

Report of the Common Council Sidewalk Committee

April 17, 2013

Committee Members and Staff

The members of the 2013 Committee were appointed by the President of the Council in 2012 and included:

- Chris Sturbaum, District 1 (Chair)
- Dorothy Granger, District 2
- Marty Spechler, District 3
- Dave Rollo, District 4

The committee members were assisted by the following persons:

Office of City Clerk

Sue Wanzer, Deputy City Clerk

Council Office

Dan Sherman, Council Administrator/Attorney

Stacy Jane Rhoads, Deputy Administrator/Researcher

Public Works

Susie Johnson, Director

Justin Wykoff, Manager of Engineering Services

Planning

Scott Robinson, Long Range / Transportation Manager

Vince Caristo, Bicycle & Pedestrian Planner

HAND

Bob Woolford, Housing Coordinator

Parks and Recreation

Steve Cotter, Natural Resources Manager

Utilities

Jane Fleig, Assistant Engineer

Overview

The Committee makes recommendations to the entire Council on the use of certain transportation-related monies budgeted for 2013. It met six times from January to April 2013 to review the program and make those recommendations. The transportation-related monies are comprised of \$275,000 from the Alternative Transportation Fund (ATF), which receives surplus revenues from the Neighborhood Parking Program (BMC 15.37.160). That amount constitutes an increase of \$50,000 over 2012. For the last few years, due to fiscal constraints, the City of Bloomington Utilities department was not able to set aside what had been \$125,000 annually for the storm water components of these sidewalk projects. (That funding began in 2007 at \$100,000, increased to \$125,000 in 2008 and ceased in 2010.) In lieu of a set aside of funds, CBU has offered to explore providing in-kind contributions for identified projects.

Schedule

The Committee met on:

- January 8, 2013 at 4:00 pm

- January 24, 2013 at 3:15 pm
- January 31 2013 at 3:05 pm
- February 7, 2013 at 11:30 am
- February 21, 2013 at 11:30 am
- April 10, 2013 at 3:00 pm

Summary of Deliberations

The following outline provides an overview of what the Committee did at those meetings. *Please note that the draft Memoranda for these meetings will be [online](#) under the Council Sidewalk Committee and can be inspected in the Council Office once reviewed by the Committee and approved by the Chair.*

Preliminary Matters

Early on, the Committee:

- Elected a Chairperson (Chris Sturbaum)
- Acknowledged and thanked the Office of City Clerk for acting as Secretary for the proceedings.

Review of Funding

The Committee reviewed money available for Council Sidewalk Projects in 2013 - \$275,000, which was increased by \$50,000 over last year - and, unlike in previous years, deferred a decision to set aside funds for traffic-calming projects, given the lack of such prospects this year and the possibility of a contribution towards a County project.

Status of Past and Pending Projects

The Committee heard a status report on last year's (2012) recommendations from Wykoff. As noted below, two projects were completed in 2012 and one will be completed in 2013. For one particularly large and expensive project, the ATF allocation will be spent in 2013, but the project as a whole will be completed in 2014.

2012 Recommendations/Allocations

East Third Street -- Overhill Drive to Travel Lodge – Construct Sidewalk (North Side).

This project is the last leg of a multi-year project that runs from Union Street on the west to a sidewalk recently completed by INDOT on the east. It is almost complete at a cost of \$151,000 (out of a budget allocation of \$154,000). That amount, however, does not include the cost of relocating seven light poles required by the electric utility which was paid by Public Works at a cost of \$16,000.

Mitchell Street – Maxwell Lane to Circle Drive – Lane Marking (East Side).

This project involved the adoption of an ordinance that prohibited parking on this segment of Mitchell Street which occurred in October 2012. As a result, the request for striping came in after the City had completed its spring striping last year and will

be completed this spring, during the City's lane striping season. The estimated cost continues to be \$1,100.

Morningside Drive – Saratoga to Sheffield – Construct Sidewalk (North Side)

This project is the second leg of a Committee-funded sidewalk that now runs from Smith Road to Sheffield Drive. It has been completed at a cost of \$16,438 (out of a budget allocation of \$19,856). This was a simpler project because it did not involve acquisition of right-of-way, installation of stormwater infrastructure (e.g. curbs, inlets, and pipes), or much change in grade.

Rockport Road – Coolidge Drive for 310 Feet North – Purchase Right-of-Way (West Side)

Last year, the Committee budgeted \$34,560 plus any unspent funds toward the acquisition of right-of-way in order to move the installation of this sidewalk forward at a faster pace than would otherwise occur. This sidewalk is part of a larger \$900,000 roadway improvement project, with \$330,000 provided via Community Development Block Grant (CDBG) funds. According to Woolford, design and acquisition of land should go forward in 2013 and the rest of the project completed in 2014. The goal, over time, is to complete missing sidewalk links on the west side of Rockport Road from Rogers Street to the Country Club/Tapp Road intersection. After this project, these missing links will still include a few old farmhouse properties that have not been built out and therefore have not triggered the need for sidewalk installation.

Previous Years' Allocations/Projects

Southdowns from Jordan to Mitchell (Construct Sidewalk on South Side) — This was a combined Public Works and Utilities project that completed a route on the Bicycle and Pedestrian Transportation and Greenways System (Greenways) Plan that connects Bryan Park with sidewalks at High and Covenanter.¹ It was delayed from 2011 to 2012 because of work on another interdepartmental project and was completed in 2012.

West 17th Street from Madison/Kinser to College Avenue (Design for Sidewalk on South Side) –Any funds remaining from the \$225,000 allocations in 2011 were to go toward the cost of designing this sidewalk link. Those costs were estimated at about \$25,000. With the help of remaining ATF and additional monies provided by Public Works, the design of this project was completed and calls for narrowing of portions of the street.

- *(Please note that the Public Works, Parks and Recreation, HAND, and Planning departments all provided documents describing recent sidewalk and pedestrian-related projects which were included in Appendix 6 of the Council Sidewalk Committee packet for its initial meeting in January. This packet is available online at as well as in the Council Office.)*

¹ The second-to-last segment was Marilyn Drive from Nancy to High Streets and was completed in the Spring of 2011.

Program Criteria

The Committee reviewed its criteria for funding projects with the help of Scott Robinson. The Committee uses six criteria, some of which have been filtered through some analytics developed by the Plan staff. Here are the criteria and corresponding information in an Evaluation Matrix:

Criteria	Analytics and Information	
1) Safety Considerations	Pedestrian Level of Service (PLOS) - gauges the pedestrian experience based upon traffic volume and speed, lane width, presence and width of sidewalk, and presence, type, and width of the buffer.	
2) Roadway Classification		
3) Pedestrian Usage	Residential Density	Walkscore – an online score that gauges pedestrian demand based upon proximity to a mix of destinations. Score: 0 (car dependent) – 100 (walker’s paradise)
4) Proximity to Destinations	Transit routes and stops	
5) Linkages	Proximity to existing sidewalks as shown on Sidewalk Inventory (updated annually).	
6) Cost and Feasibility	Estimates provided by Engineering Dept.	

Robinson reminded the Committee that his department prepares an Evaluation Sheet which scores projects based upon objective measures associated with some, but not all, of the criteria. In that regard, he mentioned that:

- The Walkscore (which borrows an online analytic tool to provide an objective measure for Criteria 3 [Pedestrian Usage] and Criteria 4 [Proximity to Destinations] was updated for all projects;
- The Evaluation Sheet currently does not incorporate objective measures for the Criteria 5 (Linkages or, in other words, “connectivity”) and Criteria 6 (Feasibility), and therefore, the satisfaction and weighing of that criteria was left to the judgment of Committee members;
- Next year, he and Caristo were considering adding other objective factors including:
 - Crash data and traffic counts (under Safety);
 - Sidewalk densities (under Pedestrian Usage); and
 - Perhaps, number of parcels (under Cost and Feasibility).

In the course of its deliberations, the Committee:

- Discussed lowering the priority for sidewalk proposals where a sidewalk exists on the other side of the street, but acknowledged the need sidewalks on both sides of higher classification roadways (with higher corresponding volumes and speed of traffic) or other barriers to crossing the roadway safely;
- Lowered the priority of some projects based upon assumptions regarding relative lower volumes and speeds of traffic.

Narrowing Priorities after Review of Evaluation Sheet and a Pedestrian Crossing

The Committee reviewed the Evaluation Sheet (attached), which contained 39 proposed projects, including seven new ones for 2013, heard one request for a pedestrian crossing, and asked

Wykoff to prepare estimates for 12 projects. These 12 projects are listed below starting with the ones recommended for funding followed by the others and include a brief summary of the relevant deliberations:

Recommended for Funding in 2013

- **17th – Madison to College Avenue –South Side (Rank #2)** – Following an investment in the design of this project in 2011 and an offer from City of Bloomington Utilities to cover the storm water costs associated with it, the Committee recommended funding construction of a sidewalk in 2013. The offer from CBU reduced the allocation for this project from \$268,111 to \$161,000. The actual cost, however, of the CBU portion may exceed the estimate and, in that regard, the Committee recommended that any funds remaining after the initial allocations be made available for this purpose. In the course of its deliberations, the Committee learned that the Greenways Plan calls for a bike lane to be installed on the north side of the street.
- **Maxwell Lane – Highland Ave to Sheridan Drive – Highland to Jordan Segment - North Side (Rank #28)** This is one block of a two-block project that would be constructed on the north side of the street from the bottom of a hill (at Highland) to the other side of the crest at Sheridan. Once these two blocks are complete - with the help of previous Committee-recommended projects - there will be a continuous run of sidewalks all the way from High Street on the east to Henderson on the west.

The design for the project (funded in 2006) calls for a sidewalk to be built in the right-of-way on the north side, with a curb and inlets channeling water under the sidewalk to an existing ditch running parallel to the street. The estimated cost of the Highland to Jordan segment is \$86,724 and the estimated cost for the Jordan to Sheridan segment is \$65,395 (both after design costs have been removed). Given the contribution toward the 17th Street project, CBU could not commit to contribute here as well. The Committee chose to start at the bottom (the former of the two estimates) rather than the top of the hill, but thought that motorists approaching on the other side of the hill might need warnings of the sidewalk.

- **Moore's Pike & Olcott Boulevard (Intersection) - Pedestrian Crossing (Not on Listed on the Sidewalk Evaluation Sheet)** This project was presented to the Committee by Councilmember Rollo after the Traffic Commission denied a request for a three-way stop at this intersection in January. The denial was based upon the recommendation of the Engineering Department, which conducted a traffic study that did not produce the “warrants” justifying a stop sign. The Committee learned that there is a significant population to the south with no easy bicycle or pedestrian access to the many destinations to the north due to the lack of a continuous sidewalk on the south side of Moore's Pike and no marked crossing to the continuous sidewalk on the north side of Moore's Pike.

At the request of Councilmember Rollo, the Engineering Department designed a pedestrian crossing at this intersection, but without a stop sign. This crossing would have a raised pedestrian island and lane narrowing through lane marking. Some of the residents to the south, however, still advocate for a three-way stop sign at that location and intend to pursue the matter with the Council. In answer to a question about the cost of installing a stop sign, staff did not provide an amount, but suggested that crest of a hill may need to be cut to

improve the line-of-sight for motorists approaching the intersection. However, upon further questioning, staff indicated that the improvements related to the pedestrian crossing were independent of (and not affected by) any improvements related to a stop sign. The project, without a stop, would cost about \$18,500.

- **Leonard Springs Between 400 South of Bloomfield Road to Tapp Road – East Side (Rank #27)** Councilmember Sturbaum relayed this request to the Committee after conversations with Geoff McKim of the County Council. The roadway along this stretch is owned and maintained by the City, but properties on both sides are in the County. Further south of Tapp Road, however, there are some pockets within the City, which include a commercial center on Barge Road, some apartments on or near West Maybury Mall Road, and Heatherwood Trailer Park. In articles included with the packet for the initial meeting of the Committee, the H-T noted that pedestrians have worn a trail along the roadside. The project itself appears to entail a 1,200 foot sidewalk crossing about 10 parcels.

Early on in its deliberations, the Committee considered using some of the money ordinarily set aside for traffic-calming projects (which are generally no more than \$15,000 each year) given the lack of such projects in the foreseeable future. In the latter part of its deliberations, the Committee revisited this project and agreed that any funds in excess of what was needed on other projects in 2013 could be allocated here as long as there were adequate assurances that the project was going forward. It also declared an intent to use a portion of the usual set aside for this purpose in 2014 with the total contribution for this project not to exceed \$15,000.

Not Recommended for Funding in 2013

- **Kinser Pike from Colonial Crest to 17th Street -West Side (Rank #1)** – Last year, Councilmember Sturbaum worked with Wykoff to shift this highest ranked project from the east side (where the acquisition of right-of-way would cost about \$48,466) to the west side. Rather than constructing a sidewalk, this proposal calls for constructing an 8-foot wide, 1,300 feet long, raised asphalt lane within the right-of-way at a cost of about \$371,574. The Committee concluded that the project was too expensive to undertake at this time, but discussed the possibility of phasing this project in over a period of years.
- **West 14th Street from Madison to Woodburn – North Side (Rank #3)** – The project ranked fourth in the Evaluation Sheet and would involve 468 feet of sidewalk at a cost of about \$108,349. It came forward from a constituent in 2010 and that interest was reaffirmed in 2012 by former Councilmember Piedmont-Smith. The Committee learned it ranked so high because of its proximity to walkable destinations. However, the Committee also concluded that lower traffic on this street presented less of a hazard to pedestrians than other lesser-ranked projects and turned elsewhere for allocations in 2013.
- **South Rogers – South of Hillside Drive – East Side (Rank #8)** This project ranked eighth and would involve the installation of a 366 foot long sidewalk, including the crossing of a culvert, at an estimated cost of \$102,976. After hearing about the potential difficulty of crossing the creek and learning that the City’s Parks and Recreation Department might want to purchase the property to the south as a means for access to the B-Line Trail and Switchyard, the Committee decided to look elsewhere for this year’s allocations.

- **West 17th from Crescent to College Avenue – Maple to Jackson Street Segment –South Side (Rank #8)** Councilmember Sturbaum raised this sidewalk project two years ago as an example of a large one that needed to be built, but was too expensive for the ATF to handle alone. At that time, Wykoff informed the Committee that, should I-69 extend through the City as a limited access highway, West 17th would run under I-69 and, therefore, become a prime candidate for MPO funds. In addition, the proposed roundabout at 17th/Arlington/Monroe would include a sidewalk on the south side and a sidepath on the north side of West 17th from Monroe to Maple, thus leaving about 1,200 feet of sidewalk missing from Maple to Madison. In the course of deliberations, the Committee learned it would cost \$178,485 for: 1) about 650 feet of sidewalk (with some sidewalk already in place between Jackson and Madison); 2) steps at Jackson Street; and 3) a storm water component (estimated at \$59,000) that might be covered by City Utilities. Given the commitment toward the Madison to College Avenue segment this year, the Committee looked elsewhere for the remainder of this year’s allocations.

- **E. 7th Street – SR 45/46 Bypass to Hillsdale Dr. (Rank #14)** This project would connect the bicycle/pedestrian underpass at SR45/46 with the neighborhoods to the west. It would: cost about \$116,380; include steps with a “cheek” wall to accommodate the walking of bicycles; and run for approximately 540 feet. The Committee noted that this project would not address the lack of access from the roadside to the underpass on the west side of SR45/46. The low level of vehicular traffic along this two block project led the Committee to look elsewhere for its allocation.

- **Walnut Street – Winston/Thomas to Nat’l Guard Armory – West Side (Rank #20)** This is one of two missing sidewalk links along the west side of Walnut between Country Club/Winslow on the north and Gordon Pike on the south. The other is next to Legends nightclub. It would run for about 378 feet, cost about \$68,883, and follow upon previous Sidewalk Committee projects early in the last decade. Its relatively low ranking and the desire to finish more recent projects, led the Committee to look elsewhere for allocations this year.

- **Sheffield Drive – Morningside Dr. to Plymouth Rd. – West Side (Rank #22)** This project would build upon projects installed in the last two years and result in a continuous sidewalk running from Smith Road along Morningside Drive to Sheffield and along Sheffield to Plymouth Road. It would fill in about 900 feet of missing sidewalk at a cost of about \$66,830. The Committee learned that school children and mothers with strollers walk this windy street. It also heard that the neighborhood association might be interested in extending the sidewalk on Morningside Drive to the east. Although interested in this project, the Committee did not have funds this year.

- **Walnut Street – SR 45/46 to 500 N. of Fritz Drive – West Side (Rank #29)** This is a 2,195 foot long project along North Walnut would connect some apartments on the west and neighborhoods on the east with pedestrian facilities at the intersection with SR 45/46 and cost \$701,009. The Committee learned that the Bicycle and Pedestrian and Greenways Plan calls for bike lanes on both sides of this portion of North Walnut. Given the cost of the project and probable low usage, the Committee speculated on having the proposed bike lanes serve as multi-use lanes.

- **Graham Street – Rogers to Rockport Road – Rogers to Milton Segment - North Side (Rank #36)** This project is one block of a three-block proposal. It would run for 300 feet, along the north side of the street (because of existing right-of-way) at a cost of \$84,122. The entire project would cost between \$400,000 - \$500,000. The Committee learned that the transit stop was on the south side of the street. The high cost of the project in light of other significant investment in the surrounding area; the need to wait for storm water improvements expected along Rogers Street before work could begin on this block; and, the appearance of low pedestrian and vehicular usage led the Committee to look elsewhere for allocations this year.

Concluding Actions

At the conclusion of the deliberations, the Committee:

- Requested disclosures of any conflicts of interest and heard one from the Administrator/Attorney, who owns and resides in a house along one proposed project (Nancy Street from Mark to Hillside) which has not been given serious consideration in many years;
- Approved the funding recommendations;
- Authorized the Chair to approve minutes of meetings after giving members an opportunity to review and offer corrections
- Authorized submittal of a Committee Report to the Council after signatures have been obtained by a majority of Committee members;
- Requested an annual accounting of ATF monies in relation to the allocations and cost of the underlying projects; and
- Reviewed its procedures and criteria for next year's deliberations.

FORMAL RECOMMENDATIONS - FUNDS AVAILABLE: \$275,000

Alternative Transportation Fund (ATF) Use the \$275,000 of Alternative Transportation Funds appropriated in 2013 for sidewalks projects, but rather than set aside a certain portion for traffic-calming projects, recommend funding a pedestrian crossing and, with adequate assurances on construction, contributing toward a County sidewalk along a City roadway.

No CBU Set Aside for Storm Water Component of Council Sidewalk Projects Due to budgetary constraints, the CBU will not be setting aside funds for the storm water component of Council sidewalk projects in the foreseeable future. However, the department offered to look at proposed projects and see whether it can provide some in-kind contributions. One such project was identified in 2013. (see below)

CHART OF 2013 COUNCIL SIDEWALK COMMITTEE RECOMMENDATIONS: The Committee recommended funding the following projects and, in some instances, certain conditions:

	<u>ATF</u>	<u>CBU</u>	<u>OTHER FUNDS</u>
West 17th – Construction of a Sidewalk Madison to College Avenue (South Side) <i>* CBU has agreed to offer in-kind services.</i>	** \$161,000	* \$107,199	\$0
Maxwell Lane – Construction of a Sidewalk Highland to Jordan (North Side)	\$87,000	\$0	\$0
Moore's Pike & Olcott Boulevard – Construction of a Pedestrian Crossing	*** \$18,500	\$0	\$0
Any remaining funds will be spent in the following manner:	\$8,500	\$0	\$0
** First, it will be used to cover any overages for the West 17th Street Project			\$0
Second, it will be used to contribute toward the Leonard Springs Pedestrian Project proposed by Monroe County (as long as there are adequate assurances regarding the progress of the project). The Committee also declared an intent to recommend funding <i>no more than a total of \$15,000</i> over two years toward this project should it be constructed. **** Monroe County would construct and bear the remaining cost for this project.		\$0	****
GRAND TOTAL	275,000	\$107,199	\$0