



# Monroe County Council Office

- 🏠 100 West Kirkwood Avenue Bloomington, Indiana 47404
- 📞 812-349-7312
- ✉️ CouncilOffice@co.monroe.in.us

## BOARD MEMBERS

Commissioner,  
Monroe County Commissioner

Not yet appointed.

Kerry Thomson or designee

City of Bloomington Mayor

By Virtue of Office

Term: 06/11/26 to 06/11/28

Liz Fietl,

Council Member

Appointed by: Monroe County  
Council

Term: 06/11/26 to 06/11/28

Sydney Zulich,

Council Member

Appointed by: Bloomington  
Common Council

Term: 06/11/26 to 06/11/28

Judge

Monroe County Judge

Appointed by: Board of Judges

Not yet appointed.

## COLLABORATIVE JUSTICE PROJECT WORKING SUBCOMMITTEE AGENDA

**June 24, 2026 at 6:00 PM**

1. Call to Order
2. Subcommittee Organization
  - a. Election of Chair
  - b. Election of Vice-Chair
3. Historical review of County's Property Search:
  - a. Phase 1
  - b. Phase 2
  - c. Phase 3
4. Review of Zoning/PUD process
5. Process to Identify Properties for Consideration.
6. Next Steps/ Goal for Next Meeting
7. Adjournment

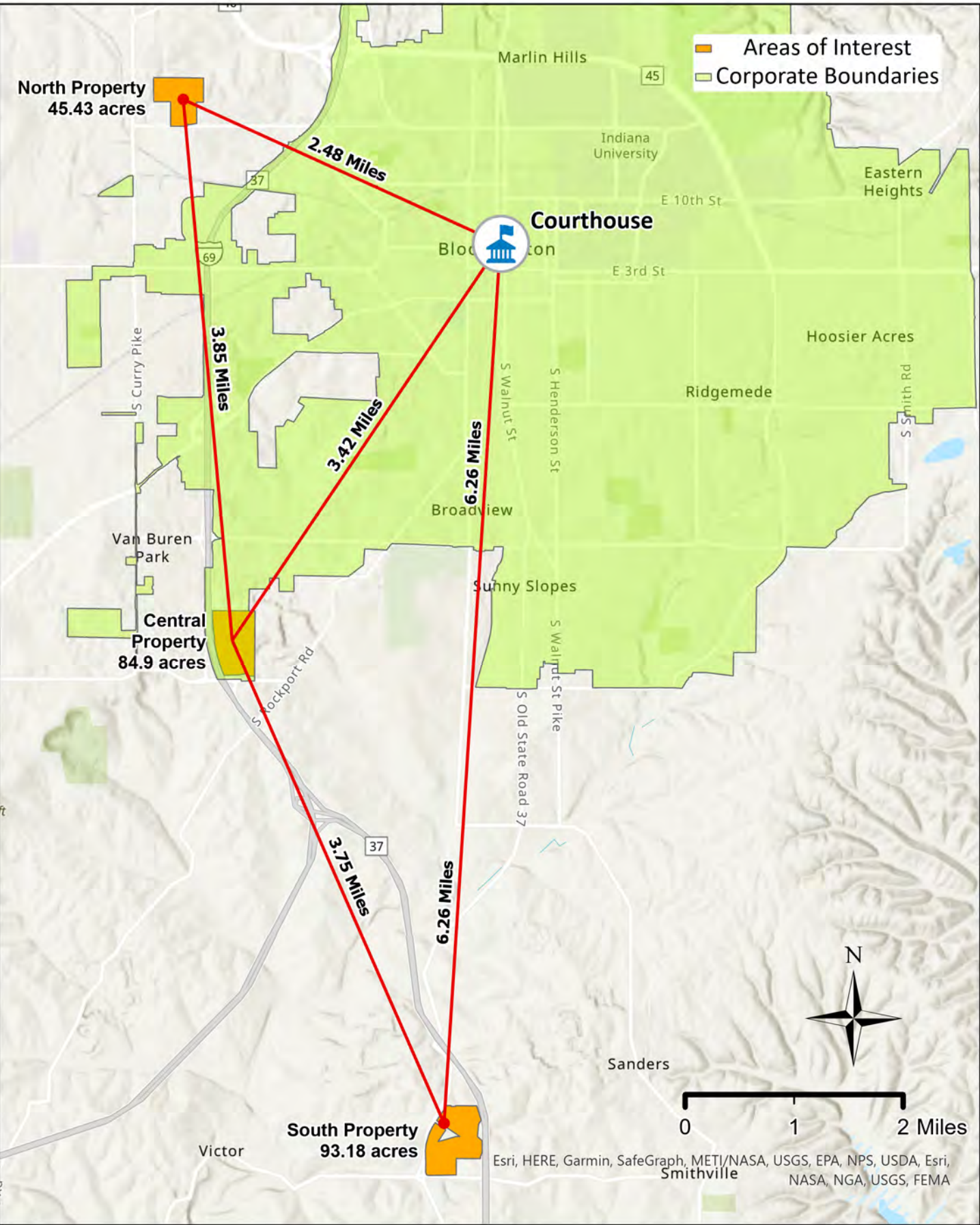
### Timeline of Events

|                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>2008</b>      | ACLU files class action lawsuit over alleged constitutional rights violations                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| <b>2009</b>      | Monroe County enters a consent decree with the ACLU, agreeing to address living conditions and overcrowding                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| <b>2017</b>      | Significant renovations occur expanding bed count in existing jail                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| <b>2021</b>      | RJS Criminal Justice and Incarceration Study is released, “facility is failing and cannot sustainably provide a constitutional level of care.”                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| <b>2022</b>      | County explores 4 properties. Fullerton Pike property is deemed most appropriate. Bloomington City Council denied required rezone.<br><br>The Bloomington Common Council adopted a local income tax increase of .69%. The City elected a population distribution of funds such that the new revenue is weighted proportionally based on population among the City of Bloomington, Monroe County, the Town of Ellettsville, and the Town of Stinesville. Under state law, the ED-LIT will be effective on October                                                                                                                                                                                                                                                                                                                       |
| <b>2023</b>      | County explores additional 4 sites, including North Park, Thomson, the City owned Hopewell and property south of Monroe Hospital. The city said no to the use of Hopewell. It was agreed to focus on Thomson.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| <b>2024</b>      | Early 2024, due to additional costs associated with the Thomson property, a lack of response from the City of Bloomington regarding the ability to build a road over a fill site, a required amendment to the PUD regarding a required road, bed count, and facility size, a 2-2.5 year utility delay, required tree study and additional studies required, staff was directed by agreement of the Board of Commissioners, Council, and Sheriff to investigate North Park.<br><br>County Council advised of new possible site on Vernal Pike and requested investigation. Due to environmental concerns, required voluntary annexation of the property and contiguous private property to have sewer by the City at a cost of \$875,000, it was agreed North Park was the best alternative available by the parties (BoC, CC, Sheriff) |
| <b>Late 2024</b> | September: County Council passes Correctional LIT 0.17%<br><br>October: BoC signs Property Purchase Agreement                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |

|      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
|------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|      | November: County Council passes Ordinance 2024-54 fixing the terms and conditions of the purchase of the North Park property                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| 2025 | <p>October: Council denies additional appropriation request for purchase of the North Park property.</p> <p>Design Development is 95% completed. Total expenditure from 2022 to date: \$4,055,642.10</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| 2026 | <p>Executive Sessions of the Board of Commissioners and County Council- February 9, 16, March 30, and April 2.</p> <p>Beginning in February staff requested DLZ conduct cursory review of Board of Commissioners and County Council identified downtown/outskirts of Bloomington, properties. Commissioner Thomas, Counciler Crossley and Legal met with City of Bloomington Planning to discuss various sites, Counciler Crossley and Commissioner Madeira and legal met with IU Real Estate to discuss and brainstorm possible sites within the community.</p> <p>March, staff, DLZ , and WGS return to investigating possible use of Thomson Property. Late March it is determined the only property with no delays in the project is North Park. Any other site within the city would be an additional year before construction.</p> <p>May 27, Ken Falk, ACLU Attorney, filed documentation for the dismissal of the current Private Settlement Agreement which “will allow new litigation concerning the conditions of the existing jail and appropriate remedies for those conditions to be initiated.” (<i>Id.</i> at ¶ 13).</p> <p><a href="#"><u>Dismissal of Richardson Settlement Agreement</u></a></p> |

# Location Comparison

Prepared by JE, Monroe Co. GIS Division on March 8, 2022.



# Location Comparison

## **North Property**

### **Pros**

All utilities are onsite  
not far from current location  
ground lays well for development

### **Cons**

Accessibility from the highway  
difficult to explain how to get to the property  
A lot of residences close proximity with the trailer court  
Property could be used for affordable housing

## **Central Property**

### **Pros**

Great location easy access  
all utilities onsite  
no residential close to the site  
plenty of acres for future expansion

### **Cons**

Expensive  
Zoning issues

## **Southern Property**

### **Pros**

Great location easy access  
Price is reasonable  
plenty of acres for future expansion  
no residential close to the site

### **Cons**

Sewer would need to be on site or costly to connect

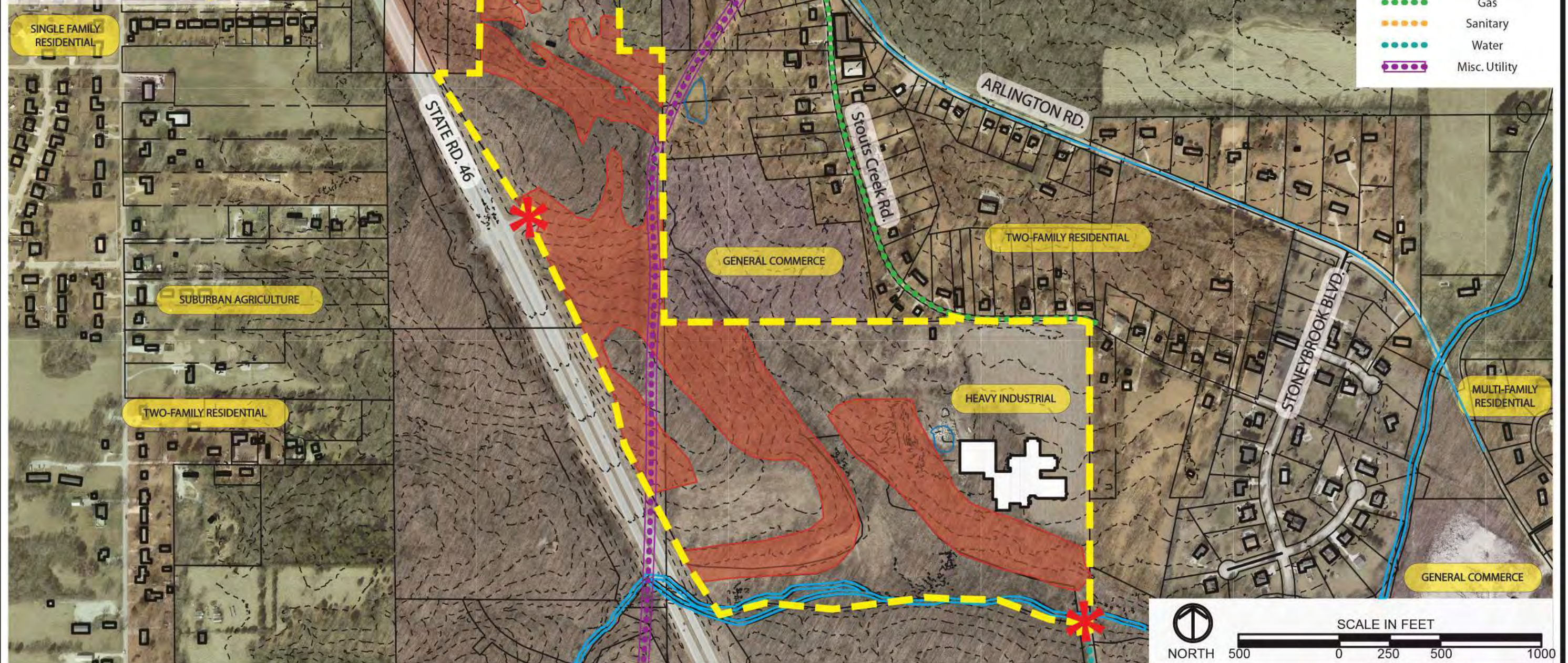
## **2024 LOCATION DISCUSSION SUMMARY**

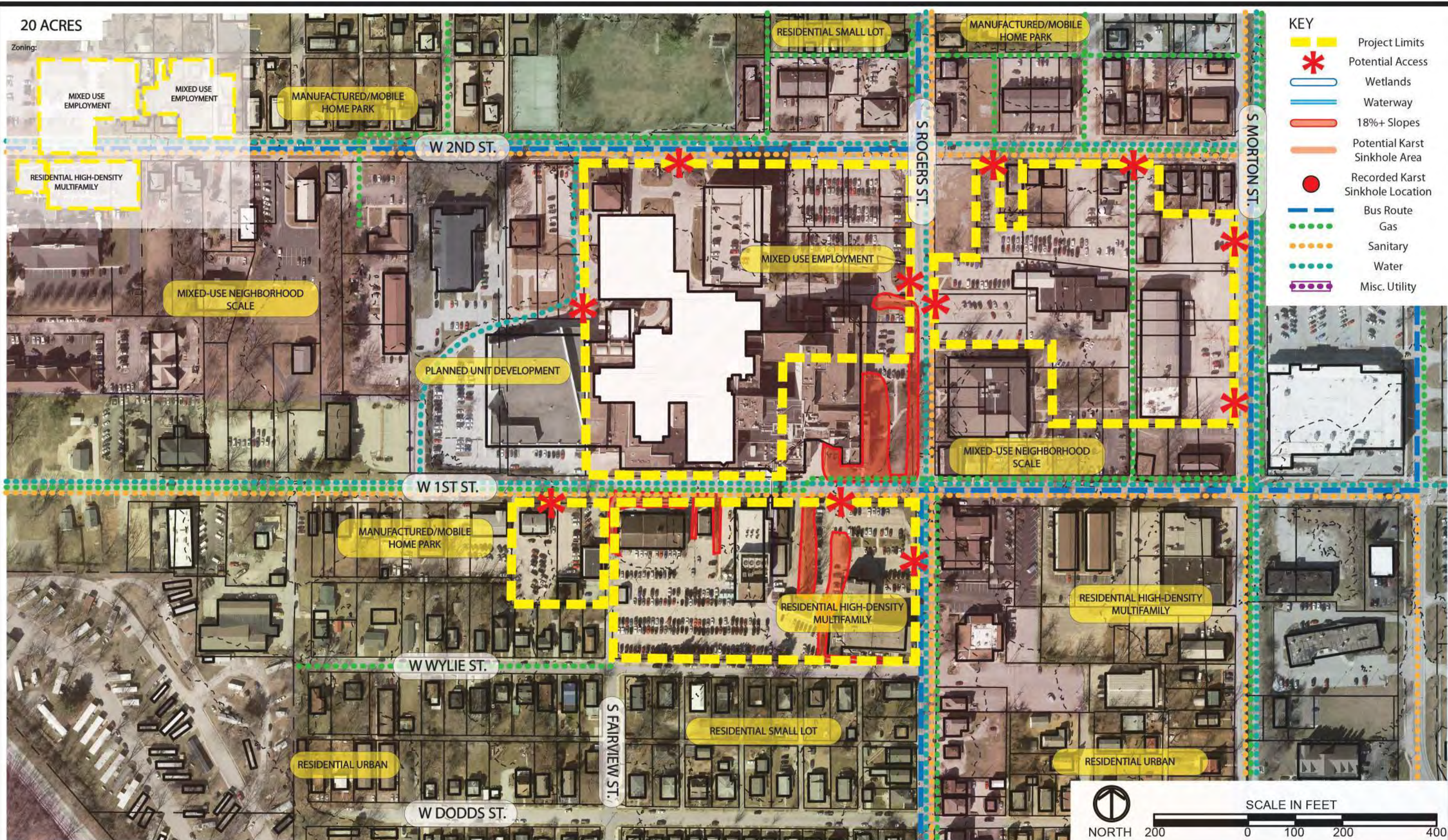
The following are steps that the County took beginning in 2024 after the Fullerton Pike vote by the City.

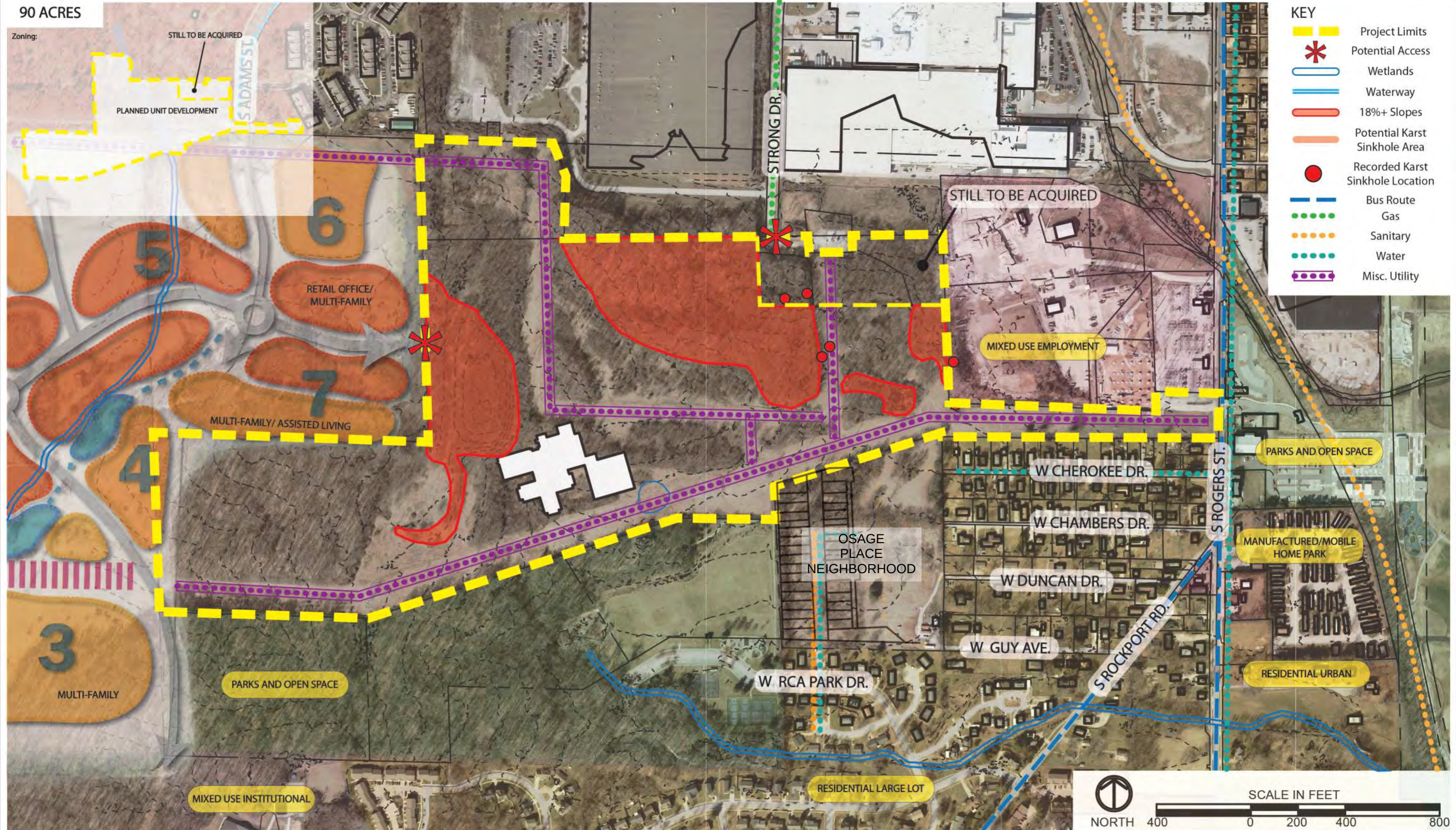
1. Four (4) properties were evaluated by the County Officials including 1) North Park; 2) Thomson; 3) Hopewell; and 4) Property South of Monroe Hospital
2. Hopewell was eliminated as a possible location. Property is owned and being developed by the City, and the City was pursuing other uses for the property.
3. Property South of Monroe Hospital eliminated as possible location. Most of the articulated opposition from the City Council regarding Fullerton Pike also would be applicable to this location. The site was also determined to be too small for the County's needs.
4. Based on evaluation scores, it was decided to focus on Thomson as the possible location.
  - a. February 2024—Details regarding powerlines on Thomson shared during executive session. Conversations with Duke indicated that it would likely take two (2) years to move the utility poles and would cost an approximate \$1.5 million to do so.
  - b. Determined that the delay was not feasible and that should move forward with investigating the North Park property.
5. Council requests investigation of Vernal Pike property.
  - a. Vernal Pike property eliminated as possibility due to environmental concerns, required voluntary annexation condition imposed by City and cost of sewer access (\$875,000). The site topography did not allow for a cohesive and efficient collocated facility.
  - b. Determined to continue investigating North Park.
6. October 2024- North Park purchase agreement passed by Board of Commissioners.
7. November 2024- Ordinance passed by County Council fixing the terms and conditions for purchase of North Park
8. October 2025- County Council denies the appropriation for North Park.

100.3 ACRES

Zoning:

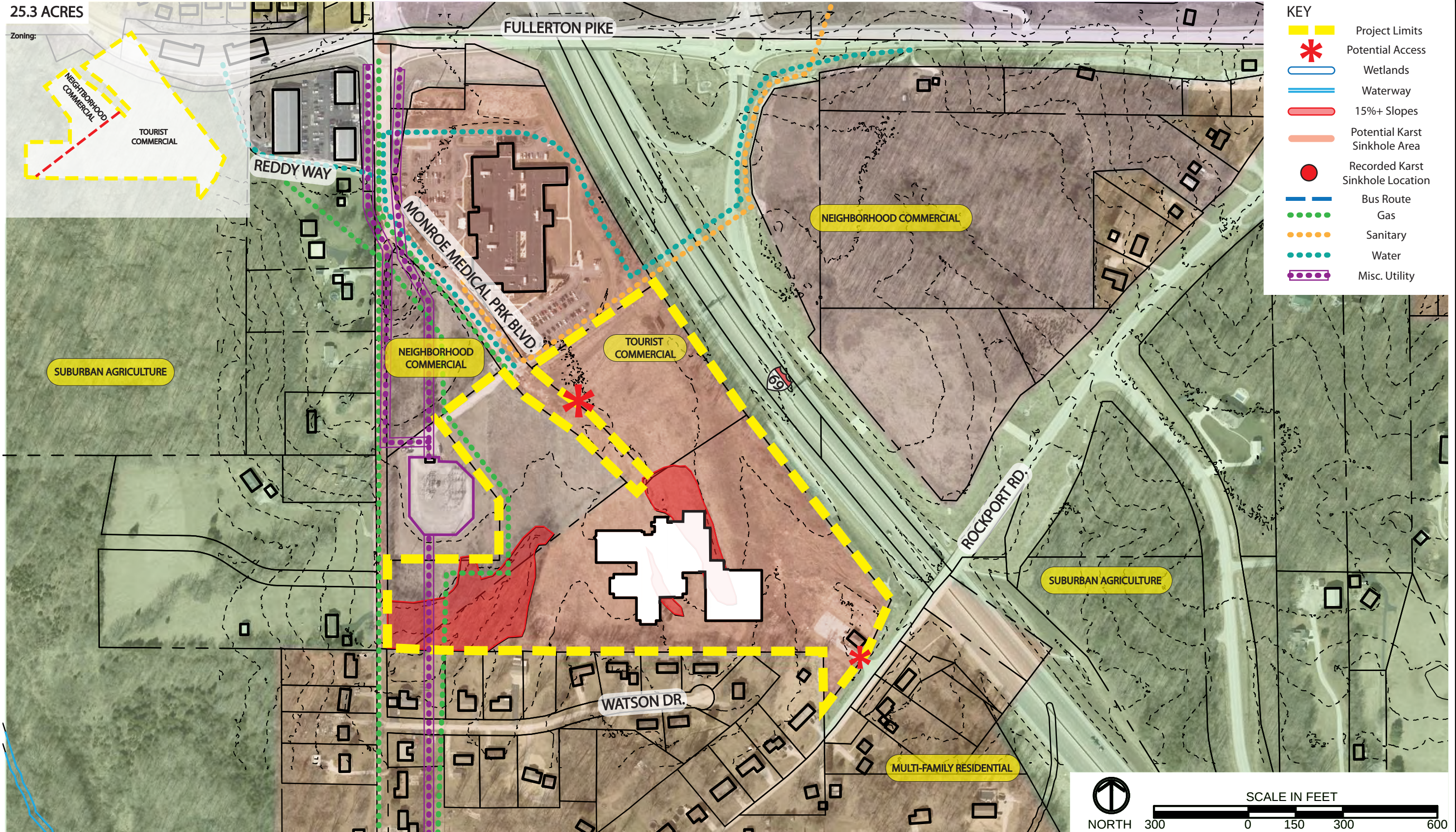






25.3 ACRES

Zoning:

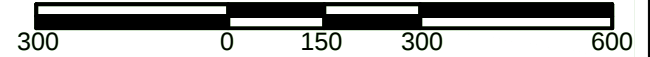


- KEY
- Project Limits
  - Potential Access
  - Wetlands
  - Waterway
  - 15%+ Slopes
  - Potential Karst Sinkhole Area
  - Recorded Karst Sinkhole Location
  - Bus Route
  - Gas
  - Sanitary
  - Water
  - Misc. Utility



NORTH

SCALE IN FEET



DLZ INDIANA, LLC

MONROE COUNTY, INDIANA  
MONROE COUNTY JUSTICE CENTER  
SITE INVENTORY AND ANALYSIS

MONROE HOSPITAL

REMARKS:

FIGURE NUMBER

04

DLZ PROJECT NO: 2363-1094-70

DATE: JUNE 26, 2023

SITE DEVELOPMENT

# MONROE COUNTY JAIL SITE SELECTION

| MONROE COUNTY JAIL<br>SITE SELECTION |                                                                                                                                 |                     | NORTHPARK - SITE 1<br>100 ACRES |       | HOPEWELL - SITE 2<br>20 ACRES |       | THOMSON - SITE 3<br>90 ACRES |       | SOUTH MONROE<br>HOSPITAL - SITE 4<br>25 ACRES |       |
|--------------------------------------|---------------------------------------------------------------------------------------------------------------------------------|---------------------|---------------------------------|-------|-------------------------------|-------|------------------------------|-------|-----------------------------------------------|-------|
| 6/26/2023                            |                                                                                                                                 |                     | CRS                             | X WF  | CRS                           | X WF  | CRS                          | X WF  | CRS                                           | X WF  |
| Selection Criteria                   |                                                                                                                                 | Weighting<br>Factor | Criteria<br>Ranking<br>Score    | Score | Criteria<br>Ranking<br>Score  | Score | Criteria<br>Ranking<br>Score | Score | Criteria<br>Ranking<br>Score                  | Score |
|                                      |                                                                                                                                 |                     |                                 |       |                               |       |                              |       |                                               |       |
|                                      | Electrical service is readily available to the site.                                                                            | 3                   | 2                               | 6     | 2                             | 6     | 2                            | 6     | 2                                             | 6     |
|                                      | Restrictive site related covenants, utility easements or other land restrictions exist that could adversely impact development. | 3                   | 1                               | 3     | 2                             | 6     | 1                            | 3     | 2                                             | 6     |
|                                      | Public transit currently available at site                                                                                      | 2                   | 0                               | 0     | 2                             | 4     | 2                            | 4     | 0                                             | 0     |
|                                      | Above designated 100-year flood elevation.                                                                                      | 3                   | 2                               | 6     | 2                             | 6     | 2                            | 6     | 2                                             | 6     |
|                                      | Minimum developable area of 25 acres. (Considering slope criteria, regularly shaped contiguous parcels and expansion poten      | 3                   | 2                               | 6     | 0                             | 0     | 2                            | 6     | 1                                             | 3     |
|                                      | Cost to purchase / not currently owned by Monroe County                                                                         | 3                   | 0                               | 0     | 0                             | 0     | 2                            | 6     | 0                                             | 0     |
|                                      | Natural gas and municipal water and sewer are readily available.                                                                | 3                   | 2                               | 6     | 2                             | 6     | 2                            | 6     | 2                                             | 6     |
|                                      | Suitability of soils for development per USDA soils survey.                                                                     | 1                   | 1                               | 1     | 1                             | 1     | 1                            | 1     | 1                                             | 1     |
|                                      | Fiber optic utility is readily available to the property.                                                                       | 2                   | 1                               | 2     | 2                             | 4     | 2                            | 4     | 2                                             | 4     |
|                                      | Compatible with surrounding land uses.                                                                                          | 2                   | 1                               | 2     | 1                             | 2     | 1                            | 2     | 2                                             | 4     |
|                                      | Direct site access to an arterial or collector roadway.                                                                         | 3                   | 2                               | 6     | 2                             | 6     | 0                            | 0     | 1                                             | 3     |
|                                      | Parking infrastructure exists on site                                                                                           | 2                   | 0                               | 0     | 2                             | 4     | 0                            | 0     | 0                                             | 0     |
|                                      | Known environmental contamination exists or is in vicinity of the site. (Indiana Map GIS data for known environmental sites)    | 2                   | 2                               | 4     | 2                             | 4     | 2                            | 4     | 2                                             | 4     |
|                                      | Known karst topography on-site (per Indiana geological Survey)                                                                  | 2                   | 2                               | 4     | 2                             | 4     | 1                            | 2     | 0                                             | 0     |
|                                      | Travel time from proposed site to existing Justice Center                                                                       | 3                   | 1                               | 3     | 2                             | 6     | 1                            | 3     | 0                                             | 0     |
|                                      | Site allows for single level building development (Jail - one operational level with mezzanine)                                 | 3                   | 1                               | 3     | 0                             | 0     | 2                            | 6     | 1                                             | 3     |
|                                      | Court services can remain in existing location                                                                                  | 3                   | 0                               | 0     | 2                             | 6     | 0                            | 0     | 0                                             | 0     |
|                                      | Correctly zoned for correctional use.                                                                                           | 2                   | 1                               | 2     | 1                             | 2     | 2                            | 4     | 1                                             | 2     |
|                                      | Absent of previous site/building development                                                                                    | 1                   | 2                               | 2     | 0                             | 0     | 2                            | 2     | 1                                             | 1     |
|                                      | Contains designated wetlands per NWI mapping                                                                                    | 1                   | 2                               | 2     | 2                             | 2     | 1                            | 1     | 2                                             | 2     |
|                                      | Site contains natural buffer to surrounding landuses                                                                            | 2                   | 2                               | 4     | 0                             | 0     | 2                            | 4     | 0                                             | 0     |
|                                      |                                                                                                                                 |                     |                                 |       |                               |       |                              |       |                                               |       |
|                                      |                                                                                                                                 |                     |                                 |       |                               |       |                              |       |                                               |       |

**TOTAL RANKING SCORE**

**62**

**69**

**70**

**51**

## Weighting Factor (WF)

1 = minimal

2 = important

3 = essential

## Criteria Ranking Scores (CRS)

0 = poor

1 = fair

2 = good



## 2026 LOCATION SUMMARY

The following are steps that the County took after the October 2025 vote by the County Council to consider additional properties.

During that evaluation the below considerations were considered when evaluating the properties and resulted in the elimination of potential sites for further consideration.

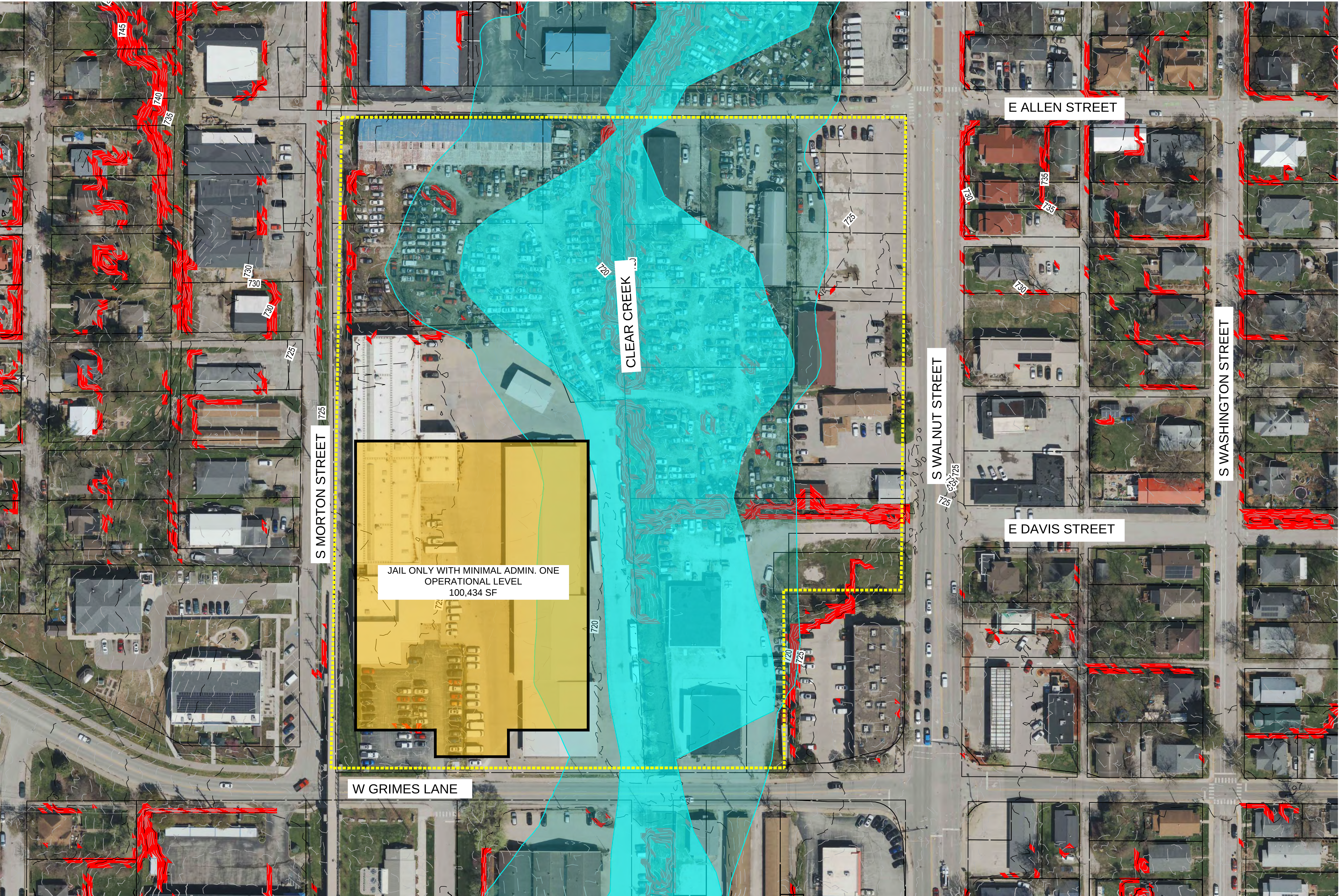
1. Floodway considerations:

- a. There are three designations for the 100-year flood area.
  - i. Floodway (the most dangerous to life and property as flows are extreme here)
  - ii. Floodway Fringe (less dangerous since most areas are slack areas or backwater areas, only somewhat dangerous)
  - iii. Floodplain (a general term used to cover both the floodway and floodway fringe, but no one regulates the “floodplain” as it’s not an official term)
- b. There are three agency types involved in the regulation of the floodway and floodway fringe: 1) IDNR regulates the floodway 2) Local Agencies regulate the floodway fringe and 3) FEMA dabbles in both.
- c. The above items apply to jails and administrative type buildings. ***Jails are considered abodes (have overnight sleeping spaces) and cannot be constructed in the floodway at all.*** A separated (not attached to the jail) Sheriff’s Office or Administrative building could be constructed in a floodway but every unit of water volume blocked in the floodway would require a direct offset of cut somewhere else on the site in the floodway/floodway fringe. This is so that no flood stages would be increased by the blockage. As such, for all intents and purposes, no buildings in the floodway as it is nearly impossible to make the equal cut/fill described above work. If this is attempted though, FEMA requires this “no rise” condition be met or a Letter of Map Revision be approved to correctly reset the existing flood mapping conditions.
- d. Floodway fringe areas can be built on generally (both jails and administrative buildings) as they only require two feet of freeboard above the 100-year flood elevation to meet most regulations. Local ordinances for Bloomington/Monroe County would need to be checked for additional flood requirements but generally can be met with the correct proposed site conditions.

2. The possible footprint placed on the six properties considered was only that of the jail. Whether the properties had the capability of future collocation was considered.

3. The properties’ capability to accommodate future expansion was also considered.





LEGEND

PROPOSED PROJECT AREA

PROPERTY LINE

FEMA ZONE AE  
(100 YEAR FLOODPLAIN)

FLOODWAY

SLOPES 25% AND GREATER  
(UNDEVELOPABLE)

BUILDING FOOTPRINT

- OBSERVATIONS
- BUILDING CONSTRUCTION  
WITHIN THE FLOODWAY IS NOT  
PERMITTED FOR JAIL USE

LOCAL REQUIREMENTS FOR  
COMPENSATION OF LOST  
FLOODPLAIN STORAGE AREA  
(TO BE CONFIRMED).

MINIMAL OPPORTUNITY FOR  
SITE IMPROVEMENTS IE: SITE  
CIRCULATION, SURFACE  
PARKING, STORM DETENTION

MINIMAL OPPORTUNITY FOR  
FUTURE EXPANSION

FURTHER INVESTIGATION INTO  
SETBACKS REQUIRED (TO BE  
CONFIRMED)

ACREAGE: 11.56 AC

DISTANCE TO EXISTING  
JUSTICE CENTER - 301 N  
COLLEGE AVE:  
1.5 MILES / 6 MIN.

WITHIN CITY OF BLOOMINGTON  
LIMITS.

PROJECT SITE 2

SCALE: 1" = 60'-0"

0

30

60

120

180

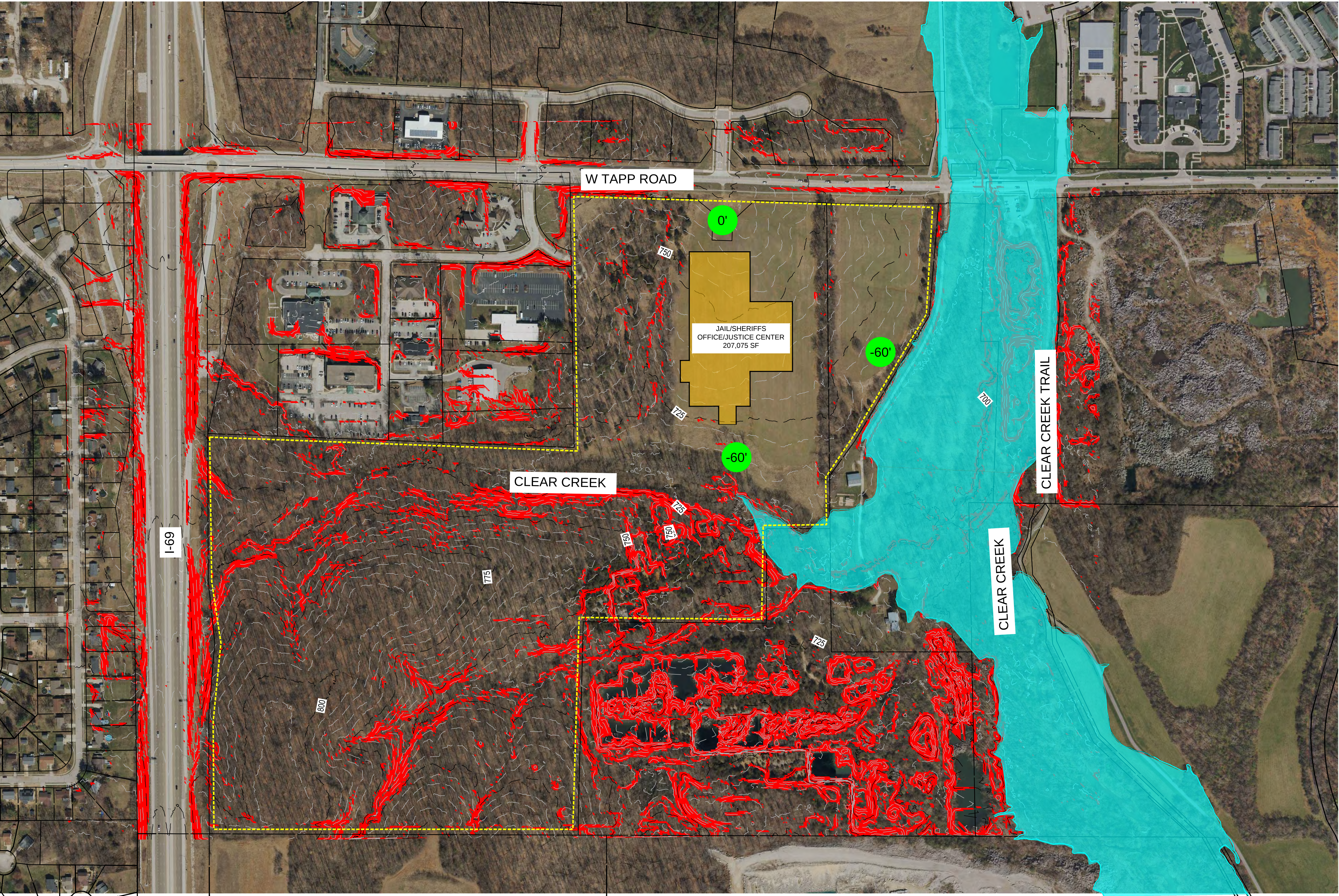
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DLZ

Monroe County Justice Center - Bloomington Transit Garage

Bloomington, Indiana

2/13/2026



LEGEND

PROPOSED PROJECT AREA

PROPERTY LINE

FEMA ZONE AE  
(100 YEAR FLOODPLAIN)

FLOODWAY

SLOPES 25% AND GREATER  
(UNDEVELOPABLE)

BUILDING FOOTPRINT

- OBSERVATIONS
- BUILDING CONSTRUCTION WITHIN THE FLOODWAY IS NOT PERMITTED FOR JAIL USE.
  - LOCAL REQUIREMENTS FOR COMPENSATION OF LOST FLOODPLAIN STORAGE AREA (TO BE CONFIRMED).
  - ADEQUATE SPACE FOR JAIL, SHERIFF'S OFFICE AND JUSTICE CENTER.
  - ADEQUATE OPPORTUNITY FOR FUTURE EXPANSION.
  - ADEQUATE OPPORTUNITY FOR SITE IMPROVEMENTS IE: SITE CIRCULATION, SURFACE PARKING, STORM DETENTION.
  - APPROXIMATELY 60 FEET OF GRADE CHANGE FROM NORTH TO SOUTH ACROSS SITE.
  - FURTHER INVESTIGATION INTO SETBACKS REQUIRED (TO BE CONFIRMED).
  - NO SITE ACCESS FROM SOUTHWEST PORTION OF SITE ALONG I-69.
  - ACREAGE: 95.29 AC
  - DISTANCE TO EXISTING JUSTICE CENTER - 301 N COLLEGE AVE: 6.4 MILES / 9 MIN.
  - WITHIN CITY OF BLOOMINGTON LIMITS.

PROJECT SITE 3

SCALE: 1" = 200'-0"

0100200400600

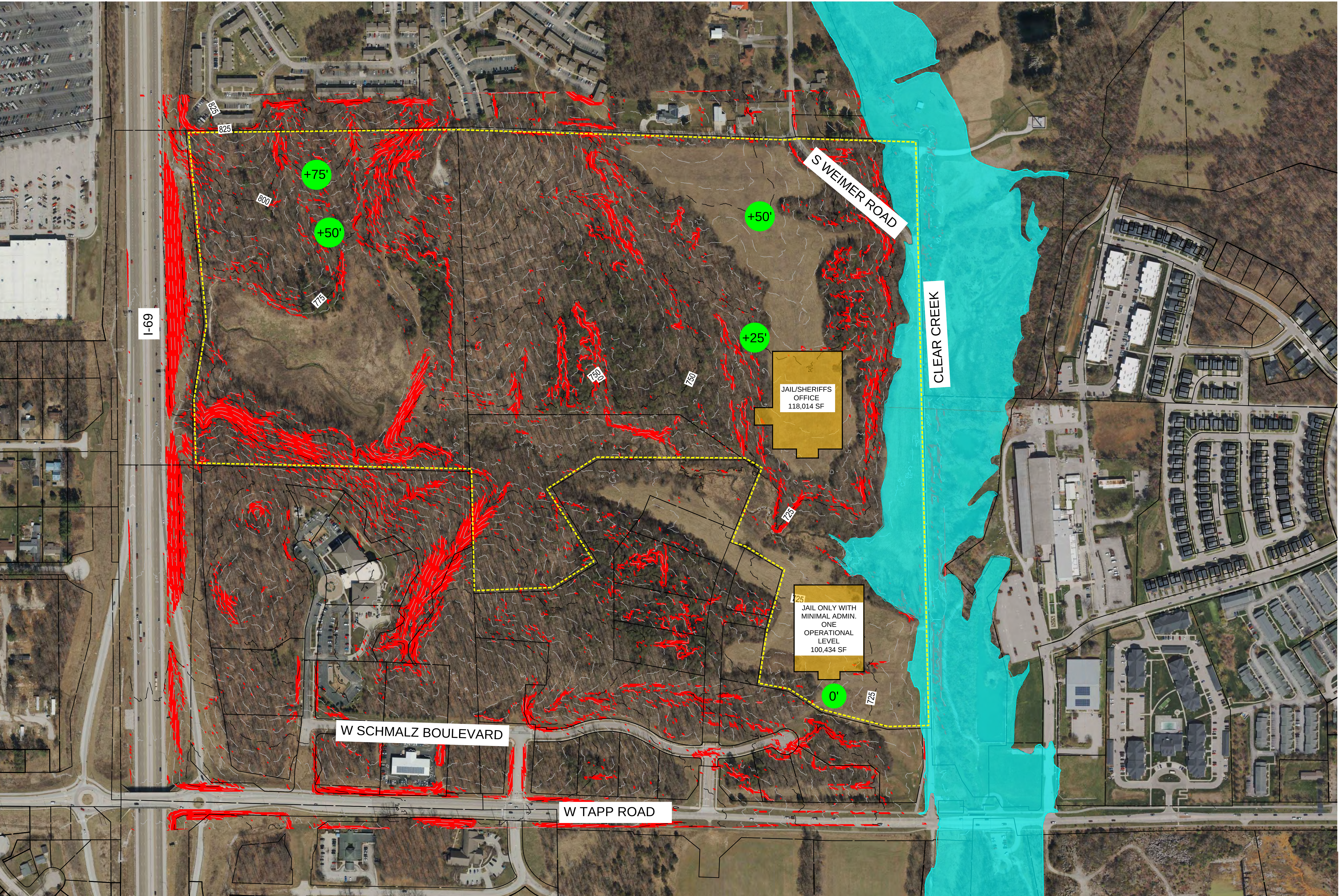
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DLZ

Monroe County Justice Center - Tapp Road South

Bloomington, Indiana

2/13/2026



LEGEND

PROPOSED PROJECT AREA

PROPERTY LINE

FEMA ZONE AE  
(100 YEAR FLOODPLAIN)

FLOODWAY

SLOPES 25% AND GREATER  
(UNDEVELOPABLE)

BUILDING FOOTPRINT

- OBSERVATIONS
- BUILDING CONSTRUCTION WITHIN THE FLOODWAY IS NOT PERMITTED FOR JAIL USE.
- LOCAL REQUIREMENTS FOR COMPENSATION OF LOST FLOODPLAIN STORAGE AREA (TO BE CONFIRMED).
- SITE IS FRAGMENTED BY UNDEVELOPABLE SLOPES OF 25% AND GREATER.
- MINIMAL OPPORTUNITY FOR SITE IMPROVEMENTS IE: SITE CIRCULATION, SURFACE PARKING, STORM DETENTION.
- APPROXIMATELY 75 FEET OF GRADE CHANGE FROM NORTH TO SOUTH ACROSS SITE.
- FURTHER INVESTIGATION INTO SETBACKS REQUIRED (TO BE CONFIRMED).
- NO SITE ACCESS FROM NORTHWEST PORTION OF SITE ALONG I-69.
- ACREAGE: 107.26 AC
- DISTANCE TO EXISTING JUSTICE CENTER - 301 N COLLEGE AVE: 6.4 MILES / 9 MIN.
- WITHIN CITY OF BLOOMINGTON LIMITS.

PROJECT SITE 4

SCALE: 1" = 200'-0"

0100200400600

N

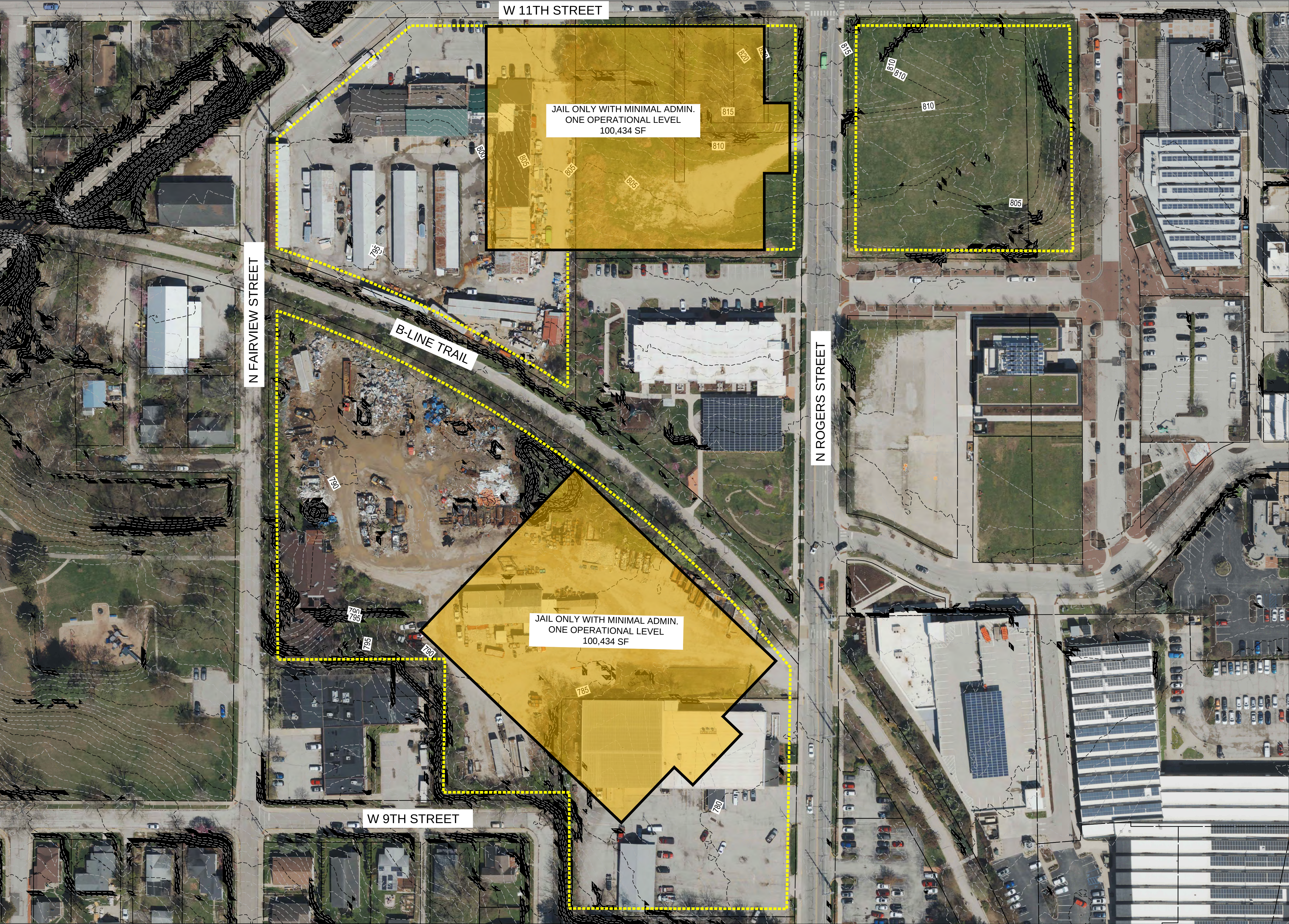
DLZ

Monroe County Justice Center - Tapp Road North

Bloomington, Indiana

2/13/2026





# Monroe County Justice Center - Fell Iron / Bender Lumber

Bloomington, Indiana

2/16/2026

## LEGEND

- PROPOSED PROJECT AREA
- PROPERTY LINE
- FEMA ZONE AE (100 YEAR FLOODPLAIN)
- FLOODWAY
- SLOPES 25% AND GREATER (UNDEVELOPABLE)
- BUILDING FOOTPRINT

## OBSERVATIONS

- MINIMAL OPPORTUNITY FOR SITE IMPROVEMENTS IE: SITE CIRCULATION, SURFACE PARKING, STORM DETENTION.
- MINIMAL OPPORTUNITY FOR FUTURE EXPANSION.
- FURTHER INVESTIGATION INTO SETBACKS REQUIRED (TO BE CONFIRMED).
- SITE IS WITHIN THE TRADES DISTRICT.
- SITE IS ADJACENT TO THE B-LINE TRAIL.
- ACREAGE:
  - BENDER LUMBER: 7 AC
  - FELL IRON: 7 AC
- DISTANCE TO EXISTING JUSTICE CENTER - 301 N COLLEGE AVE: .6 MILES / 3 MIN.
- WITHIN CITY OF BLOOMINGTON LIMITS.

PROJECT SITE 6

SCALE: 1" = 60'-0"

