rights-of-first-refusal to attempt to ensure long-term or permanent affordability of housing units; and

WHEREAS, a consistent, citywide framework for long-term affordability would provide clarity to developers, protect public investment, and ensure that affordable housing benefits are preserved for future residents; and

WHEREAS, the Common Council desires to assist and encourage HAND in the development of policies and tools that ensure owner-occupied housing units supported by public resources remain affordable over the long term, including upon resale or transfer; and

WHEREAS, pursuant to IC 36-7-4 et seq. and other applicable provisions of Indiana law, the City may establish policies governing the use of public funds and the disposition of housing supported by such funds;

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

**Section 1: Directing the Housing and Neighborhood Development Department.**

The Common Council directs the Housing and Neighborhood Development Department (HAND) to develop and present a proposal establishing a consistent framework for incentivizing and ensuring long-term affordability of owner-occupied housing units that developers choose to create or preserve through City programs, subsidies, incentives, or other forms of public support including recommendations for any necessary amendments to Title 20 of the Bloomington Municipal Code.

**Section 2: Evaluation of Tools.**

This framework shall include, but not be limited to, the evaluation and potential implementation of legally-available tools such as silent second mortgages, homeowner association covenants & restrictions, shared equity models, and rights-of-first refusal in favor of the City, its designee, or other entities created for the purpose of developing and maintaining affordable housing.

**Section 3: Development of Clear Standards**

The framework shall establish clear standards for the duration of affordability, eligibility requirements for purchasers or occupants, resale procedures, and enforcement mechanisms to ensure continued compliance over time.

**Section 4: Review of Best Practices.**

HAND is directed to review best practices from peer cities and organizations, and to engage relevant stakeholders, including affordable housing developers, community organizations, and financial institutions, in the development of this framework.

**Section 5: Presentation of Findings.**

HAND shall present its findings and recommendations to the Common Council within one hundred twenty (120) days of the effective date of this resolution, unless granted an extension by the Common Council.

**Section 6: Next Steps.**

Upon receipt of the recommendations, the Common Council may consider additional legislative or administrative actions necessary to implement the proposed framework of incentives and options

**Section 7: Severability**

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**

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, Bloomington Common Council

**Attestation of Bloomington City Clerk:**

\_\_\_\_\_  
Nicole Bolden  
Clerk, City of Bloomington

**Presentation by Bloomington City Clerk:**

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

\_\_\_\_\_  
Nicole Bolden  
Clerk, City of Bloomington

**Approval by Mayor:**

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

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

### **Synopsis**

This resolution sponsored by Councilmember Zulich directs the Housing and Neighborhood Development Department (HAND) to develop a legally-permissible framework for ensuring the long-term affordability of housing units supported by the City, including the use of tools such as silent second mortgages, rights-of-first-refusal, and other shared equity mechanisms, and to provide recommendations for any necessary amendments to the Unified Development Ordinance and related provisions of the Bloomington Municipal Code.