Passed 8-1-0 (Smith)

RESOLUTION 20-08

APPROVING THE CITY OF BLOOMINGTON'S TRANSPORTATION DEMAND MANAGEMENT PLAN

WHEREAS, In January 2018, the Bloomington Common Council passed Resolution 18-01, adopting the City's *Comprehensive Plan;* and

WHEREAS, The *Comprehensive Plan* is the City's long-range vision for the community, one upon which future land use and other policy decisions are predicated; and

WHEREAS, The *Comprehensive Plan* outlines broad goals, policies, and programs to strengthen the environmental, social, and economic well-being of the community and its residents; and

WHEREAS, The *Comprehensive Plan* Goal 6.6 states, "Optimize Public Space for Parking: Plan and develop parking for cars and bicycles with a focus on efficiency and equity" (*Comprehensive Plan*, pg. 75); and

WHEREAS, The *Comprehensive Plan* includes recommendations for three programs directly related to the *Transportation Demand Management Plan* as follows: "Regularly examine parking demand, utilization, and alternatives in the Downtown area and City-wide; Develop a Parking Management Program for the Downtown area that supports downtown businesses while encouraging a walkable, urban core; and Provide clear information about parking and transportation options, such as educational materials about the parking meter hours and garage locations" (*Comprehensive Plan*, pg.77); and

WHEREAS, The *Comprehensive Plan* recognizes the importance of transportation demand management and states, "The city does not have the space or resources to significantly expand roads and intersections within the built-out, urban environment. Many medium and large-sized cities with similar challenges are using transportation demand management to reduce travel demand, or to redistribute travel demand in space or time " *(Comprehensive Plan,* p. 72); and

WHEREAS, The *Comprehensive Plan* recommends measuring parking utilization as an outcome by stating, "Public parking demands are managed efficiently and effectively, to an optimum level of 85% of supply" with the following two indicators, "Downtown public parking utilization rates" and "Neighborhood parking zone utilization rates," (*Comprehensive Plan*, pg. 78); and

WHEREAS, Developed by Wells+Associates, at the direction of the City's Planning and Transportation Department, with input from stakeholders and driven by data analysis, the *Transportation Demand Management Plan* outlines action items the City could take as well as recommendations for reporting and evaluating progress; and

WHEREAS, The *Transportation Demand Management Plan* is not intended to be an exhaustive guide to all actions the City may take; instead, it is intended to be a guide and framework for implementing a transportation demand management program with recommendations for best practices that, in the consultants' professional opinions, will best serve the Bloomington community; and

WHEREAS, Because transportation demand management is contemplated in the *Comprehensive Plan,* the Council wishes to formally accept this plan as an advisory document for City activities and funding priorities;

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

SECTION 1. The City of Bloomington *Transportation Demand Management Plan* (2020) is hereby accepted as an advisory document.

PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 3rd day of JUNE, 2020.

~~STEPHEN VOLAN,~~ President
Bloomington Common Council

ATTEST:

NICOLE BOLDEN,
Clerk
City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this 5th day of June, 2020.

NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED and APPROVED by me upon this 11th day of June, 2020.

JOHN HAMILTON, Mayor
City of Bloomington

SYNOPSIS

This resolution is sponsored by Councilmember Piedmont-Smith. It cites the City of Bloomington's Comprehensive Plan's references to efficiently manage parking and to utilize transportation demand management strategies and accepts the 2020 *Transportation Demand Management Plan* as an advisory document.

Distributed to: Mayor, Council Attorney, Clerk, Controller, Legal, Police Department, Planning and Transportation, Economic & Sustainable Development

WELLS + ASSOCIATES

BLOOMINGTON, IN TDM PROGRAM PLAN

May 2020

Bloomington, Indiana

TDM Program Plan

May 2020

Prepared by:

Wells + Associates

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Section 1
Introduction

The City of Bloomington is famous for many things; it is home of the Indiana University system's flagship campus, the Little 500 bicycle race, and the Lotus World Music & Arts Festival. Its residents enjoy world-class amenities alongside small-town charm. Parts of the city are compact and densely settled, with the Indiana University, Bloomington, campus directly adjacent to the downtown. Approximately 85,000 residents live within the city's 23 square miles, and another approximately 50,000 residents live in the broader Bloomington region, which includes suburban communities in Monroe County like Ellettsville. The city maintains both trails and bicycle lanes, to promote healthy living and environmental sustainability, and the American League of Bicyclists has recognized it as a Gold Level Bicycle Friendly Community.

Bloomington is undergoing significant population growth and downtown real estate development. The skyline is dotted with cranes, and the city's economy is shifting away from a traditional manufacturing base to a more diverse, service-oriented economy. For instance, the city is currently developing a 12-acre area into The Trades District, designed to attract many more employers and thousands of employees to downtown. The Mill, a coworking and business incubator space, is already fully developed, and the historic Kiln building is being redeveloped into mixed-use space to support the growth of businesses developed at The Mill. It is common for population growth and real estate development to bring corresponding transportation challenges, and, indeed, parking is becoming more limited in Bloomington.

The city has anticipated the need for its transportation network to grow and adapt alongside its economic growth; increasing multimodal transportation options was named as a priority in the city's Comprehensive Plan, Transportation Plan, and Sustainability Action Plan. The city recognizes that reducing its dependence on automobiles will enhance quality of life for residents, reduce frustrations associated with getting downtown, and support the economic vitality of downtown businesses. To help put its multimodal transportation plans into action, Bloomington is pursuing Transportation Demand Management (TDM), which provides strategies for improving the accessibility of existing transportation infrastructure and influencing travel behavior to best leverage it.

Context for TDM in Other Bloomington Planning Efforts

This Transportation Demand Management (TDM) program will further the following goals set out in Bloomington's Comprehensive Plan[1]:

- Goal 1.2 Health & Safety: Support programs and strategies that sustain and enhance the health and safety of residents and visitors.

[1] 2018 Comprehensive Plan. City of Bloomington, IN. 2018, pp28-30.

- Goal 1.3 Partnerships: Engage the community by working with regional partners, schools, businesses, and non-profits to create partnerships that provide community services and programs for all age groups.
- Goal 1.5 Resilience: Plan for a future in which the services we provide to our community continue to thrive and adapt to Bloomington's growth and change.
- Goal 1.7 Employment: Retain, develop, and attract quality jobs by fostering a healthy economic climate for area employers.

By improving the viability and uptake of multimodal transportation, the plan will promote healthy living, enable Bloomington to grow and adapt to change as demand for new forms of transportation evolves, and support local businesses and economic activity in the downtown by making it easier to access jobs. The TDM program's commitment to partnering with an array of regional as well as local business, government, and community organizations also supports the city's goal to engage the community through partnerships.

Bloomington's TDM program also supports the city's Transportation Plan[2] by supporting its goal to leverage existing transportation infrastructure to meet the needs of an increasingly multimodal population. According to the Transportation Plan:

> This Plan recognizes the growing rates of walking, bicycling, and transit riding in Bloomington and the importance of planning for these active and healthy modes…The Plan achieves this shift by rethinking street classifications and providing updated multimodal facility recommendations... The City of Bloomington must balance its space, funding, and time between infrastructure for people who drive, take the bus, bicycle, or walk for transportation and recreation.

Transportation Demand Management supports multimodal infrastructure through demand-side solutions, which best leverage and balance use of existing public transportation resources and infrastructure. Further, the TDM program aligns with the Sustainability Action Plan, the overall vision of which is that "All Bloomington citizens have access to safe, affordable, and low-carbon transportation options that support healthy, active lifestyles." In particular, the TDM program will help Bloomington achieve goal 3.2, which is to reduce the Bloomington community's single-occupancy vehicle (SOV) rate from 62.8 percent (baseline rate from 2016) to 60 percent in 2022.[3]

A 2018 parking study performed by Desman Design Management[4] identified that during peak times, Bloomington's parking facilities are over capacity. The parking industry holds that at least 15 percent of a parking facility's spaces must be available in order for it to be functional. This 85

[2] Bloomington Transportation Plan. City of Bloomington, IN, November 11, 2018, p1. <https://bloomington.in.gov/transportation/plan>
[3] Bloomington Sustainability Action Plan. City of Bloomington, IN, 2018, pp1-4. <https://bloomington.in.gov/sustainability/action-plan>
[4] Downtown Area Parking Study: Bloomington, IN. Prepared by Desman Design Management. June 21, 2018. pp14-15 and 29-30. <https://bloomington.in.gov/sites/default/files/2018-06/Bloomington%20Final%20Report%206.21.18%20FINAL.pdf>

percent saturation rate is considered "practical capacity"; during peak demand periods, 15 percent of spaces in both parking structures and on the street must remain available to accommodate incoming cars. Desman reports that much of Bloomington's parking supply is indeed over capacity:

> During the peak period, the 4th Street Garage (96%), Lot 1 (93%), and Lot 3(93%) were all more than 85% occupied [and] numerous metered street segments also exceeded 85% occupancy during this time…[and] all of the time-restricted, unrestricted and permit parking spaces south of 3rd Street that were surveyed exceeded 85% occupancy during the peak demand period.

The study concludes that although there is no overall shortage of parking in the Downtown, the system is becoming strained and shortages are occurring in localized areas. Desman concludes that the City may need to establish additional facilities "Unless demand for parking is reduced," citing TDM as a potential solution: "a number of transportation demand management techniques…may be used to reduce parking demand in downtown Bloomington" (30). Finally, the study concludes that the City is issuing many more Neighborhood Parking Permits than there is on-street parking space. Thus, this TDM Program Plan will support the findings of this 2018 parking study by decreasing parking demand and reducing pressure on Bloomington's parking supply.

Executive Summary

The program planning process began with market research and working with local stakeholders to understand what their desired outcomes are for Transportation Demand Management (TDM). To provide general direction for the Bloomington TDM program and this program plan, a steering committee was developed. The following stakeholders participated in all or part of the TDM program planning process:

- Bloomington Arts Commission
- Bloomington Economic Development Corporation
- Bloomington Transit
- City of Bloomington: Community and Family Resources Department, Economic & Sustainable Development Department, Office of the Mayor, Public Works Department
- COOK Medical
- Downtown Bloomington Inc. (DBI)
- Greater Bloomington Chamber of Commerce
- Indiana University TDM Program and Parking Operations
- Indiana University Health
- Monroe County Public Library
- Monroe County Commissioners' Office

These and other stakeholders participated in a stakeholder consensus-building and visioning exercise to establish a clear vision for Bloomington's TDM program. Additional research of best

practices around the country was performed through a peer review. Localized research of travel behavior amongst people who live and work in Downtown Bloomington was captured through a variety of survey efforts. This market research is catalogued and expanded upon in Section 2 of the program plan.

This TDM Program Plan is organized into the following sections:

- **Section 2** presents the results of all market research performed, including a stakeholder consensus-building and visioning exercise, peer review, and three commuter behavior surveys.
- **Section 3** introduces a recommended organizational model for Bloomington's TDM program to fulfill desired outcomes.
- **Section 4** elaborates on specific TDM strategies that should be delivered to achieve the goals established in Section 2.
- **Section 5** provides step-by-step actions for the City of Bloomington to take to transition regional TDM efforts from their current state to fulfilling the roles outlined in Section 4.
- **Section 6** presents a recommended marketing approach for the TDM division to communicate and promote its programs.
- **Section 7** outlines what it will cost to fulfill the roles and actions outlined in Sections 4 through 6.

This last section also recommends sources of revenue to provide the City of Bloomington's TDM Program with long-term financial sustainability. The result is a City of Bloomington TDM Program Plan that will not only guide the development of TDM efforts over the next several years but provide potential funders with a clear understanding of how their investment will benefit regional access, mobility, and economic competitiveness.

Section 2
Market Research

Market research to determine the role that the Bloomington TDM program should fulfill was conducted through a stakeholder consensus-building and visioning exercise, a peer review of city-wide TDM programs across the United States, and surveys of downtown Bloomington residents and employees. During the consensus-building and visioning exercise, stakeholders noted what role the program will play and how it should fit into the broader transportation and urban planning strategies of the city. The peer review identified best-practice trends that should be replicated by the Bloomington TDM program. The surveys revealed how current residents and employees commute to/from downtown Bloomington and explored what would be required to motivate those who drive alone to try something else.

2.1. Stakeholder Consensus-Building and Visioning Exercise

The stakeholder consensus-building and visioning exercise focuses on enhancing the ways in which a current program is being done well rather than concentrating on perceived weaknesses. Stakeholders who participated in the exercise represented the following organizations:

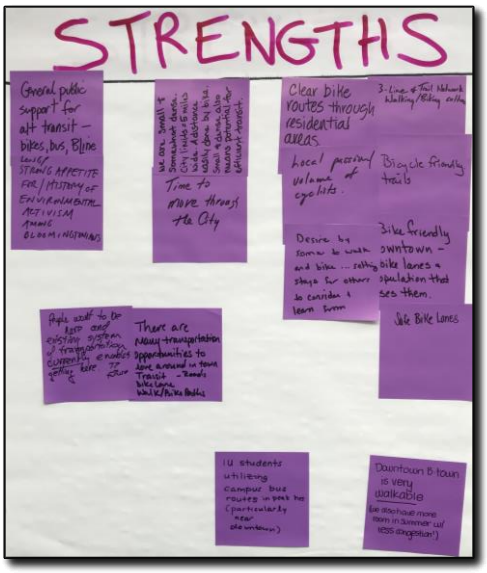
- Bloomington Arts Commission
- Bloomington Economic Development Corporation
- Bloomington Transit
- City of Bloomington: Community and Family Resources Department, Economic & Sustainable Development Department, Office of the Mayor, Public Works Department
- COOK Medical
- Downtown Bloomington Inc (DBI)
- Greater Bloomington Chamber of Commerce
- Indiana University TDM Program and Parking Operations
- Indiana University Health
- Monroe County Public Library

The outcome from the exercise provided the following insights.

Strengths

Stakeholders each provided what they viewed as current TDM strengths, the ways in which Bloomington successfully manages its transportation demand. Strengths in this section identify existing infrastructure as well as demographic characteristics that can be leveraged by the program to ensure success. The strengths captured in this list include one primary strength that

was agreed upon by a clear majority of the group, as well as five secondary strengths that were each identified by fewer members of the group:



- Primary Strength
  - Bicycle Infrastructure + Population that Uses It (7)
- Secondary Strengths
  - General Public Support for Multimodal Transportation (2)
  - Small/Dense Geography (2)
  - Availability of Multimodal Choices (2)
  - IU Students Utilizing Campus Bus Routes (particularly near downtown) (1)
  - Very Walkable Streetscape (1)

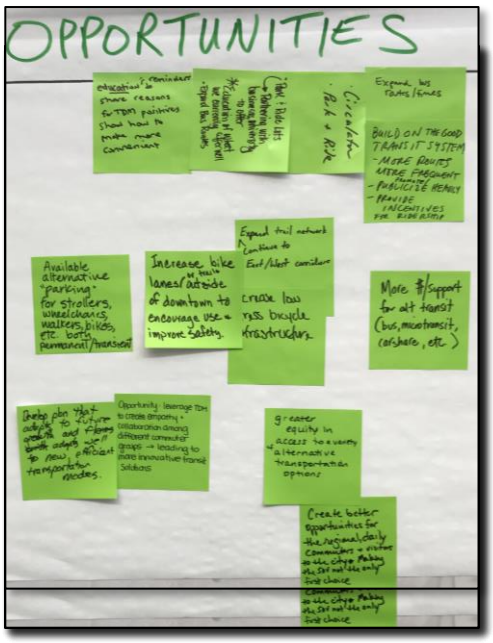
Based on what stakeholders perceive to be Bloomington's TDM strengths, the Bloomington TDM Program should further market the availability of bicycle infrastructure to people traveling to and within downtown, among people for whom bicycling makes sense. The program should also leverage and expand upon its strong general public support for multimodal transportation by engaging that support to champion funding for TDM programs and services. To leverage the fact that most destinations in Bloomington's are a short distance from one another, the city should encourage people who are taking short trips to consider non-SOV modes. The TDM program should also market the availability of the city's variety of multimodal transportation options to people for whom it makes sense when they travel to and within the downtown. Similarly, off-campus residential developments should market the availability of Bloomington Transit bus routes to their tenants, to leverage and expand upon their usage by students. Finally, Bloomington's TDM Program should further strengthen its walkability by providing clear signage and direction regarding how to park once they arrive in downtown. Clear signage and directions help visitors understand how close destinations are to a parking facility. This reduces their perception that they need to get into their car to complete their next activity downtown.

Opportunities

With these strengths in mind, stakeholders considered what they believe to be the top opportunities for TDM in the city of Bloomington. Opportunities in this section help identify how to augment existing strengths as well as areas of potential growth. The opportunities captured in this discussion include one primary strength that was agreed upon by the largest percentage of the group, as well as seven secondary strengths that were each identified by fewer members of the group:

- Primary Opportunity

    - Expand quantity and frequency of bus routes (4)
- Secondary Opportunities
    - Expand bicycle trail infrastructure (3)
    - Expand Privately-Owned Park & Ride Lots (2)
    - Increase Marketing + Education about TDM Choices (2)
    - Create more Inclusive Access to Multimodal Options (2)
    - Ensure TDM Plan is flexible and allows for innovations in transportation (1)
    - Expand storage for bicycles, strollers, wheelchairs, etc. (1)
    - Increase Financial Support for Multimodal Transportation (bus, microtransit, carshare, etc.) (1)



Many of the opportunities identified would enhance transportation in downtown Bloomington through supply-related infrastructure solutions. As part of TDM efforts to expand current transportation offerings and make them more inclusive, any city TDM program should advocate for funding to:

- Expand quantity and frequency of bus routes
- Expand bicycle infrastructure
- Expand privately-owned Park & Ride lots
- Increase microtransit and carshare
- Increase storage in public spaces for bicycles, strollers, wheelchair, etc.

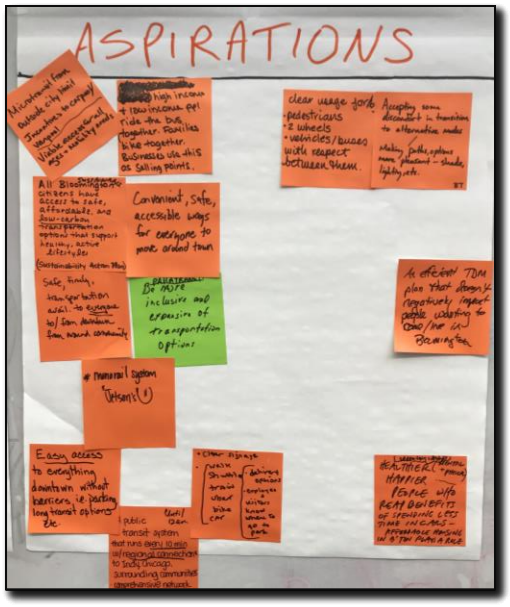
Additionally, in order for TDM efforts to enhance transportation in downtown Bloomington and make it more inclusive, the TDM program should proactively market non-SOV[5] commute choices to community members of all ages, income levels, and abilities.

Aspirations

Once stakeholders considered the strengths and opportunities for TDM in the city, the focus shifted to the outcomes of the program. Stakeholders were asked to consider what their highest aspirations and hopes were for the program. The discussion captured one primary aspiration that was agreed upon by a clear majority of the group, as well as three secondary aspirations that were each identified by fewer members of the group:

[5] A transportation option other than a single-occupancy vehicle

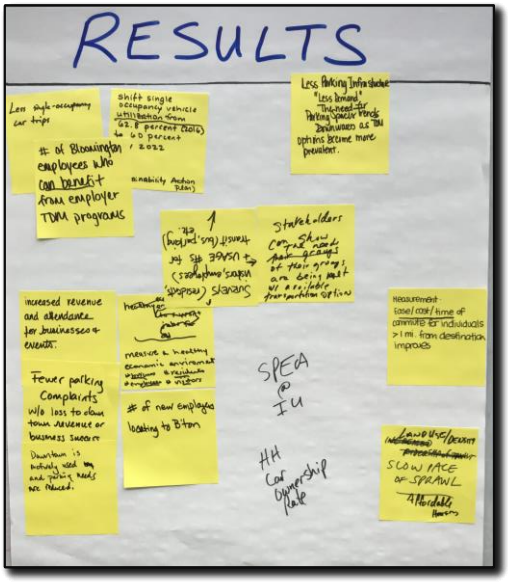
- Primary Aspiration
  - Convenient, Safe, + Inclusive Transportation Options to Connect to/within/around Bloomington (9)
- Secondary Aspirations
  - A Clear Signage System to Guide Employees + Visitors Where to Park (1)
  - An Efficient TDM Plan that Doesn't Negatively Impact People's Desire to Live In/Visit Bloomington (1)
  - Healthier, Happier People Who Reap Benefits from Spending Less Time in Cars, Including Through More Affordable Housing (1)



The Bloomington TDM program will aspire to deliver a transportation system that focuses on being a convenient, safe, and inclusive transportation option for connecting to points of interest throughout Bloomington and adjacent regions.

Results

Finally, stakeholders were asked to consider the vision of the future inspired by the aspirations to determine how they would measure the success of the TDM program in that future scenario. Stakeholders felt the central measure of success would be a healthy economic environment, referring to both economic vitality as well as equity of access to that vitality. Another top result desired by the stakeholders is reduced usage of single-occupancy vehicles. Ranked by highest level of agreement, the desired results of the TDM program are as follows:



- Healthy Economic Environment (6)
- Reduced SOV Usage / Rate (4)
- Ability for stakeholders to demonstrate that the transportation needs of their constituents are being met (2)
- Slow Pace of Sprawl / Increase Density (1)
- Improve Cost and Time of Commute for Individuals Greater than 1 Mile Away (1)
- Decrease Demand for Parking Supply (1)

The City of Bloomington will know it has achieved the transportation aspirations when, through city and county records, data captured from relevant economic growth indicators indicate an increase in business revenues downtown as a percentage of entire region, an increase in the number of residents living downtown as a percentage of the entire region, and an increase in the number of employees downtown as a percentage of the entire region. Through a survey, described in more detail in strategy 11 of Section 5, employees working in downtown will also indicate that Single Occupant Vehicle (SOV) use has decreased from 62.8% to 60% by 2022. Success will also be measured through a survey of visitors and employees from various backgrounds. The program will be considered successful if respondents express high satisfaction (as measured by a net promotor score of 9 or higher[6]) with transportation's impact on their decision to shop and work in downtown as well as high satisfaction with the convenience and safety of transportation options when connecting to, traveling within, and traveling around downtown. Finally, the program will be considered successful if parking counts indicate that supply and demand are in balance.

Summary

The stakeholder consensus-building and vision exercise revealed that the plan should leverage the extensive multimodal transportation infrastructure already in place by improving existing bicycle routes and increasing the frequency of existing bus routes. Additional bicycle infrastructure and bus routes may also be considered in order to improve access to public transit. To increase multimodal transportation options, additional transportation programs like carshare and park-and-ride lots should also be considered. In addition to these supply-side solutions, the TDM program should consider introducing other transportation programs such as carpool matching and should provide education and incentives to increase usage of all multimodal transportation programs. Stakeholders would find the TDM program successful if downtown Bloomington experienced improved economic performance, its SOV rate declined, downtown employees and residents expressed feeling satisfied by their transportation options, and parking utilization rates stabilized. Stakeholders plan to measure these metrics for success using visitor intercept surveys and regular commute surveys (described in more detail in Strategy 11 of Section 5).

2.2. Peer Review Research: Summary

As part of its preliminary background research, Wells + Associates performed a review of six small cities from across the country that are home to large universities and maintain Transportation Demand Management (TDM) programs: Durham, NC, Missoula, MT, Fort Collins, CO, Portland, ME, Ithaca, NY, and Ann Arbor, MI. (See Appendices A and B for Full Peer Review

[6]On a scale of 1 to 10, a net promotor score of 9+ indicates a customer is satisfied and is likely to exhibit value-creating behaviors, see: https://www.bain.com/insights/the-economics-of-loyalty

Analysis) In each case, Wells + Associates interviewed representatives with knowledge of the city's TDM program and created a matrix of findings to a) create a framework for how to approach TDM in the context of a small city with a large university presence and b) to inform its TDM recommendations. Identifying comparable cities helped narrow down TDM strategies to those most relevant to Bloomington. This peer review provides the urban planning context and commute patterns of both Bloomington and its peer cities to create points of comparison to Bloomington. It then summarizes the TDM programs and policies that have been implemented by these peer cities and highlights those most relevant to Bloomington.

Most Relevant Findings: Lessons for Bloomington

The findings from the peer review which are most relevant to Bloomington can be categorized as a) those which are used by all peer cities and therefore should be considered reliable TDM tools in a small city with a large university presence, and b) those which are used by the cities most similarly situated to Bloomington (Portland, ME, Fort Collins, CO, and Ann Arbor, MI).

Most Prevalent Strategies
Based on their prevalence among peer cities, the following strategies are most likely to support Bloomington's goals to increase non-SOV commuting:

- Transit subsidies for people affiliated with university (6) *(already provided in Bloomington)*
- Carpool/Vanpool matching (5)
- Park-and-Ride (5)
- Bikeshare (4) *(not well-suited to Bloomington)*
- Incentive programs to encourage commuters to use multimodal transportation (4) *(Bloomington maintains transit agreements with five employers)*
- Outreach to downtown employers (3)
- Employee education (3)
- Carshare (3) *(already offered at IU)*
- Scooters (3)

Strategies from Closest Peer Cities: Ann Arbor, MI, Portland, ME, and Fort Collins, CO
Based on their implementation in at least two of the three closest peer cities of Ann Arbor, MI, Portland, ME, and Fort Collins, CO, the following strategies are most likely to support Bloomington's goal to increase multimodal commuting:

- Carpool / Vanpool matching (3)
- Park-and-Ride (3)
- Outreach to downtown employers (2)
- Incentive programs to encourage commuters to use multimodal transportation (2) *(Bloomington maintains transit pass agreements with five employers)*
- Employee education (2)

- Carshare (2) *(already offered at IU)*
- Scooters (2) *(already offered in Bloomington)*
- University subsidizes transit (3) *(already offered at IU)*
- Bikeshare (3) *(not well-suited to Bloomington)*

It is important to note that some of these strategies are already being deployed by Bloomington, IN. In particular, Indiana University's Campus Bus is already a fare-free system, all IU students and staff ride free on BT buses through an operating agreement with IU, and scooter share is available in Bloomington. Bloomington Transit also maintains pass programs with five employers: IU Health, IU, Monroe County, City of Bloomington, and Monroe County Public Library. Zipcar carshare currently operates at Indiana University, although not wider Bloomington. Also, bikeshare was recently attempted without success, due to competition from scooter companies and perhaps because Bloomington's bicycling culture is already strong. In Missoula, MT, another small city with a long history of bicycling and substantial bicycling infrastructure, bikeshare has not been successful largely because so many residents already have their own personal bicycles. According to a representative from Missoula, a number of bikeshare operators have cropped up in the city over the years, but they each seemed to "age out," or conclude on their own, because they were not filling a need. In this way, bikeshare may be a better fit for places new to bicycling rather than places where bicycling is already a common form of transportation.

Both Ann Arbor and Fort Collins have provided incentives to commuters to increase their usage of multimodal transportation. However, a more structured program which utilizes financial incentives to change commuting behavior is in place in Ann Arbor. As part of its employer engagement strategy, the Ann Arbor Area Transit Authority uses city funding to incentivize employees to use multimodal transportation. Downtown employers can register with the program Go!Pass to receive unlimited-use bus passes for their employees at a reduced rate. The Ann Arbor Area Transit Authority also provides employers with customized commute planning through its program TheRide. Bloomington has a similar program established with five large employers in the area; it should consider expanding this program to engage more downtown employers and therefore more downtown workers.

Additional strategies Bloomington should consider based on their usage in Ann Arbor, Portland, and Fort Collins includes the creation of an online carpool/vanpool matching system, expanding carshare service, and establishing park-and-ride locations. For park-and-rides, partnering with owners of private lots may be the best option since these are likely to provide the city with more location choices and thereby enable the city to best respond to user demand. Park-and-ride locations would be appropriate in population centers outside of the city, such as Ellettsville, where commuters could park their cars and carpool/vanpool into the city. A broader strategy for increasing the uptake of multimodal transportation that is likely to be successful in Bloomington is programming targeted to local employers designed to encourage multimodal commuting among their employees.

2.3. Resident and Employee Surveys: Overview of Results

The following is an overview of data generated by two commute surveys that were completed by Bloomington residents and employees, respectively. A third survey to follow-up on the survey of Bloomington residents was also conducted. More detailed summaries of all three surveys can be found in Appendices D, E, and F.

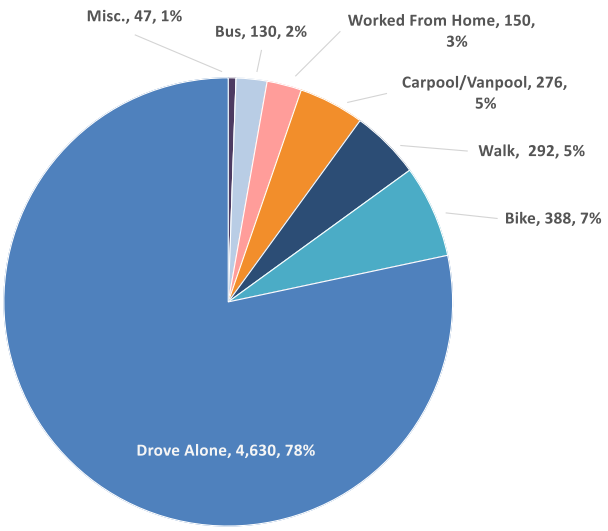
Employee Survey

A survey of downtown Bloomington workers was conducted between October 21st and October 31st, 2019. The survey collected a total of 1,110 responses; given that the total number of downtown employees is approximately 13,000, the survey's response rate was 9 percent and its margin of error 2.83 percent. The survey results indicated the spatial distribution of workers as well as their travel patterns and preferences. A detailed summary of the employee survey results can be found in Appendix F. The major findings of this survey are as follows:

Travel Mode: Most workers use a Single-Occupancy Vehicle to travel to work

- On average, 78 percent of trips are drive-alone (SOV) during the week;
- Bicycling is the second most common mode, but only makes up 7 percent of weekly trips;
- The remaining 15 percent of non-SOV trips are comprised of Bus (2 percent), Worked from Home (3 percent), Carpool/Vanpool (5 percent), Walk (5 percent) and Miscellaneous (1 percent).

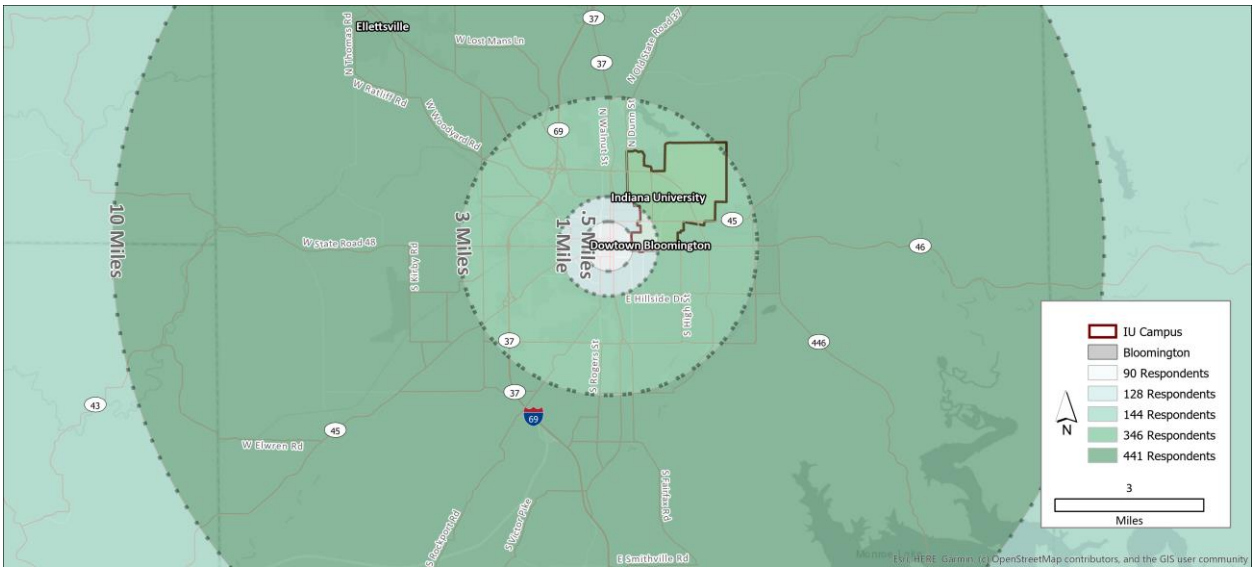
Mode Split: Average weekly trips by mode



Distance to Work: Most workers live in suburban areas outside of the downtown

- Most workers (65 percent) live 2.5 miles or more outside of downtown, with 15 percent of downtown employees living greater than 10 miles away;
- Most also live largely in lower density, single family homes (78 percent) in areas with a stressful bicycle network, and more than a 10-minute walk from a BT stop (45 percent);
- The majority of employees also live in areas where a bus comes only once an hour, or there is not a bus route at all (68 percent).

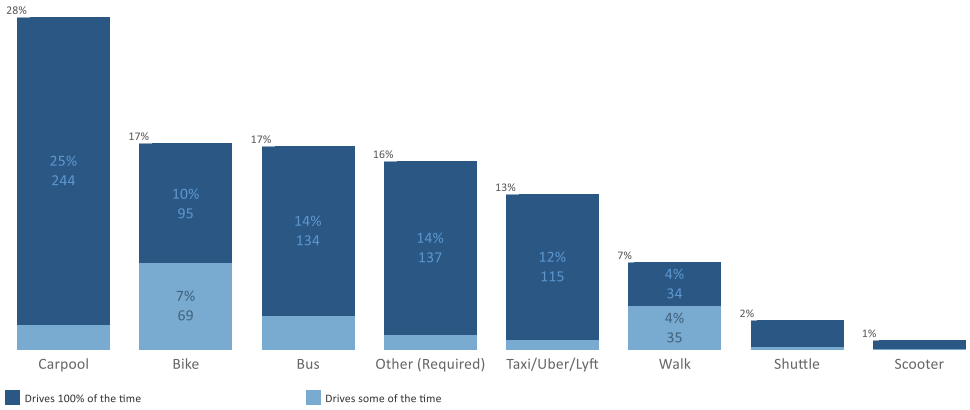
Respondents' Home Locations



Non-SOV Modes: Carpooling is the most popular alternative to driving

- 40 percent of respondents have tried a non-SOV mode of transportation, with a little less than half of those respondents still occasionally using that mode;
- 28 percent of those who have tried an alternate mode carpooled, 25 percent biked, 19 percent walked, and only 16 percent took the bus;
- Carpool (28 percent), Bicycle (17 percent), and Bus (17 percent) are the three highest second choice options for workers if they suddenly could not drive;
- For people who drive, proximity to work (37 percent) and space availability (23 percent) are the two main reasons for where people park in downtown Bloomington.

Responses to: If driving to work was not an option for you, what would be your second choice?



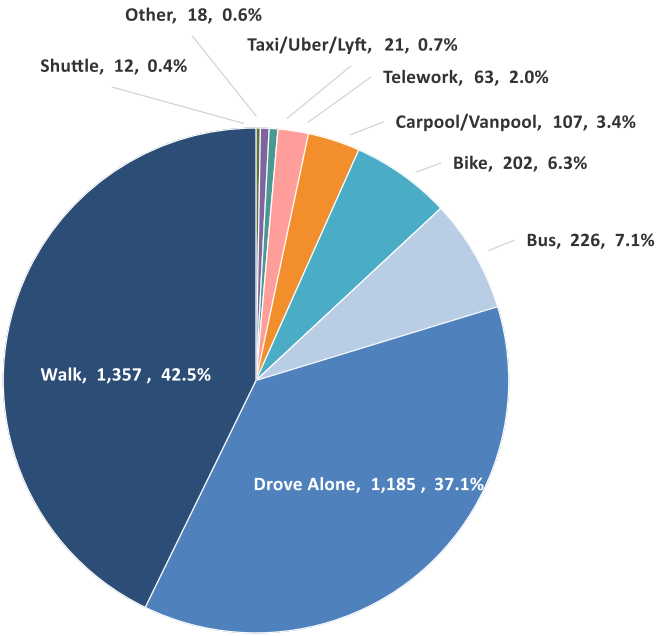
The most important finding from the survey of downtown employees is that the vast majority of workers drive to their downtown workplaces. Most workers live more than 2.5 miles from work, and drive all the time, but even those who live closer to downtown prefer to drive. A substantial share (30 percent) of workers live between a half mile and 2.5 miles from their workplace, in zones with BT bus service, but most of these workers also drive. For those living outside of Bloomington's city limits, a lack of public transit inhibits non-SOV commuting, but even workers living within the city view non-SOV modes such as BT bus to be inconvenient. Please see the Bloomington Transportation Infrastructure Improvement Opportunities report for recommendations regarding how to improve BT bus and other public transit services.

Residential Survey

A survey of downtown Bloomington residents with downtown parking permits was conducted between August 5th and September 13th, 2019. To clarify, residents in this section are generally referred to as "downtown residents," but refer to residents of nearby neighborhoods that utilize neighborhood parking permits. A total of 523 responses were captured among 1,667 permits sold during that time, resulting in a response rate of 31 percent and a margin of error of 4 percent. The survey results indicate the spatial distribution of residents as well as their travel patterns and preferences. A detailed summary of the residential parking permit survey results can be found in Appendix D. The major findings of this survey are as follows:

Travel Mode: A majority of residents are using a non-SOV transportation mode to commute to work or school

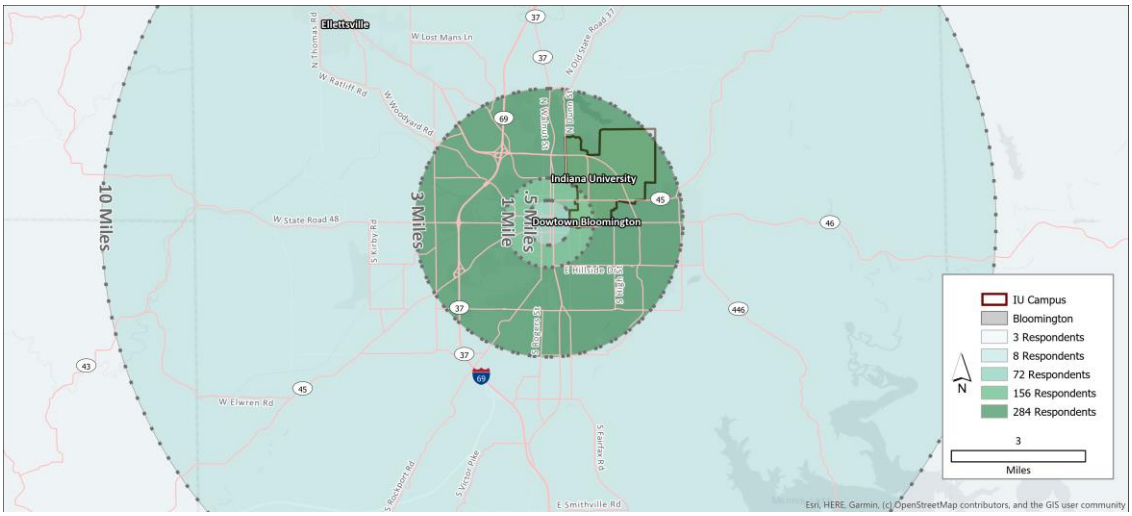
- Walking is the most popular mode (42.5 percent), indicating that most people who live in the Downtown Parking Permit districts live close to work or school;
- 37.1 percent of weekday trips are made in a single-occupancy vehicle (SOV);
- 38 percent of respondents are commuting by a non-SOV method every day of the week.



Distance to Work: Most residents live near the downtown core and commute to IU

- 70 percent of respondents live between .5 and 2.5 miles from their workplace or school;
- Locations on the Indiana University Campus make up 85 percent of work/school destinations.

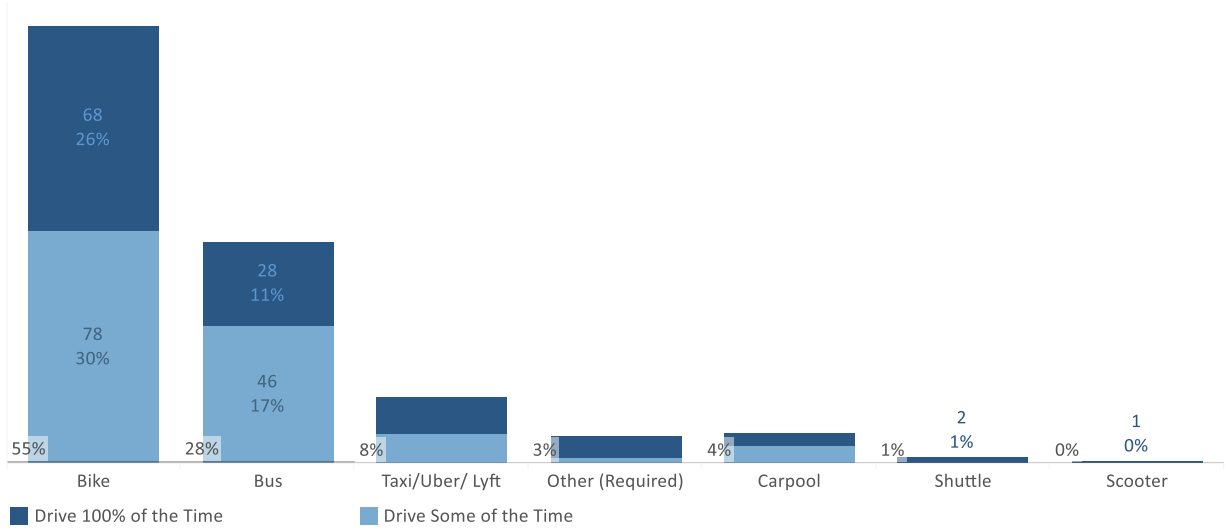
Respondents' Home Locations



Non-SOV Modes: Bicycling is the most popular secondary mode

- 56 percent of respondents would bicycle to work if they suddenly could not drive;
- 86 percent of people would consider using the bus, but many people find the bus too infrequent or state that their commute would take too long on the bus;
- 71 percent of respondents would consider carpooling.

Responses to: If driving to work was not an option for you, what would be your second choice?



The most important finding from the downtown residential survey is that despite extremely high levels of multimodal commuting, residents still own cars. Most downtown residents commute to work or school at Indiana University, which is a short walk or bicycle ride from their home. While most of these residents also live near BT bus routes and stops, they prefer bicycling over transit, and they do not choose BT bus because it a) takes too long for their commute, b) they do not have access to it, and/or c) it runs too infrequently—all of these answers reflect BT buses' long headways (30+ minutes). Finally, a majority of residents (70 percent) report being interested in carpooling, but do not appear to have enough information about how it works.

In sum, two major transportation challenges emerge from the data in these surveys. The first major challenge is that downtown employees have limited access to multimodal transportation where they live. The second major challenge is that downtown residents still own—and park—their cars although they commute to work or school by non-SOV modes regularly. Interestingly, respondents across the board indicate that Bloomington Transit buses are too inconvenient to be used for commute purposes. More than a quarter (27 percent) of residential survey respondents said using BT would take too long, 15 percent said they do not have access from their homes (i.e. stops are too far from their homes), and 13 percent said the buses run too infrequently. In the employee survey, 67.5 percent of respondents said that they do not have access to BT buses from their home, and 41.7 percent said that their commute would take too long on the bus; the next most common response was that they disliked public transportation in general (24.3 percent). Therefore, a lack of access to bus stops as well as the buses' lack of directness to their workplaces is why most people say they avoid using BT for commuting purposes.

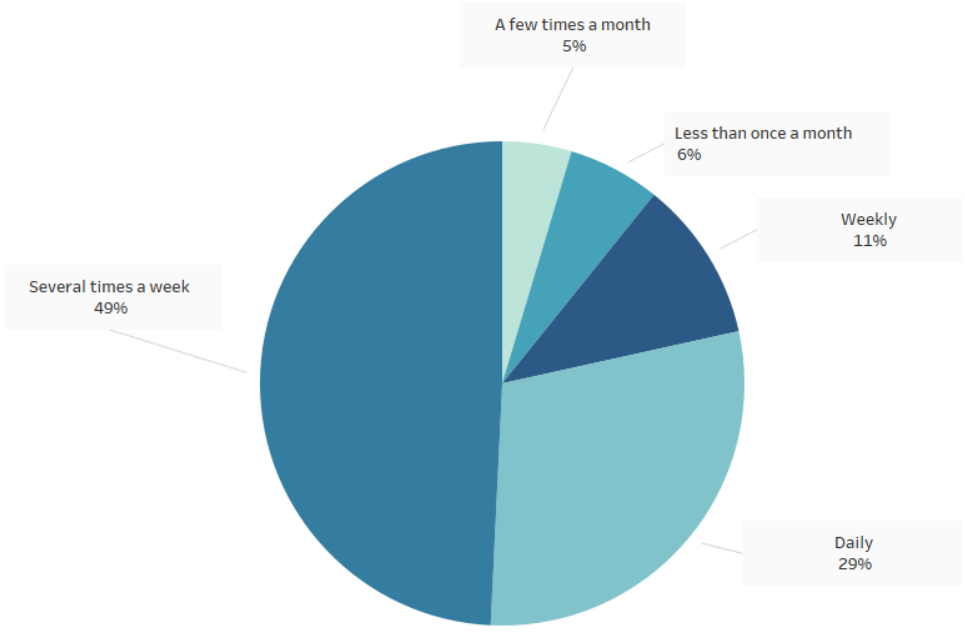
Follow-up Parking Survey of Downtown Area Residents

To better understand driving patterns and parking needs of downtown residents, a second survey of downtown residents was performed in December of 2019. Among 511 downtown residents who were contacted (previous respondents to the residential survey), 62 responded, yielding a response rate of 12 percent and a margin of error of 11.7 percent. The vast majority of respondents were Indiana University students (76 percent). The central findings of the survey are as follows:

Car usage: a substantial share of car owners use their cars irregularly

- 22 percent of neighborhood parking pass holders use their cars once a week or less;
- 29 percent of parking pass holders use their cars daily, indicating they are likely commuting to work in an SOV;
- Students were most likely to use their car several times a week (55 percent) with full-time staff or faculty also using their car several times a week (53 percent);
- Part-time staff or faculty were the most likely to use their cars daily (100 percent) and people with no university affiliation were most likely to use their car daily (50 percent);
- Full-time IU staff as well as IU students were less likely to use their cars daily (17 and 27 percent, respectively).

Responses to: How often do you use your car?

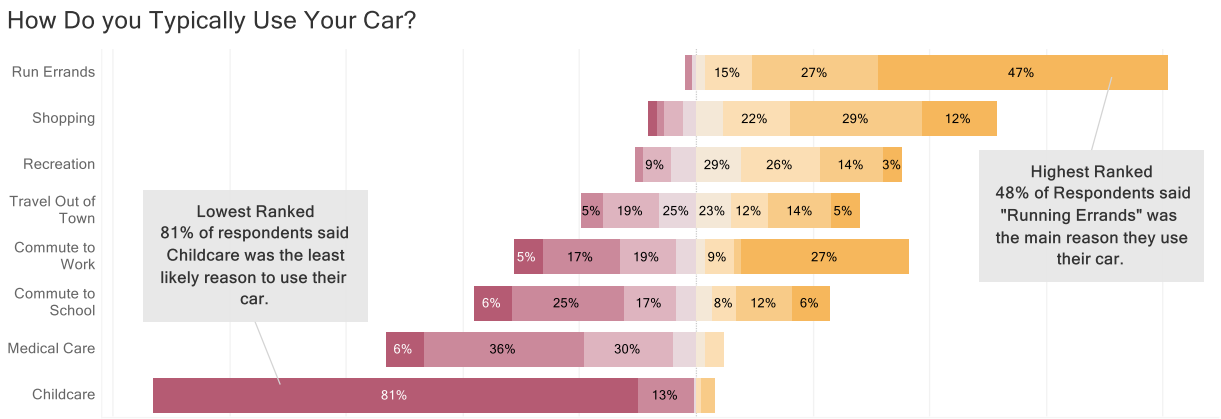


Types of car trips: cars are mostly used for errands, shopping, or recreation

- Nearly half (48 percent) of respondents said they use their car to run errands;

- Only 27 percent said they use it to commute to work;
- Indiana University students and full-time faculty both ranked errands, shopping, and recreation as their top types of trips;
- Weekends have the highest car usage rates (16-18 percent rather than 12-13 percent during the week), reflecting the common use for recreation and shopping over commuting to work, especially among students.

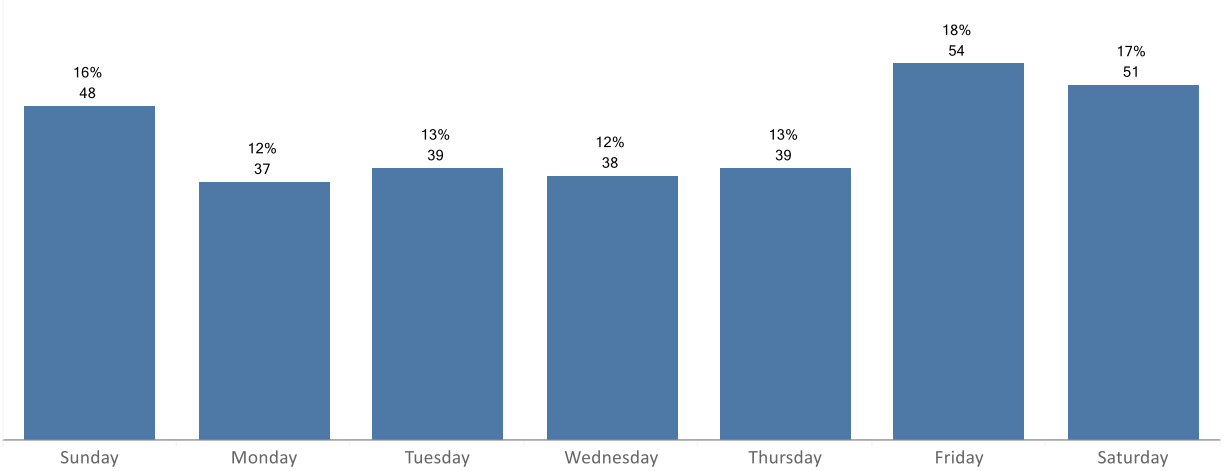
Responses to: How do you typically use your car?



Interest in other modes/services: carsharing & IU Catch-A-Ride

- 41 percent said yes or maybe they would use carsharing if cars were readily available for typical car trips;
- 48 percent say yes or maybe they would use carsharing for typical trips instead of owning a car;
- 82 percent of IU students said they have not used Catch-A-Ride to go home on school breaks;
- 53 of people who never used it said they were not aware of Catch-A-Ride, another 14 percent said they did not use it because they like to leave on own schedule;
- Most people who had used Catch-A-Ride said they would not use it again (5 of 6); the majority of these respondents said they would not use it again because they want the flexibility to leave on their own schedule (4 of 5).

Responses to: Typically, which day(s) of the week do you use your car?



The most important finding from the follow-up survey of downtown residents is that most downtown residents are Indiana University students who use their cars infrequently and not for commuting purposes. Along with some full-time faculty and staff, IU students primarily use their cars for shopping, errands, and recreation. Reflecting that the majority of downtown area residents do not commute to work or school in a car, car usage is slightly higher on the weekend than during the week. The city should consider enhancing non-SOV modes that can satisfy these types of trips. Additionally, there is a significant lack of awareness about the Catch-A-Ride program that provides rides to and from campus (primarily for school breaks), and most users of the service were not satisfied and said they would not use it again.

Overall Findings from All Market Research

The stakeholder consensus-building and visioning exercise provided clarity on stakeholders' broader goals for the TDM program. In general, stakeholders would like to increase the multi-modality of downtown Bloomington and increase the rate at which residents and visitors use non-SOV transportation modes. The program would be considered successful if residents felt they had access to comfortable and convenient non-SOV transportation options, and if they chose these modes over driving—and parking—in a Single-Occupancy Vehicle.

The peer review provided valuable examples of how comparable cities have pursued similar goals. In particular, the peer review demonstrates that the multimodal transportation programs of carpooling, park-and-ride lots, and micro-mobility like scooters are common among similar cities. Further, it demonstrates that many peer cities provide public transportation incentive programs (in addition to the local universities), as well as partner with local employers to provide education and incentive programs to their employees.

Finally, the surveys revealed the particular transportation patterns and preferences of both Bloomington downtown area residents and downtown employees. Although there is widespread usage of non-SOV transportation among downtown residents, many residents are

IU students who own cars in order to complete errands, shopping trips, and recreational trips. Downtown workers primarily drive to work; for those outside the service zone of BT buses, there are not many non-SOV transportation options, but even those who live near BT bus stops do not use it to commute because of its long headways and trip times. Additionally, despite its strong bicycling culture and significant interest in bicycling as an alternative to driving, few employees bicycle to work.

Section 3
Establishing a Model for Bloomington TDM

For any TDM program to be successful, an organization must champion it. The organization is tasked with securing funding sources and committing to fulfilling the mission of the TDM program. The TDM program can be championed by an existing organization or a new organization created specifically for this purpose. Table 3.1 below outlines criteria that are critical to the success of a TDM program; transportation challenges, economic vitality, stakeholder commitment, and financial sustainability. Ideally, stakeholder perceptions of each of these categories is ranked as "medium" or "high" when deciding to invest in and implement a new TDM program. Areas highlighted in yellow indicate the current status of Bloomington, based on data and meetings with stakeholders.

Table 3.1: TDM Program Success Matrix

Criteria		High	Medium	Low
Transportation Challenges	Traffic	Existing and growing congestion	Emerging congestion	No congestion
	Access & Mobility	Underutilized alternative transportation infrastructure or new services in process of being implemented	Some challenges and/or lack of alternatives	No access issues
	Parking	Low supply; high demand	Some supply issues at peak periods	No parking issues
	Employers & Employees	Major recruitment and retention problems	Some recruitment and retention challenges	No employment recruitment and retention issues
Area Characteristics	Area Characteristics	Widely recognized activity center	Locally known area	Undefined area
	Distinct Geographic Area	Central business district or activity center	Town center	Citywide or regional
	Employment	Over 50,000 Commuters	25,000 – 50,000 Commuters	Less than 25,000 Commuters
	Economic Development	High	Some opportunity and/or diminishing due to access issues	Stagnant
Stakeholder Commitment	History	Success working together	Some commonality in issues and actions	No previous collaboration
	Core Group/Champion	Identifiable, existing or development requirement	Potential group or champion	None
Financial Sustainability	Multi-Year Commitment	Guaranteed long- term commitments for 3 or more years	Short-term commitments 1-2 years	No commitments
	Local Financial Resources	Strong group, resources identified	Commitments, but no resources, wait & see attitude	No commitments

Source: "TMA Handbook: A Guide to Successful Transportation Management Associations" (2001).[7]

As can be seen in this matrix, the perceived conditions in Bloomington are generally supportive of a successful new TDM program. Although there are no commitments to provide multi-year financial commitments, that is very common for communities in the early stages of developing a new TDM program. In order to secure that funding, it is important for prospective funders to see that there is a well thought out plan for how monies received will be used. That is what this TDM program plan will do; starting by demonstrating that there is an organization established that its funds can go to. So, the first step Bloomington needs to take is determine where to house the TDM program.

Determining the Entity to House TDM

The Peer Review in Section 2.2 highlighted three major ways that cities similar to Bloomington have structured TDM programming. Among peer cities, the most common organization in which to house a TDM program is the city's planning department:

- City Planning Dept (4)
- Transit Agency (1)
- Business Improvement District (1)

This section aligns these findings from the peer review with additional information presented at a November 2019 stakeholder meeting regarding stakeholders' vision for how the program will operate. Bloomington stakeholders unanimously supported locating the TDM program within city government, like most of its peer cities. Stakeholders believe the TDM program needs to be designed as its own division within Bloomington city government but would like it to partner with private employers and serve the broader Bloomington community. Division in this sense refers in a general way to organize a small team of TDM professionals within city government; it does not necessarily mean an independent department, but rather a team within a department with sufficient authority to be an effective partner with many community businesses and organizations. Further, given the regional nature of the TDM program, the City could request the Bloomington-Monroe County Metropolitan Planning Organization (MPO) house the Bloomington TDM program, if it is deemed a preferable regional alternative.

Overall Vision: A City Department that Reaches Beyond

Stakeholders emphasized the need for the program to liaise with the broader Bloomington community and avoid becoming siloed from related programs and services. The TDM program will need to be proactive and take the lead on creating a division with a culture of teamwork that, as a matter of course, cross-pollinates with a broad array of Bloomington city departments and broader community partners. Once it is established as a division within city government,

[7] CUTR, "TMA Handbook: A Guide to Successful Transportation Management Associations" (2001). Research Reports, 211. January 1, 2001. Accessed through Scholar Commons, University of South Florida. National Center for Transit Research (NCTR) Archive, 2000-2020. <https://scholarcommons.usf.edu/cutr_Nctr/211

the TDM program will first communicate and engage with city-level divisions and services like the Parking Division and Bloomington Transit. Once effective coordination across city government has been established, the program will then establish regular communication and engagement with other local governments like Monroe County and neighboring counties, as well as related community services like Indiana University Campus Bus. Stakeholders also emphasized the need for TDM strategies to coordinate with local non-profit event organizers to address the visitor parking constraints during large cultural events when larger crowds flock to the downtown.

Stakeholders also recognized that establishing the TDM program will be an iterative process that will evolve over time and believe the city should focus on progress rather than perfection. The overall strategy will focus on providing "carrots" more than "sticks"—that is, the program should primarily provide incentives and new transportation opportunities over restrictions and enforcement.

Stakeholders agree that the TDM program should lead outreach efforts to city employers to get their buy-in on TDM priorities. In this way, the program will foster public-private partnerships by establishing TDM programming that is delivered through employers. The TDM program should also work closely with the Parking Division to adjust residential parking permit pricing strategies and pricing structures for public garages downtown that encourage less auto ownership and driving.

Finally, TDM policies and programs should be integrated into broader city planning processes, in the short-term for Bloomington itself, and over the longer term for surrounding jurisdictions. That is, Bloomington should consider establishing a TDM development policy whereby new developments must implement multimodal transportation programming and comply with SOV rate limits and trip counts. Such a development policy would help stabilize the supply and demand for parking as well as prevent traffic congestion and improve the non-SOV transportation options of all Bloomington residents. Further, by integrating TDM into real estate development, the city can better ensure that all users of downtown amenities will have sufficient transportation options and access.

Section 4
TDM Strategies + Parking Strategies

Section 2.3 reported the results of three surveys that analyzed the commuting and parking behavior of Bloomington residents. Section 3 introduced the 'In the City, Reaching Beyond' model that should be pursued to deliver TDM services to the broader Bloomington community from its post in city government. Section 4 focuses on the TDM and parking strategies that, based on all market research and stakeholder feedback, are the most likely to address Bloomington's goals, namely to a) increase the economic vitality of downtown, b) reduce pressure on the city's parking supply, and c) increase constituent satisfaction with multimodal transportation options.

Recommended TDM strategies are framed in the context of Table 4.1 below and fall into nine broad categories that include:

- Technology Accelerators
- Financial Incentives
- Travel Time Incentives
- Marketing & Education
- Mode of Transportation (Mode)
- Departure Time
- Route
- Trip Reduction
- Location/Design

The result is a package of TDM strategy recommendations which are divided into two categories that reflect the two major transportation challenges identified in the survey results reported in Section 2.3. Each strategy in the following tables will be explained in more detail:

- Challenge 1: Downtown commuters have limited access to non-SOV modes.
    a. Solutions: Tech accelerators, mode enhancements, travel time incentives, commute assistance, incentive reward programs, individualized marketing, and parking pricing structures.

- Challenge 2: Downtown residents own cars despite high rates of non-SOV commuting.
    a. Solutions: shared auto vehicles, parking pricing structures.

Table 4.1
General TDM Strategies Gap Analysis

Strategy	Tactic	Available to All of Bloomington	Enhancement Needed	Additional Strategy Needed
Technology Accelerators	Real-Time traveler Information	X		
	National 511 Phone Number	X		
	Carpool/Vanpool Matching			X
	Parking Availability Information			X
	Electronic Payment Systems	X		
Financial Incentives	Tax Incentives		X	
	Parking Cash-Out			X
	Parking Pricing		X	
	Incentive Reward Programs			X
Travel Time Incentives	HOV Lanes			X
	Preferential Parking			X
Marketing & Education	Social Marketing			X
	Commute Assistance			X
	Individualized Marketing			X

Table 4.2
Targeted TDM Strategies Gap Analysis

Strategy	Tactic	Available to All of Bloomington	Enhancement Needed	Additional Strategy Needed
Mode	GRH			X
	Ridematching Application			X
	Shared Auto Vehicles		X	
	Transit Pass Programs			X
	Bike Storage		X	
	Showers + Lockers		X	
	Shared Scooter	X		
	Shared Bicycles			X
Departure Time	Worksite Flextime		X	
	Coordinated Shift Scheduling		X	
Route	Real-Time Route Information		X	
	In-vehicle Navigation	X		
	Web-based Route-Planning Tools	X		
Trip Reduction	Employer Telework Policies & Programs		X	
	Compressed Work Week Programs		X	
Location/Design	Transit Oriented Development			X
	Remote Parking Location	X		
	Live Near Your Work			X
	Proximate Commute	X		

**GRH is a Guaranteed Ride Home program, discussed further in the document.*

Strategies to Address Challenge 1: Downtown Commuters

Given that employees commuting to downtown have limited access to non-SOV modes, a package of TDM strategies that incentivize the preferred non-SOV travel behavior should first

be pursued. Once these "carrot" TDM programs have been established, Bloomington should then establish some "stick" policies to reinforce behavior change among commuters, namely an increase in parking pricing as well as weekly or daily parking payment cycles.

1. Technology Accelerators

Establish a Carpool/Vanpool Matching System: The Bloomington TDM program should consider establishing an easy-to-use online system, which preferably has a corresponding smart phone application, through which residents can register as being interested in carpooling to work. By sharing their home and employer locations in the online system, the database will match people with other potential carpoolers. The matching system should be widely promoted as part of the broader TDM marketing and communications plan, and the TDM program should coordinate with local employers to provide benefits to carpoolers, such as preferred parking spots. Indiana University currently contracts with Zimride for this type of flexible carpool matching, and there may be an opportunity for cost-sharing if this contract could be extended to the rest of the city.

In suburban environments with limited transit, carpooling/vanpooling is an effective strategy for reducing the number of Single-Occupancy-Vehicles on the road. By matching residents who live in the same neighborhoods and commute to the same downtown locations, who may even share the same employer, vehicles can carry multiple passengers and reduce both traffic and parking demand.

Bloomington's public transit is located within the city bounds, and primarily serves residents of the city. Bloomington stakeholders expressed concerns about strained parking supply downtown, and while the Desman parking study concluded there is not a shortage of parking in the downtown as a system, the areas between 3rd Street and 6th Street experience localized strains. Commuter surveys performed by Wells + Associates identified the travel behavior largely contributing to parking strain; many downtown workers (72 percent of respondents) drive to work every day that they commute to work. A quarter of workers live and commute from more than 5 miles from downtown Bloomington and almost half (46 percent) from more than 2.5 miles. Respondents indicated that carpooling is their second choice after driving alone, but 51 percent indicated they are not familiar with how to carpool and another 24 percent said carpooling is not an option for them. These car-dependent commute patterns align with the fact that public transit does not reach beyond the city limits, which is approximately 3 miles from the downtown.

Downtown residents are also interested in carpooling; 28 percent of downtown residents who drive to work said they would consider carpooling/vanpooling instead. Respondents said the biggest barrier to carpooling is that it could not accommodate an irregular schedule—46 percent have this perception. Given this finding, Bloomington should consider partnering with a vendor to provide on-demand carpooling that, in addition to regular schedules, also facilitates impromptu carpools. An on-demand type of carpooling enables users to share rides from

irregular locations at irregular times. Both Ithaca, NY, and Missoula, MT, contracted with RideAmigos, a commuter platform and mobile application, to deliver both commute incentive programming as well as carpool / rideshare matching.

Parking Availability Information: One of the secondary aspirations stakeholders expressed during the stakeholder consensus-building and visioning exercise analysis was a desire for a clear signage system to guide employees and visitors where to park. Although at first glance, parking availability information would seem to encourage driving, it can also be used to maximize use of existing parking infrastructure by encouraging employees and visitors to use underutilized parking instead of building more. It can also be used to inform employees and visitors when parking is at capacity and encourage them to access downtown Bloomington through other forms of transportation. With that in mind, there are two key elements of parking availability information technology that the TDM program should consider supporting.

Advance Parking Information: Visitors arriving to downtown Bloomington by car do not have real-time information about parking space availability prior to arrival to the parking facility. Having such information in advance would allow them to decide on a parking facility that has spaces available instead of circulating around one that does not. By reducing unnecessary circulation around parking facilities, advance parking information would lead to less traffic and vehicle miles traveled (VMT). Advance parking information should include all remote parking locations to help direct traffic to these locations and reduce the burden on downtown parking facilities. For remote parking locations, Bloomington should consider promoting BT bus service and/or microtransit options like scooters to connect users with their final locations. Today's online presence does not display all Downtown Bloomington's visitor parking locations nor allow for online payment and reservation. It is recommended that the TDM program support City of Bloomington Parking Division efforts to develop an online resource, which could also be accessed through mobile technology. The site would deliver parking space availability in real-time for all downtown garages.

Digital "Spaces Available" Parking Entry ID: Existing signs for downtown parking garages do not display real-time parking availability at each lot/garage. As indicated in the survey, this can lead to a lack of understanding of parking availability in under-utilized garages and overcrowding in others. It is recommended that the TDM Program support City of Bloomington Parking Division efforts to create a new sign design for parking lot identification (see image to the right) with an electronic display that shows available spaces which it pulls from parking availability information captured by the system at each garage. To gather this data, the garage could utilize either a gate system or sensor system. This type of system would reduce the

amount of time that visitors and employees are circulating as they look for parking, which will thereby reduce traffic and VMT in downtown. Because lots are shared and usage changes hourly, these displays will assist employees and visitors in locating parking spaces quickly, reducing frustration and allowing them to spend more time at their destination.

2. Financial Incentives and Disincentives

One of the most powerful ways to encourage commuting behavior change is to provide financial rewards and incentives to people who switch to non-SOV modes of transportation. After additional non-SOV modes like carpool matching and/or carshare are established and promoted, the city should explore ways to financially incentivize people to switch from SOVs to non-SOV modes, by providing cash rewards and/or subsidized passes or membership.

Employer-based transit subsidy program: The Bloomington TDM program should consider working with BT to offer downtown employers a bulk rate on annual transit passes. Currently, BT operates employer transit pass programs with five employers: Indiana University, IU Health, City of Bloomington, Monroe County, and Monroe County Public Library. The city should consider expanding this program to all downtown employers to increase its impact and incentivize commuting using public transit. In this type of program, an employer pays an annual participation fee based on the number of full and part-time employees on their payroll, not just those who want a pass, including owners and managers. Using Ann Arbor's Go!Pass as a model, it is recommended that Bloomington establish a fee per employee in the range of $15 per year, plus a flat administrative fee. These subsidized transit passes can be incorporated into a broader behavior-change campaign at the employer level and combined with other incentives programs.

Parking Pricing: Once more convenient and affordable non-SOV modes of transportation are established for suburban commuters, and existing modes enhanced through strategic marketing and communications, Bloomington should consider removing its current parking subsidies by establishing higher parking fees in its public garages and lots, increasing the cost of its residential parking permits to reflect the true cost of maintaining on-street parking, and encouraging employers to also charge the true cost of operating parking facilities. Charging users the actual costs of parking rather than subsidizing it will further encourage using non-SOV modes of transportation to commute to work, especially if these non-SOV modes are convenient and inexpensive. To determine how to price parking such that it shifts travel behavior without discouraging people from living, working, and shopping in downtown Bloomington, the City would need to perform a parking pricing market research study.

This staging is consistent with stakeholder input that Bloomington's TDM program should pursue a strong "carrots-first" approach. While increasing parking fees may be perceived as a "stick," it is more accurately described as a removal of a current "carrot" which is being provided to SOV drivers since the city and many employers currently subsidize the costs of

parking (building, operation, and maintenance). Removing these subsidies will reward those commuters who reduce their dependence on SOVs. By shifting commuters to non-SOV choices and then charging the true costs of parking in parallel, Bloomington and its private partners (i.e. downtown employers) will more efficiently allocate limited parking resources. Increasing parking pricing may create hardship for some lower income downtown workers and therefore attention should be paid to this population to ensure that these workers can continue to affordably commute to their jobs.

Bloomington should consider implementing parking payment policies in its public garages and lots which encourage workers to consider other forms of commuting more regularly. One strategy that can be deployed is to reduce the time horizon of parking pass programs. This does not necessarily mean increasing parking rates, but rather reducing the billing cycle of parking passes from a monthly cycle to a weekly or daily cycle. By charging for parking on a reduced time horizon, people would be able to recoup parking costs on days that they could take non-SOV modes, which incentivizes them to consider those non-SOV modes when possible. When parking is paid for ahead of time, commuters often see it as a sunk cost and are less likely to opt for another mode when possible because they feel they have already paid the cost of driving in to work (the cost of gas and wear-and-tear on one's car are usually not considered). In addition to incentivizing non-SOV modes, paying on a daily or weekly basis for parking also helps to highlight to commuters the cost of driving an SOV. By paying for it more frequently, the cost of parking is brought to commuters' attention and incentivizes them to find ways to avoid these costs.

Finally, Bloomington should consider reaching out to private parking operators to encourage them to implement similar pricing policies at their lots and garages. As mentioned earlier, employer-owned and/or operated garages and lots should also emulate parking facilities controlled by the city by providing preferential carpool parking.

Rewards for Non-SOV Trips Tracked: To reinforce multimodal commuting, the Bloomington TDM program should consider creating an incentive program that rewards commuters with free items or coupons/discounts when they reach certain transportation goals. For instance, mobile apps like the Commute Calendar (offered free to all Commuter Connect registrants in the CIRTA region) enable commuters to log their trips and an incentive reward program can reward users when they reach certain milestones, such as trying a mode for the first time or using an non-SOV mode a certain number of times per week. Common rewards are movie tickets, free ice cream, and discounts at local businesses, but they could also be associated with transportation. For instance, regularly using non-SOV modes could earn them reduced transit fare or other transportation-related rewards that reinforce the preferred commute behavior.

3. Travel Time Incentives

Establish Preferred Carpool/Vanpool Parking: Bloomington's TDM program should consider coordinating with the city's Parking Division to identify opportunities where preferential

parking can be provided to carpoolers and vanpoolers in public garages and lots. Carpool spaces should be lower in the garage, closer to the elevator, and potentially lower in price than other spaces. These conveniences will encourage carpooling to downtown and establish a norm for parking policies and pricing which private parking operators could emulate in their lots and garages. The city should encourage coordination between city garages and private parking facilities to help provide a clear and consistent message to constituents. For instance, the city could provide signage for carpool spots to private garages that is consistent with its garages to ensure that users across the city understand and recognize them. This strategy can also be used to support the city's preference for offering "carrots" before instituting "sticks"; lower-priced carpool spots could be implemented ahead of any planned increases in parking rates. Should adjusted pricing be applied to the carpool spaces, they would have the added benefit of being a financial incentive as well.

4. Marketing & Education

Employers located in Bloomington's downtown have the potential to significantly influence the commuting patterns of their employees. For instance, 43 percent of respondents to the employee survey indicated that they choose their parking location based on its proximity to their workplace, and another 8 percent (as the top write-in choice for respondents) indicate their parking location is determined by what their employer provides. Bloomington should explore ways to partner with local employers to deliver information and incentive programs that encourage their employees to use non-SOV modes of transportation. Programming provided at the employer level is also effective because employers can work directly with commuters in a personalized way. Workplaces are equipped to create a culture around certain commuting behavior that leads to more lasting behavior change. Also, given that workers at a particular workplace all commute to the same location, an employer is in a unique position to provide targeted education and training to its employees regarding the best routes and most convenient modes of transportation to take to the office. The following paragraphs describe the TDM strategies that should be areas of focus for Marketing & Education efforts.

Guaranteed Ride Home: The city should consider providing employers with marketing information regarding its TDM programs, such as any Guaranteed Ride Home program (See Strategy Package #5) and/or Carpool Matching program being instituted. Employers are valuable partners in promoting these city programs since they can directly reach their potential users. Employers will then distribute marketing materials that explain how to sign up and access these services. All transportation information relevant to an employer's site should then be provided to employees as part of a new employee welcome packet and be incorporated into company-specific policies and protocols to encourage employees to use new programs and mode enhancements associated with its new TDM program.

Preferential carpool parking: Bloomington should encourage companies that own and operate their own garages to provide preferred parking locations on-site to carpoolers and vanpoolers. As recommended for city-owned lots as part of the creation of a carpool program, privately-

owned garages should also provide preferred carpool parking where possible. These spaces should be more convenient, for instance, closer to entrances and elevators. Employers that own their own garages are a prime target for aligning this policy, given that their employees who are parking are generally SOV drivers. As recommended for city-owned garages, employers should also consider reducing the price of carpool parking to further encourage workers to sign up for carpool matching. Employers that provide parking as a benefit can also restructure their benefits packages to promote these new carpool spaces over regular parking spaces associated with driving in an SOV.

Tax incentives to employees: Bloomington should encourage employers to provide pre-tax transportation benefit program to encourage employees to use public transit. As part of Section 132 (f) federal tax code, employers can allow employees to set aside a certain amount of their income pre-tax each month to be used for public transit fares, vanpool costs, or costs associated with certain types of parking, such as a park-and-ride lots.

Flex-time and telework policies: Although flex-time and telework policies fall into the category of Departure Time strategies, they are typically administered by employers and not something Bloomington's TDM program could implement. That said, employers can and should be educated about and encouraged to create flexible schedule policies to reduce traffic, the duration of employees' commutes, and the pressure on the parking supply. By encouraging more employers to provide their employees flexible schedules and/or telework options, employees can reduce how frequently they drive to and park at their workplaces. For these reasons flex-time and telework policies are being included in the Marketing and Education strategies section.

Flexible scheduling can be used to encourage commuting outside of peak hours, before or after the most common arrival and departure times. Many employees would prefer to drive when traffic is reduced and would do so if it were condoned by their employer. Currently, 64 percent of downtown workers arrive within the peak traffic window of 8am to 9am. Departure commutes take place within a wider window—only 44 percent depart between the peak hour of 5pm to 6pm, a thirty percent reduction from morning peak hour traffic. Therefore, employers should pay special attention to arrival times and institute policies that encourage a wider window within which employees are allowed to arrive at work. If more employees arrived before 8am or after 9am, this would "spread the peak" and reduce traffic congestion.

The Bloomington TDM Program should explore ways to work with employers to offer telework options and/or compressed work week options to encourage their employees to avoid a trip to work entirely. When employees have a regularly scheduled amount of telework or flexible days off, this reduces the number of cars on the road on a regular basis and preserves parking for downtown visitors. The Bloomington TDM Program should also ensure there is coordination between employers and large cultural events which are scheduled well in advance, to encourage employers to activate their telework and compressed work week policies and help reduce traffic congestion as well as preserve auto infrastructure for out-of-town visitors.

Bicycle infrastructure on-site: Given the bicycle-friendly nature of Bloomington and survey respondents' interest in this mode, companies and all local businesses more broadly, should be encouraged to install bicycle parking, bicycle storage facilities, and amenities like shower facilities. Locations with bicycle parking already installed should be encouraged to enhance the parking by installing coverings to protect bicycles during inclement weather. For commuting purposes, bicycle security is critical for workers who will be leaving their bicycles for long stretches of time. This type of bicycle parking is considered longer-term bicycle storage, and such storage facilities are secure, indoor rooms on-site in which multiple bicycles can be stored for longer periods of time. On-site shower facilities also encourage workers to commute by bicycle since they enable workers to shower and change clothes after their bicycle trip and before reporting to work. Currently, the City is incorporating such bicycle infrastructure into two new parking garages, the 4th Street Garage and the Trades District Garage.

Bloomington should also further promote and expand its Bicycle-Friendly Business (BFB) program associated with the American League of Bicyclists whereby businesses go through an education and training process with the city that promotes bicycling to their sites. The city could align any new commuter assistance programs associated with its TDM program with the existing BFB program to further incentivize employers to pursue the "Bicycle-Friendly Business" designation.

Bicycle & Bus: Many people in Bloomington already bicycle frequently. However, there is an opportunity to significantly increase the number of people who use bicycling for commute purposes. Thirty percent of downtown workers live under 2.5 miles from their place of work, a distance that is generally considered accessible via bicycling. However, only seven percent of downtown workers and 6.3 percent of downtown residents regularly bicycle to work. Many more people indicated that bicycling would be their next choice if driving was suddenly not an option: 17 percent of workers and 57.5 percent of downtown residents. Outside of work, 12.5 percent of downtown residents and 17 percent of downtown workers say they bicycle. However, 39 percent of downtown employees are either unaware of bicycle routes to their workplace or believe bicycling is not possible from their location. Another quarter of respondents (27.6 percent) said they would take BT bus if driving was suddenly not an option for them. When it comes to traveling to work, despite their interest in bicycling, many bicyclists are still choosing to drive a car.

Given that more than two thirds of people cite bicycling and transit as their second-choice modes, Bloomington should find ways to promote these modes and leverage this existing infrastructure. The city should promote how people can combine both modes to reach their destinations, through existing connections between bicycle facilities and bus routes. The city should also promote the Bike 'n' Ride racks on BT buses that enable commuters to use transit with their bike in tow. Given that 30 percent of downtown workers live between 2.5 and 5 miles from downtown Bloomington, and the city limits are approximately 3 miles from downtown, a significant number of people live just outside the city limits. Many of these workers could bicycle to a BT bus stop and then board a bus to their workplace. For example, a cluster of people live just west of the city; they live approximately two miles from city

boundaries and could therefore bicycle from their homes to a BT bus stop. However, in this area the bicycle network is incomplete and stressful, therefore we also recommend that the TDM Program advocates for additional and improved bicycle infrastructure to increase the comfort and safety of bicycle commuting.

Parking pricing policies: Recommendations in strategy package 2, above, suggests that Bloomington raise parking prices and adjust parking payment policies to discourage SOV travel. In particular, parking payments should be processed on a weekly or daily basis rather than a monthly or yearly basis. As part of employer outreach, Bloomington could also encourage employers who own their parking facilities to implement similar policies. Just as employer-owned garages should emulate city-owned garages in providing preferential carpool parking, privately-owned garages should also institute pricing policies that align with those at city-owned garages to increase the effectiveness of the city's TDM programming.

Parking Cash-out Program: To incentivize employees to forgo their single-occupancy vehicle, the City should consider educating and encouraging employers to provide financial benefits "in lieu" of a parking space. Many employers provide free or subsidized parking as a benefit, either through providing parking passes to their employees or providing free parking to all employees. Parking cash-out programs are designed to reimburse this benefit to employees who do not use it, thereby incentivizing other modes. A cash-out program should reimburse employees on at least a monthly basis for their parking spot, providing a monthly stipend for the unused space. Providing cash in lieu of a parking space often spurs employees to rethink how they commute. For employers that provide parking subsidies in the form of parking passes, this practice should be discouraged or employees should be able to opt out in the same way; employees should be able to forgo their pass in exchange for the same type of reimbursement, which they can put toward non-SOV commute costs.

Promote Financial Incentives: In addition to creating a financial incentive program for non-SOV modes (described in Strategy Package 2 above), the city should widely promote it to maximize the program's impact. The costs associated with marketing and promoting this type of program is built into the costs of TDM staff and therefore provide significant value. If the city provides those multimodal transportation subsidies, it should provide all participating employers with clear marketing materials and instructions for how to effectively promote the program to employees.

Individualized Marketing: Bloomington should consider performing targeted marketing to help match commuters with non-SOV commuting options that are realistic and convenient for them. People are most likely to make lasting behavior change if they are encouraged to try multimodal transportation options that are reasonably accessible and are not more onerous than their current SOV commute. Two targeted marketing strategies are a) focusing on people who have used another commute choice in the past and b) people who live within close geographic proximity to multimodal transportation infrastructure.

Target market individuals based on past behavior: To appeal to individuals who are good candidates for non-SOV commuting, Bloomington should target market non-SOV options to people who have used other forms of commuting in the past. Based on results from the survey of downtown employee, forty percent of downtown workers have tried a non-SOV form of commuting to work. However, more than half of these people did not continue to use that non-SOV mode with any regularity. Outside of work, a third of respondents used walking as a mode of transportation, 17 percent bicycled, 15 percent ride-hailed, and 8 percent used BT buses. Given that 40 percent of workers have used a non-SOV mode to get to work and nearly 75 percent of people regularly use non-SOV modes for leisure activities, there is potential for some of these people to transition to non-SOV modes of transportation for their commutes. Bloomington should send targeted commuting information that is mode-specific to those people who have used different modes in the past.

Target market individuals based on geographic proximity: Bloomington should also send targeted marketing information regarding non-SOV options to people who live near multimodal transportation infrastructure. This targeted marketing will be based on data captured in our two surveys: see appendices D, E, and F for full results.

- *Transit:* In the employer survey, approximately a third of respondents indicated that Bloomington Transit buses are not accessible to them. However, the majority of people responded to this question that they had varying levels of awareness about routes they could take to work—a fifth were aware of routes, a quarter were somewhat aware, and a fifth were not aware of BT bus routes they could take to work. That means approximately 40 percent of respondents could be more aware of their BT bus route options, and the quarter who are aware could be further encouraged to use the BT lines accessible to them. Bloomington should target market these respondents who indicated they have access to BT with information about BT routes and schedules.

- *Bicycling:* Generally speaking, bicycling is considered a viable commute option when someone lives less than three miles away from their workplace and the bicycle network is well-connected and not stressful. According to survey data, seven percent of downtown workers and half of downtown residents (50 percent) live in locations that qualify as bikeable using these parameters. These people should be target-marketed for bicycling and provided information about bicycling routes and amenities such as bicycle storage and showers. As mentioned previously, connections between bicycle routes and BT bus routes should also be promoted, since bus racks enable bicyclists to combine bicycling with public transit.

- *Walking:* TDM industry standards indicate that walking is considered a viable commute option when someone lives a mile or less from their workplace. According to survey data, 15 percent of downtown workers and 54 percent of downtown residents are walkable to their place of work. These people should be target-marketed for walking and provided information about walking routes.

5. Mode

Guaranteed/Emergency Ride Home Program: A common fear for people considering using a mode other than a personal vehicle is that they will be unable to depart in case of an emergency. The surveys found that 13 percent of downtown workers and 14 percent of downtown residents drive alone regularly because they feel they "need a car in case of emergencies." A Guaranteed Ride Home (GRH) program assuages these fears, promising that if someone who meets certain guidelines—for instance, who regularly commutes using a non-SOV mode, or who works for a particular employer—can receive a complementary car-ride home if they suddenly need one. Qualifying reasons for a ride home vary by program. For instance, while most cover personal and medical emergencies, some also provide rides when an employer requests unscheduled overtime or when a carpool partner leaves at an unexpected time.

Guaranteed Ride Home programs are a common tool provided by municipalities and appear on many scales, from city-wide programs to regional programs or even state-wide programs. In Durham, NC, the Emergency Ride Home Program is provided by a three-county region as part of the GoTriangle program. Bloomington will need to set guidelines stipulating who is eligible and require commuters to register with the program ahead of time so they can be identified at the time of a ride request. For instance, the GoTriangle program requires that commuters must work for a registered employer. Sometimes programs are stricter: Ann Arbor's program requires that participants be regular users of multimodal transportation.

Alongside the creation of a city-wide GRH program, and as part of its outreach to employers, Bloomington should also encourage local employers to supplement the city program by partnering with ride-hailing companies. Employers could contract with ride-hailing companies to provide a certain number of back-up rides to employees per month or pay by the ride. Employers could provide such rides based on the types of hurdles it witnesses its employees struggling to overcome when they consider non-SOV forms of commuting. For instance, an employer with late-night shift workers could partner with a ride-hailing company to provide rides to workers whose shifts fall outside of Bloomington Transit's hours of operation.

Vanpools: A vanpool is like a carpool except it holds more people, typically 5-15 people who commute to and from work together in a van or an SUV. Vanpools are usually best suited for longer commutes—approximately twenty miles in length—and this program would target the 15 percent of workers who live more than 10 miles from downtown. The Bloomington TDM program should consider partnering with a vanpool leasing vendor to provide incentives to make vans more affordable and attractive for commuting purposes. The city's carpool registration and matching system should then feed into the vanpool program by identifying larger groups of individuals who could share a ride to work in a van, rather than transported in one of their personal cars. Individuals typically meet at a central location that suits everyone and drive them to their place of employment or a central downtown location.

6. Departure Time

Although departure time strategies are very effective at reducing peak hour traffic and parking demand, they are implemented at the employer level and therefore challenging to implement through a government funded TDM program. That said, they are a strategy worth educating and encouraging employers in Bloomington to implement and are therefore included in Strategy 4, Marketing & Education.

7. Route

Although route-based TDM strategies are typically part of a larger package of TDM offerings, they are usually offered through private (and largely free) mobile technologies which are already accessible to the public.

8. Trip Reduction

Although trip reduction strategies are very effective at reducing SOV trips, they are implemented at the employer level and are therefore challenging to implement through a government-funded TDM program. That said, they are a strategy worth educating and encouraging employers in Bloomington to implement and are therefore included in Strategy 4, Marketing & Education. This would include working with employers and encouraging them to provide remote work options for employees.

9. Location/Design

Location and design-based TDM strategies are typically included in a larger package of TDM offerings because they are often required to help facilitate other TDM strategies. However, in the case of Bloomington, these strategies are not necessary given its scale of transit service. Typically, location and design strategies are necessary to improve trip patterns in suburban settings by redistributing the type and locations of land uses (e.g. transit-oriented development).

Strategies to Address Challenge 2: Downtown Residents

Many of the TDM strategies recommended to address challenge 1 apply to and benefit employees as well as residents. Additionally, there are a number of TDM strategies that are unique to residents and should be considered supplemental, which are described in more detail in this section.

Given that downtown residents who regularly use non-SOV modes to commute still own and maintain cars, Bloomington should first enhance the availability of shared autos, and then increase parking pricing (please see Table 5.1 for more information about timing). This staging is consistent with the city's overall value for pursing a "carrots-first" strategy and will ensure

that residents have a viable alternative to owning and parking a car downtown when parking prices increase.

1. Technology Accelerators

All technology accelerators outlined under downtown employee TDM strategies also apply to downtown residents.

2. Financial Incentives

Parking Permit Alternatives: The city should consider offering a pre-paid transit pass (similar to the bulk rate offered to employers in the previous section) or complimentary carshare membership for new enrollees, to help incentivize incoming residents to live in Bloomington without a car (carshare memberships typically cost approximately $70 per year). Bloomington should also consider targeting current parking pass holders with incentives to try non-SOV options and reduce parking pass renewals by rewarding current parking pass holders who do not renew their passes with the same promotions, i.e. reduced rates or complimentary rides.

Parking Permit Pricing: To reinforce broader efforts to encourage residents to try non-SOV modes of transportation, the city should consider increasing the cost of its parking permits. Based on residential survey results, commuters are likely to use their second-choice mode more regularly if parking permit costs—which are currently 45 dollars per year—increased by more than 40 dollars per month. According to a Trip Reduction Impacts of Mobility Management Strategies (TRIMMS) analysis,[8] increasing parking prices by 100 percent will reduce the SOV rate by three percent. Strategies like parking pricing and financial incentives are most effective when pursued as part of a broader package of TDM initiatives. For more detail on the TRIMMS analysis, please see Appendix B.

Another policy change which would help reduce car ownership is charging a significant fee for any additional parking passes issued per resident; currently, each single family residence in downtown is eligible to receive parking passes, with each resident of that residence eligible to receive parking passes for each of his/her/their cars, for up to five cars per residence. The city should consider capping the number of parking passes issued per resident at one car, charging significantly more for each additional pass per resident, or limiting the number of parking passes per household.

[8] TRIMMS is an iterative model developed by the National Center for Transit Research (NCTR) and the Center for Urban Transportation Research (CUTR), both located at the University of South Florida. The model is a decision-making tool designed to evaluate the effect different transportation management strategies might have on a specific population's commuting behaviors. Inputs such as the existing mode split, employment and income characteristics are then measured against various strategies, forecasting changes in travel behavior. Potential, measurable strategies include worksite characteristics, employer subsidies, telework programs, guaranteed-ride-home, and TDM program marketing, parking pricing and cash-out programs, and access and travel time improvements.

3. Travel Time Incentives

All travel time incentives outlined under downtown employee TDM strategies also apply to downtown residents.

4. Marketing & Education

Residential Parking Permit Information Packets: As part of transitioning commuters from Single-Occupancy vehicles to multimodal forms of transportation, the city should explore ways to redirect parking permit applicants to non-SOV transportation options. As a general policy, anywhere that driving / parking information is presented should also include information about non-SOV modes and how to use them so that residents consider all their transportation options. In particular, the city should clearly communicate residents' alternatives in places on its website where new residents would learn about and apply for parking permits in order to influence incoming residents' decision regarding whether to bring a car to Bloomington. Alongside parking permit information should be guidance on how to sign up for carshare, apply for BT transit passes, and enroll in other TDM programs described above in Strategy Package 2.

Property Manager Information Packets: Similar to providing transportation information to new employees in a "welcome packet" for new employees, property managers could incorporate marketing information about the city's TDM programs into a "welcome packet" for new tenants. Ideally, this information could be transmitted to incoming tenants before they arrive to Bloomington, to help encourage them to arrive in the city without a car. The city should also explore ways to encourage property managers to install and maintain amenities and on-site infrastructure that supports non-SOV modes, such as secure bicycle lockers and screens with real-time traffic and transit information.

5. Mode

Carshare Program and Infrastructure: According to the survey of downtown residents, relatively few people living downtown drive to work every day (37.1 percent). They primarily walk to work (42.5 percent), yet their participation in the parking permit program demonstrates that they own a car. In order to determine how these residents use their cars, given that they do not regularly commute to work or school in them, an additional follow-on survey to this population was conducted. Results from this subsequent survey indicate that the types of trips for which residents primarily use their cars are errands (48 percent), and residents most commonly use their cars several times a week rather than every day (49 percent). Therefore, rather than strategies for shifting commute behavior among downtown residents, the City of Bloomington TDM program should pursue strategies that enable residents to use non-SOV modes for running errands throughout the week.

If residents have convenient ways of completing these types of trips other than using their own automobile, they are more likely to give up owning a car. The City of Bloomington TDM program should consider establishing a carshare program that makes available a significant

enough supply of rentable cars such that residents feel they can conveniently access one when they need it. Investing in this type of infrastructure is a critical first step in the "carrots-first" approach that will provide residents with an alternative that both addresses their needs and also reduces demand for the city's on-street parking supply. A fleet of shared cars can provide residents with a means to complete the intermittent trips for which they prefer a car –and more efficiently than broad car ownership—as well as preserve on-street parking space for visitors who are shopping, dining, or otherwise contributing to the economic activity of downtown.

Findings from the follow-up survey speak to residents' opinions on carsharing and should inform Bloomington's design of the program. Only 13 percent of respondents had ever used a carshare service before, but when asked if they would consider using one to complete their errands, 41 percent said yes or maybe. Those who had never used a carshare service before cited the following reasons: cost, availability of cars, preference for using one's own car, and location of vehicles. Most people who said they would try carshare still said they would not want to use the service instead of owning their own car (52 percent).

Bloomington should therefore make cars widely available across many downtown locations. If residents own their own cars, they will be less interested in using carshare; the cost of carshare is seen as an additional expense and one's own car will usually be more easily accessible. Therefore, an important aspect of residents participating in the program is reducing car ownership through the increased parking costs mentioned in strategy package 2 above, Financial Incentives. When residents save in maintenance costs associated with owning their own car they are less likely to see the costs of carshare as a barrier, and as long as shared cars are widely available, they are less likely to see shared cars as inconveniently located.

Research shows that encouraging households to join carsharing has the potential to reduce the number of vehicles owned by member households by almost 50 percent.[9] To provide a sense of the scale on which Bloomington would need to invest in this mode enhancement, allocating 20 car-sharing spaces in Downtown Bloomington has the potential to reduce demand for 400 residential parking spaces.[10] While exactly how many car-sharing spaces to establish would need to be further analyzed by the city, 20 spaces is an approximate number that would be recommended to adequately serve Bloomington and reduce pressure on its downtown parking supply. In a "Guarantee" program, the city and carshare provider negotiate a guaranteed amount the city will pay (usually for an entire year but billed monthly) for a set number of cars. For instance, guaranteeing 20 carshare vehicles would cost approximately $600,000 per year at

[9] Martin, Elliot; Shaheen, Susan. "The Impact of Carsharing on Household Vehicle Ownership," Access Magazine, Issue 38, Spring 2011. <http://www.accessmagazine.org/wp-content/uploads/sites/7/2016/01/access38_carsharing_ownership.pdf>

[10] Austin, Texas municipal code: Motor Vehicles Reduction, General. https://library.municode.com/tx/austin/codes/code_of_ordinances?nodeId=TIT25LADE_CH25-6TR_ART7OREPALO_DIV1GERE_S25-6-478MOVEREGE

approximately $30,000 per vehicle per year. However, the rental income generated by the cars is deducted from the guaranteed amount on a monthly basis, effectively reducing program costs as the carshare program adds users. Therefore, as time goes on and carshare rentals increase, the monthly cost of the program will decrease. One potential carshare provider is ZipCar, which is currently operating on Indiana University's campus and could potentially be extended to downtown locations.

6. Departure Time

Departure time strategies are very effective at reducing peak hour traffic and encourage use of non-SOV choices, however they are implemented at the employer level and are therefore do not apply to residents.

7. Route

Although route-based TDM strategies are typically part of a larger package of TDM offerings, they are offered through mobile technology outside of the control of the City of Bloomington.

8. Trip Reduction

Trip reduction strategies are very effective at reducing SOV trips, however they are implemented at the employer level and are therefore do not apply to residents.

9. Location/Design

Although location-based TDM strategies are typically part of a larger package of TDM offerings, as described earlier they do not have direct application or benefit in the City of Bloomington.

Conclusion

This section outlines the optimal package of TDM strategies required to develop the most robust TDM Program possible for the City of Bloomington. That said, not all the strategies are required to achieve the City's short-term goals of reducing its SOV rate from 62.8% to 60.0%. Based on the TRIMMS model forecasts, just implementing TDM marketing and education strategies will help move the City of Bloomington about half of the way to its goal. To close the gap on the remaining half, the City would need to either enhance transit service travel time by 50 percent or increase parking pricing by 50 percent. Given the City's control over parking pricing and the low administrative costs associated with implementing pricing changes, it is recommended that in the short-term Bloomington focus on increasing parking prices.

That said, the model does not take into consideration all the TDM nuances of the Bloomington community. Based on the supplemental market research summarized in Section 2 of this plan, as well as the experience of the W+A TDM implementation team, the successful program also needs to prioritize the following TDM strategies for short-term success:

- Carpool Matching
- Guaranteed Ride Home

However, for those TDM strategies to be effectively executed, the City of Bloomington needs to establish a financially sustainable organization to oversee their implementation and ongoing management. The steps recommended to implement and manage the ongoing operations of a Bloomington TDM program are described in more detail in Section 5.

Section 5
Implementation

This section outlines the key steps and specific tactics that the Bloomington TDM program needs to take to establish and operationalize the program. Each tactic includes a timeline for completion by quarter within the first two years of implementation to help make the plan action-oriented. These tactics are summarized and prioritized for ease of review in Table 5.1 below.

Table 5.1
Tactics and Prioritization

			Year 1				Year 2				
			Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Ongoing
Formalizing the Program	1	Secure City Council approval to house the TDM program in city government									
	2	Establish TDM goals for the program									
Funding the Program	3	Identify and secure local funding streams									
	4	Dedicate time of existing employee(s) to securing TDM funding sources									
Operating the Program	5	Hire TDM Program Director									
	6	TDM Program Director to hire Program Manager and Part-Time Coordinator									
	7	TDM Program Director to launch TDM programs									
	8	Hire marketing consultants									
	9	Hire support TDM staff / consultants									
	10	Develop and implement TDM marketing and campaign communications plans									
Monitoring & Evaluating	11	Administer regional mode split survey every two years									
	12	Submit an Annual Report									

Formalizing the Program

1. Secure City Council approval to house the TDM program in city government

As discussed in Section 3, the city is the desired location for the Bloomington TDM program and regional TDM program, and either the city's Public Works department or Planning and Transportation department is best suited to house the program. In order to formally establish the program as a division of Bloomington city government—in the general sense that it is a small team of TDM professionals within city government, not necessarily an independent department—the following steps must be taken. As mentioned previously, the Bloomington TDM program could also be housed in the Bloomington-Monroe County Metropolitan Planning Organization (MPO).

Steps	Timeline
Write proposal to create and staff new TDM division	Q1–Q2 Year 1
Set date for city council to vote on proposal	Q1–Q2 Year 1

2. Establish TDM goal(s) for the program

To ensure that the Bloomington TDM program focuses and prioritizes its efforts, the program needs to have specific, measurable, action-oriented, realistic, and time-bound (SMART) goals. The following goals have been set by the Bloomington TDM stakeholder committee and were determined to be achievable. These goals should also maintain consistency with other planning documents such as the city's Transportation Plan and Sustainability Action Plan. Based on stakeholder comments during the stakeholder consensus-building and visioning exercise and subsequent meetings, the City of Bloomington will know it has achieved its transportation aspirations when:

- Through city and county records, information captured from relevant economic growth indicators indicate an increase in business revenues Downtown as a percentage of entire region, number of residents Downtown as a percentage of entire region, number of employees Downtown as a percentage of entire region.
- Through a survey, visitors and employees from various backgrounds express high satisfaction (Net Promoter Score of 9 or greater) with transportation on their decision to shop and work in Downtown, convenience of transportation options to connect to, within, and around Downtown, and the safety of transportation options to connect to, within, and around Downtown.
- Through a survey, Downtown residents and employees indicate that Single Occupant Vehicle (SOV) use has decreased from 62.8% to 60% by 2022.
- Parking counts indicate that during peak demand periods 15% of parking spaces remain empty.[11]

[11] Downtown Area Parking Study: Bloomington, IN. Prepared by Desman Design Management. June 21, 2018. Page 14. < https://bloomington.in.gov/sites/default/files/2018-06/Bloomington%20Final%20Report%206.21.18%20FINAL.pdf>

Steps	Timeline
Using stakeholder desires described in Section 2, identify additional metrics to measure Aspirations such as number of employers assisted, number of employees reached, social media followers, and number of employers providing transportation information and incentives.	Q2 – Q3 Year 1
Review existing regional planning documents and identify consistencies with stakeholder desires.	Q2 – Q3 Year 1

Funding the Program

Section 7 describes in more detail the recommended combination of revenue streams that will ensure long-term sustainable funding sources for Bloomington's TDM program, whereas this section explains the action steps required to secure these revenue streams. It is recommended that the following steps be completed before any steps are taken to hire staff or contractors.

3. Identify and establish local funding streams

Since all federal funding grant programs require a local match and most are administered on a reimbursement basis, the city must be able to cover the costs of its TDM program up front. Therefore, local funding streams must be established before federal funding streams are pursued.

Based on analysis of Bloomington's commuting patterns and parking supply issues, as well as an analysis of peer cities, some parking pricing strategies and policies have been recommended in section 4. It is recommended that Bloomington establish local funding streams for the TDM program through downtown parking garage fees as well as downtown residential parking permit fees. These funding sources are regular and predictable and therefore can be relied upon to fund TDM operations. Additionally, funding streams should be established longer-term through developer fees, either structured as a fee in-lieu of parking, and/or as fees associated with an overall requirement for all new development to implement TDM strategies (a.k.a. a "TDM development requirement"). However, developer fees are unpredictable by nature and cannot be relied upon as a steady source of operational funds. These fees could potentially be allocated to specific TDM projects on a one-time basis, but in general these fees would need to be considered additional and therefore separate from the TDM operational budget.

Steps	Timeline
Evaluate permit fees and establish funding towards TDM (i.e. increase downtown parking garage fees and/or residential permit fees and earmark portion for TDM / multimodal transportation programming)	Q2- Q4 Year 1
Write and pass local municipal code establishing a TDM requirement for new developments, including fees to be dedicated to TDM / multimodal transportation programming in exchange for reduced parking requirements or increased density opportunities	Q4 Year 2– Q2 Year 3

4. Dedicate time of existing employee(s) to identifying and securing TDM funding sources

In peer communities, CMAQ is the primary funding source for TDM programs. Given that the Bloomington-Monroe MPO is in compliance with air quality standards, those CMAQ funds are not available to fund a Bloomington TDM program. In order to secure the funding necessary to establish the Bloomington TDM program and operate its programming in the short-term, the city must identify and apply to federal, state, and local grant opportunities and/or establish other local parking and tax revenue sources. Therefore, the time of an existing staff member must be dedicated to pursuing such funding opportunities.

Steps	Timeline
Existing city staff member to research and identify federal and/or state grant opportunities	Q2-Q4 Year 1
Existing city staff member to coordinate with grant-maker regarding grant requirements and application timelines	Q2-Q4 Year 1
Meet with Controller's Office to discuss realistic funding opportunities in Year 2	Q2-Q4 Year 1
Existing city or MPO staff member (as determined) to complete and submit grant applications	Q2-Q4 Year 1
Submit application for STBG grant	Q3 Year 1 – Q1 Year 2, depending on grant timelines

Launching and Operating the Program

5. Hire TDM Program Director

Once funding sources have been identified to support the TDM program in the short- and long-term, the city should then hire a director for the program.

Steps	Timeline
Develop a job description for the TDM Program Director position	Q1-Q2 Year 2
Solicit and interview candidates for the TDM Program Director position	Q1-Q2 Year 2
Hire candidate for the TDM Program Director position	Q2-Q3 Year 2

6. TDM Program Director to hire Program Manager and Part-Time Coordinator

This plan proposes that, in addition to a program director, the Bloomington TDM program also hire a Program Manager to manage the program's day-to-day operations and a part-time Coordinator to support the Program Manager. The Coordinator would work more directly with the community as part of the program's outreach efforts, for instance, to staff events.

Steps	Timeline
Develop a job description for the TDM Program Manager and Part-Time Coordinator positions	Q1-Q2 Year 3
Solicit and interview candidates for the TDM Program Manager and Part-Time Coordinator positions	Q2-Q3 Year 3
Hire candidates for the TDM Program Manager and Part-Time Coordinator positions	Q3 Year 3

7. TDM Program Director to launch TDM programs

Once the TDM Program Director has hired his or her support staff, the Director should then be tasked with finalizing the tools and contracts necessary to launch the program. Depending on what TDM services are going to be offered, the Director should reach out to potential vendors for necessary tools, such as software, negotiate contracts with these vendors, and coordinate the installation and operation of such tools.

Steps	Timeline
Use the TRIMMS analysis in Appendix B to prioritize the combination of TDM strategies that will most cost effectively support a reduction in SOV from 62.8% to 60.0% by 2022.	Q3 2021
Research vendors for TDM programs/services	Q3 2021
Negotiate contracts and purchase necessary software	Q4 2021

8. Hire marketing consultants

Once hired, the Program Manager and Director should identify professional marketing consultants to assist with execution of design and promotion elements of the marketing plan and campaign communication plans, described in Section 6, as required.

Steps	Timeline
Determine design and communications needs required beyond what Program Manager can provide	Q3-Q4 Year 2
Solicit and interview design and communications contractor candidates	Q3-Q4 Year 2
Hire candidate for design and communications contractors	Q4 Year 2

9. Hire support TDM staff / consultants

Based on the availability of funding, the Director should hire a TDM outreach staff person to maximize the program's impact on TDM mode split goals (identified in Tactic 3) through employer outreach. This person will approach major employers in the region and encourage them to promote Bloomington's commuter services to their employees. More detail on this role is discussed within the Marketing Approach in Section 6.

Steps	Timeline
Determine TDM outreach and/or administrative needs required beyond what the Program Manager can provide	Q3 Year 2
Solicit and interview TDM Outreach Staff / Consultant candidates	Q3 Year 2
Hire candidate for TDM Outreach Staff / Consultant	Q4 Year 2
Review priorities list and assess pain points for targeted geographies	Q4 Year 2
Develop solutions to pain points and initiate outreach to targeted employers with best prospects of achieving goals	Q1 Year 3 and Ongoing

10. Develop and implement TDM marketing and campaign communications plans

Each year a TDM Marketing Plan will be developed to identify the campaigns that will be executed for the upcoming calendar year. This marketing plan will essentially outline the various outgoing communications that the program will have with the region. Specific direction on how to develop the marketing plan is included in Section 6. The recommended framework for the Bloomington TDM marketing plan is included in Section 6 of this plan.

To most effectively plan for campaigns, a communications plan will be prepared prior to executing each campaign. Each campaign's communications plan will detail that campaign's context, content, recommended communications channel(s), and timing. A communications plan can be developed after completion of Strategy 9

Steps	Timeline
Develop a marketing plan before the start of each calendar year	Q4 Year 2 and Ongoing/Annually
Develop a communications plan before the execution of any campaign	Q4 Year 2 and Ongoing

Monitoring and Evaluating

11. Administer regional mode split survey every two years

Every other year, the Bloomington TDM program will administer a survey to measure progress made towards non-SOV mode split goal, specifically to reduce Single Occupant Vehicle usage rates from 62.8 percent to 60 percent by 2022. Prior to the first survey, the TDM program will need to develop a standardized survey instrument for measuring mode split, which will be updated prior to each biennial distribution. The survey may also contain market research questions to inform the Bloomington TDM program's annual marketing plan. Bloomington TDM will distribute the survey and analyze any incoming data.

Steps	Timeline
Develop standardized survey instrument to conduct monitoring and evaluation	Q4 Year 2
Develop a communications strategy to promote and distribute the survey in coordination with local and regional partners	Q4 Year 2, Every two years thereafter
Administer the survey	Q1 Year 3, Every two years thereafter
Analyze the data	Q2 Year 3, Every two years thereafter
Using travel demand modeling, identify reasonable new goals that can be achieved over the longer term	Q3 Year 3
Formalize goals and incorporate into website and other materials	Q4 Year 3 and beyond

12. Submit an Annual Report

To ensure accountability and transparency, every year the TDM Director will submit an annual report to the City Council. The annual report highlights all the activities conducted by the TDM program, including the number of participants in TDM programs, the number of employers engaged, the types of services rendered, the types of campaigns performed, etc. On survey years, the report will also include a summary of the results of the TDM Monitoring and Evaluation efforts.

Steps	Timeline
Develop a report template with descriptions of all TDM services offered, utilization rates, annual funding expended, and any monitoring and evaluation measurements	Q4 Year 2
Populate report template each year	Q4 Year 2 and Ongoing/Annually
Submit report City Council at the end of each calendar year	Q4 Year 2 and Ongoing/Annually

Section 6
Marketing Approach

Making sure that residents, employees and visitors know what their options are in advance of their trip to, from and around the City of Bloomington, helps them make smarter transportation decisions which leads to a more positive experience when they arrive at their destination. It is with that background in mind that this sample marketing plan was developed to recommend strategies that build awareness of the best ways to access the area over a three-year period.

The sections that follow provide phased recommendations for messaging as well as marketing strategies and tactics designed to encourage the desired behavior amongst the target audiences traveling to, from and around the City of Bloomington.

Marketing Goals + Objectives

The goals of the marketing plan are to effectively inform residents, employees, and visitors about all their transportation choices to, from and within the City of Bloomington as well as ensure they are used in an optimal manner.

These goals should be accompanied by measurable objectives that contribute to their attainment and help determine whether adjustments are needed in marketing campaign tactics. Based on the feedback received from the stakeholder consensus-building and visioning exercise, those measurable objectives include:

- Improved economic performance in Downtown Bloomington
- Decline in SOV rate
- Constituent satisfaction in their transportation options
- Stabilized parking utilization rates

Audiences

When establishing a marketing plan, it is essential to understand the audiences that the City of Bloomington most needs to reach. We have identified the following primary audiences as the highest priority because of the already demonstrated behavior change potential.

- **Downtown Residents** – this audience includes people who live in downtown Bloomington with downtown parking permits
- **Downtown Employees** – this audience includes business people who work in (and commute to) downtown Bloomington and use parking supply that could otherwise be available to visitors
- **Visitors -** this audience includes people who are shopping, visiting the arts and entertainment venues and/or attending events

Each audience has specific needs and interests that influence their preferred messaging and communication channels.

Program Features

Marketing and messaging should consider the opportunities and constraints presented by the TDM program environment.

Opportunities

- Bicycle infrastructure and population that uses it
- General public support for alternative transportation
- Small/dense geography
- Availability of multimodal choices
- IU students utilizing campus bus routes (particularly near downtown)
- Very walkable streetscape

Constraints

- Quantity and frequency of city bus routes
- Incomplete / stressful bicycle infrastructure
- Inadequate Park & Ride locations
- Inadequate micro transit and carshare options
- Limited storage for bicycles, strollers, wheelchair, etc.

Overarching Message

The overarching marketing message should focus on the attributes with the broadest appeal, while making clear (in the text or visuals) that the brand is a transportation clearing house.

Keeping in mind that branding is a promise to deliver on an experience, the messaging should be clear, concise, and relatable. These attributes include:

- Options – multimodal
- Access to destinations - shopping, restaurants, and entertainment
- Placement – visible and convenient
- Affordability – cost effective
- Safety – secure, clean, and protected

Whenever possible, the message below should be accompanied by a visual or visuals that make it clear the campaign is promoting transportation options in and around the City of Bloomington. When feasible for the medium in which the message is being delivered, an accompanying map (simplified version) should be included.

Example:

Live. Work. Play. Know before you go.

In messaging to specific audiences, the word “play” can be replaced by other words applicable to the timing of the message or its audience: for example, “Live.Work.Shop. Know before you go.” (or “park”, “eat”, “bicycle”, etc.). Supplemental efforts should be undertaken to determine

whether and how to differentiate the relevant word or phrase by font or other design techniques.

These messages should be tested for effectiveness, especially through digital channels, and can be adjusted based on results. It is also important to keep in mind that these messages will be tailored for the medium in which the message is distributed. For example, some digital ads will need to capture the essence of the message with shorter text – perhaps the tagline only – and accompany images.

Audience specific messaging should be tailored for the audience, timing, and communications channel (e.g., website, social media, digital ad, press release). Messaging should emphasize the features and attributes that are most important to each audience, as well as the audiences' most likely reasons for travel to downtown Bloomington.

Marketing Strategies + Tactics

This marketing plan provides several strategies and supporting tactics for generating awareness of transportation choices to, from, and within the City of Bloomington as well as ensure they are used in an optimal manner.

- Recommended steps cannot be taken at once – and, even if that were possible, it would not make for an effective marketing effort.
- Phased approach that establishes the necessary foundations for the marketing program, implements and tests the most cost-effective and far reaching tactics, and then uses the results to inform other elements of the marketing plan.

Phase 1 (0-3 months)

Strategy: Increase marketing power with umbrella branding for ALL Bloomington transportation options

- Create umbrella branding guidelines. Take inspiration from the different stakeholder logos and stay memorable and consistent.
- Create a single integrated marketing communication for all the transportation stakeholders, vendors (i.e. carshare, bikeshare, scooters, etc.) and entities.

Strategy: Develop a standalone website/app that promotes all transportation options in and around the City of Bloomington

- Make the affiliation with transportation partners and vendors clear for residents, employees and visitors.
- Define and test the call to action link on the homepage.
- Ensure the homepage's image is clearly of transportation in and around the City of Bloomington and use a tagline that is descriptive of the overarching goal of the marketing initiative.
- Open external links (individual stakeholders, vendors, and entities) in a new tab or window. Maintain strong individual brand and content.

- Enhance the content provided on the website so users do not have to repeatedly navigate off the site to find the information they need.
- Maximize the site's ranking and enhance its content in search engine results.

Strategy: Establish tools for measuring the plan's impact on an ongoing basis.

- Use new website traffic to gauge effectiveness of marketing/campaign tactics.
- Set-up Google Analytics and use it to track website visitor behavior.
- Conduct regular user surveys to measure customer satisfaction - both of residents, employees, and visitors.

Strategy: Implement social media best practices and beef up the City of Bloomington's transportation content on Facebook, Twitter, and Instagram.

- Initiate a concentrated social media effort including the notion of standalone program accounts
- Differentiate content on Facebook, Twitter, and Instagram

Strategy: Establish strong promotional material and design.

- Design marketing collateral to incorporate agreed-upon umbrella branding, messaging, and associated visuals.

Phase 2 (3-9 months)

Strategy: Use digital marketing across the web to target all audiences served by the City of Bloomington.

- Use digital advertising tactics like keyword search advertising to present users with transportation information when they search relevant downtown Bloomington terms.
- Expand awareness and reach priority audiences on social media using promoted posts during key periods, such as the Lotus World Music & Arts Festival.
- Use digital ads to remarket to people who visited the City of Bloomington's new transportation website.

Strategy: Develop regular reports on key metrics

- Compile reports that encompass all data sources, as available.

Strategy: Form mutually beneficial partnerships.

- Work with state, regional, county, and city tourism offices and chambers of commerce.
- Contact attractions and event organizers that have an interest in promoting low-stress transportation options for travel to their facilities and events.
- Contact employers about encouraging their employees to use multimodal transportation and thereby make more parking supply available to visitors.
- Identify other potential partners, like IU that could reach target audiences or have an interest in promoting parking supply in downtown Bloomington.

Strategy: Improve branding on wayfinding and parking.

- Improve branding on the wayfinding and parking sign(s) itself.

Phase 3 (9 months – 1 year)

Strategy: Consider narrower or more customized marketing and outreach, in part based on the lessons learned, results analyzed, and groundwork laid in Phase 2.

- Use geofenced digital ads and mobile ads for downtown Bloomington.
- Explore customized travel behavior email campaign options, laying the foundation for the personalized transportation assistance in Years 2 and 3.
- Place ads and conduct other outreach in the City of Bloomington and neighboring communities that frequent the downtown.

Years 2 + 3

Year One of the marketing plan is focused on building the marketing infrastructure and testing audience specific messages (as well as channels). A large portion of Year 1 will be devoted to the downtown resident and employee audiences and maximizing both the message and reach via digital tools/platforms.

Year Two and Three of the marketing plan will be focused on developing and implementing a customized transportation demand management (TDM) program aimed at reducing single-occupant vehicles of residents and employees within the downtown Bloomington. By reducing drive alone trips through an integrated marketing and outreach approach, an increase in parking supply can be created to enhance the visitor and retailer experience.

The strategies proposed will reflect a strong mix of uses located within downtown Bloomington and will apply to the entire area.

- Promotion of Real-time Transit Information
- Site-based Transportation Access Guides
- Personalized Transportation Assistance

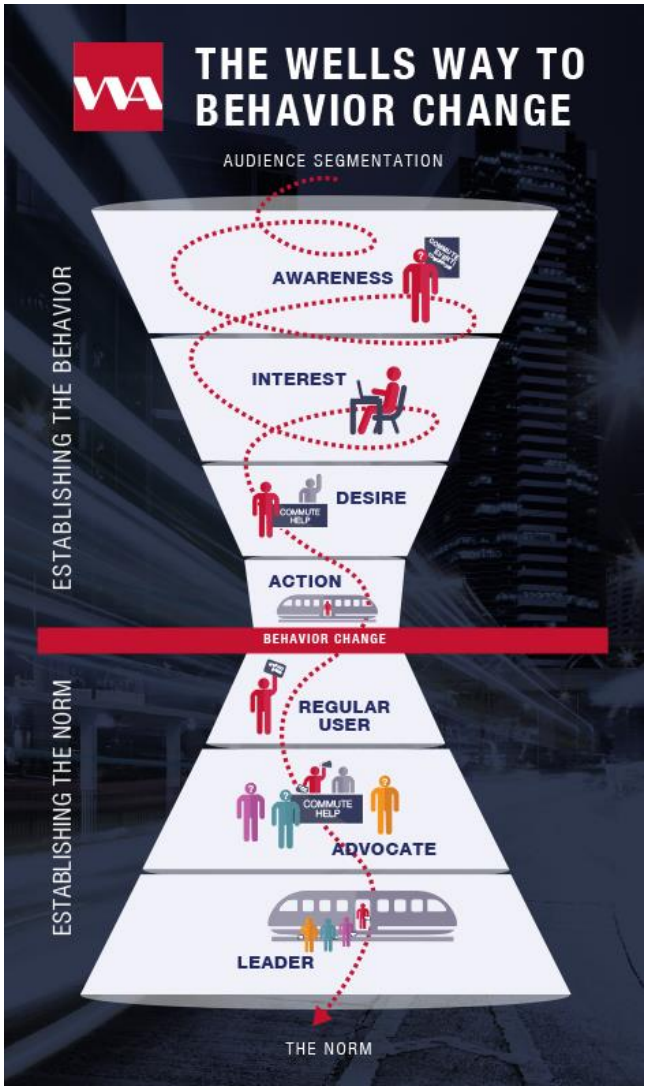
The Year Two and Three resident/employee marketing plan will use strategies to specifically communicate with residents/employees at the home/workplace on an on-going basis:

Digital Strategy - The goal of this marketing strategy is to inform the downtown residents and employees about transportation tips, news, and related updates through the website, program emails, and social media outlets. A detailed calendar should be developed to plan, coordinate, and track email and social media communications throughout the year. The calendar should include a schedule of emails from the TDM program directly to residents, individual employers and employees promoting alternative forms of transportation to driving alone.

Audience Outreach – Audience outreach takes advantage of existing and created opportunities to engage residents and employees of downtown Bloomington. Through building and employer specific events, partnerships, marketing materials, and incentives, the program starts

conversations and engages in motivational interviewing with residents and employees to develop long term efforts for transportation behavior change. Motivational interviewing is a conversational approach which seeks to provide an individual with the motivation needed to move away from indecision and towards decision-making that accomplishes his or her goals.

Personalized Transportation Assistance – This marketing tactic will form the basis of the resident and employee marketing and engagement. It uses data and research to provide customized and individualized communications to the resident and employee audience.



For personalized communications Wells + Associates recommends a customized automated marketing platform. Below is an example of a platform Wells + Associates uses called Compass. Compass applies a sophisticated scoring algorithm to generate a customized commute profile for each resident and employee.

Wells + Associates' behavior change approach uses attitudinal data captured from a residential or employee transportation survey combined with geographic information technology systems to quickly determine which transportation choices are optimal and feasible for each resident or employee. It has a commute scoring system that matches residents and employees to transportation choices based not only on what is available to them, but whether their attitudes indicate they are most open to that transportation choice. This allows the TDM program to provide employees with meaningful customized commute plans.

Once commute profiles are developed for each resident and employee, they are pulled into an individualized behavior change journey. This journey begins with the notion of helping residents and employees arrive to work and home in downtown Bloomington without driving their car in the most efficient and cost-effective manner possible. An individual's journey varies based on many factors, and no two journeys are exactly alike. As residents and employees work their way through their respective commute behavior change journeys, the marketing and outreach team continuously:

- Reviews and analyzes the resident's/employee's progress

- Identifies the resident and employees that may need additional assistance to progress to the next step
- Provides supplemental support to advance them to the next step in their journey
- Reports on progress toward non-auto mode split goals/desires

It is important to understand that employers are dynamic organizations and that their employee populations are continually changing. It is with that background in mind that it is recommended that the personalized transportation assistance be integrated into an employer's onboarding process. New employees will move through the same individualized behavior change journey described above. A TDM program representative can also be on call with video communications, phone and email services to address any last-minute assistance that employees need to feel comfortable and confident with their commute to work in downtown Bloomington.

Although the resident and employee audiences are a primary focus due to sheer volume and potential for change, it is important to note that long term shifts in transportation behavior will also occur within the visitor population. Broad based marketing efforts in Year 2 and 3 focused on community events are recommended to educate and inform visitors of their transportation options when visiting the downtown area. These options may include how to efficiently locate parking while encouraging non-SOV modes to getting around the area (i.e. park once).

Section 7
Funding Bloomington TDM Activities

As described in the Implementation Plan in Section 5, the long-term sustainability and success of Bloomington TDM requires stable funding streams to support its efforts. This section describes the estimated operating expenses required to successfully run a city-wide TDM program along with the anticipated revenue sources to cover them.

Although city-wide TDM programming can vary substantially depending on the size and scope of activity, it is estimated that a budget of between $475,000 and $500,000 annually would fund the administration and programs of Bloomington's TDM program during its first three years of operations. This section details the costs that comprise that budget range, as well as the funding sources anticipated to fund that budget.

Based on the peer review, most cities comparable to Bloomington are using federal funds to support their TDM programming. Namely, the Congestion Mitigation and Air Quality (CMAQ) grant program run by the Federal Highway Administration (FHWA). Bloomington does not qualify as a jurisdiction in "non-compliance" with air quality standards and is therefore not eligible for this program.

One current FHWA grant program that may be applicable to the Bloomington TDM program is the Surface Transportation Block Grant (STBG), which would allow up for up to 80 percent reimbursement of TDM program-related expenses.

Operating Expenses

There are three broad categories of expenses required to operate the Bloomington TDM program: staff, overhead, and direct expenses. These expenses are summarized in Table 7.1.

Staff – The anticipated staff expenses assume that during the first three (3) years of operation, a full-time program director, a full-time program manager, and a part-time coordinator will be required to help launch the program. The program director will lead TDM initiatives, hire and manage staff, engage partners, and serve a highly visible role across departments. The program manager will run day-to-day operations of TDM programs and lead employer outreach efforts. Finally, the part-time coordinator will support operations and implementation efforts, such as TDM events. Corresponding payroll tax and fringe benefits are also included as part of the assumptions regarding the cumulative costs of these staff members. The combined staff expenses are estimated to be approximately $209,000 in year 1, $213,000 in year 2, and $218,000 in year 3.

Overhead – The anticipated overhead expenses assume that there are upfront costs for office supplies and equipment that decline after initial startup is complete in Year 1. Remaining overhead expenses (including costs for conferences, association dues, travel, office rent, and

meetings) increase at a rate to account for cost of living adjustments each year. Conference Fees, Dues, and Travel cover the cost to send staff to learn about best practices and new ideas that may enhance the way Bloomington delivers TDM services. Ideally, the city will be able to provide TDM program staff with office space that is currently available. However, if not, an office rent budget line item assumes the cost for space for two and a half employees at an average rate of approximately $1,230 per month over the first three years.

Direct Expenses + Consulting Fees – To effectively promote the TDM services to the various audiences described in Section 6, Bloomington's TDM program will need to pay for design and production of printed materials, hosting of special events, and marketing/TDM contractor staff to supplement the expertise and bandwidth of in-house staff. It is anticipated that the need for contractor staff will reduce over time as Bloomington's TDM program acquires a better understanding of its predictable in-house staff needs and expenses. Typically, contracted staff is required for approximately three years; by this time the staffing requirements will be better understood, funding streams will be established, and the program will have a better understanding of its needs and therefore be better equipped to hire full-time staff.

Table 7.1: Bloomington TDM Program Expenses

Category	Expense	Year 1	Year 2	Year 3
Staff	**Salary (2.5 FTE)**	$165,000	$168,300	$171,666
	Payroll Taxes (9%)	$14,850	$15,147	$15,450
	Fringe Benefits (18%)	$29,700	$30,294	$30,900
	Subtotal	*$209,550*	*$213,741*	*$218,016*
Overhead	Office Supplies & Equipment	$10,500	$7,500	$5,000
	Conference Fees, Dues & Travel	$4,000	$4,500	$5,000
	Office Rent	$14,000	$14,700	$15,435
	Meeting Costs	$1,800	$2,000	$2,200
	Subtotal	*$30,300*	*$28,700*	*$27,635*
Direct Expenses + Consulting Fees	Ride Matching Software	$80,000	$83,200	$86,528
	Guaranteed Ride Home	$20,900	$21,736	$22,605
	Other "Try It" Incentives	$39,000	$40,560	$42,182
	Printing + Graphic Design	$20,000	$20,000	$20,000
	Promo Events	$10,000	$10,000	$10,000
	Marketing/TDM Contractors	$75,000	$60,000	$55,000
	Legal & Accounting	$6,000	$5,700	$5,415
	Subtotal	*$250,900*	*$241,196*	*$241,731*
	Grand Total	**$490,750**	**$483,637**	**$487,382**

BUDGET FOR RECOMMENDATIONS

Table 7.1 provides an estimate for an optimal budget, but it does not mean that Bloomington TDM will require the exact amounts specified to operate successfully. Depending on the level

of revenue streams which are secured, and the skill sets of staff hired, certain direct expenses can be reduced or eliminated to stay within budget. Additionally, there may be opportunities to further reduce expenses by sharing overhead expenses with existing city government departments. In summary, this budget provides a guide for anticipated expenses, but needs to be flexible to adapt to the unique circumstances that are revealed once the program takes form.

Revenue Stream

A financially sustainable program has a diverse set of revenue streams. This ensures that it can maintain consistent operations should one source of revenue experience a reduction during a given fiscal cycle. With that background in mind, it is recommended that the Bloomington TDM program establish a stable funding stream to give it the best chance of succeeding in the long-term.

As mentioned above, the central funding source for TDM activities among comparable cities is federal. However, this funding requires a local match and Bloomington will need to secure state or local funding to match 20 percent of these federal funds. Table 7.2 summarizes those revenue opportunities and the minimum amounts needed from each to cover the operation expenses in Table 7.1. A more detailed description of each funding source is explained below.

Public Grants

As a local government program, Bloomington's TDM program has access to the city's operating budget and other sources of revenue, as well as qualifies for public grants. The primary federal grant with funding priorities that align with the activities outlined for Bloomington is the Surface Transportation Block Grant (STBG) program. Although not comprehensive, potential sources of local matching funds are listed below.

Potential Sources of Funding

As mentioned in the peer review, many comparable cities with TDM programs fund the programs using fees from other city services. It is recommended that Bloomington establish local funding streams for the TDM program through downtown parking garage fees as well as downtown residential parking permit fees. These funding sources are regular and predictable and therefore can be relied upon to fund TDM operations. This local revenue could serve as the local match needed to secure federal funding through the Surface Transportation Block Grant (STBG) program.

Additionally, funding streams should be established longer-term through developer fees, either structured as a fee in-lieu of parking, and/or as fees associated with an overall requirement for all new development to implement TDM strategies (a.k.a. a "TDM development requirement"). Portland created city ordinances to help fund multimodal transportation: it levies an in-lieu

parking fee as well as an impact fee on developers to fund multimodal transportation.[12] Another potential source of revenue is through establishing parking maximums; Portland is considering creating parking maximums and then levying a fee on any developers that want to build parking beyond the maximum allowed level. However, developer fees are unpredictable by nature and cannot be relied upon as a steady source of operational funds. These fees could potentially be allocated to specific TDM projects on a one-time basis, but in general these fees would need to be considered additional and therefore separate from the TDM operational budget.

Another model for how to apply parking revenue to TDM programming is Ann Arbor's Go!Pass program.[13] The program partners with downtown employers and, for a small participation fee, provides employees with subsidized transit fares. These fares are paid for by the Downtown Development Authority, through parking revenue generated by downtown parking garages.

Sponsorships

As outlined in Section 6, there are numerous campaign-related events scheduled throughout the year to build regional awareness of different TDM strategies. The broad regional exposure to these campaigns creates a public relations opportunity with public and private entities looking to be affiliated with Bloomington TDM and capitalize on the exposure. To generate revenue, Bloomington TDM should incorporate sponsorship packages into every regional campaign it delivers as well as actively solicit sponsorship from organizations that would likely benefit from the public relations. For instance, "Bike-To-Work" days and "Commute Challenges" are popular public events used to generate awareness of multimodal transportation and encourage people to try new modes. These events are usually sponsored by local organizations to offset costs.

Bloomington should align these campaigns with their overarching strategy to engage downtown employers, and therefore target sponsorship opportunities to downtown employers. Funding from these sponsorship packages would not be reliable enough to be allocated for operations and therefore could not support staffing costs. However, these funds could be used to fund TDM campaign expenses such as the marketing contractors, incentive programs, and other direct costs associated with TDM campaign-related programming recommended in the TDM Strategies section.

[12] Portland, ME, Comprehensive Plan, "Portland's Plan 2030". City of Portland, Maine, p238. <https://www.portlandmaine.gov/1861/PortlandsPlan2030>
[13] https://www.getdowntown.org/gopass

Table 7.2
Bloomington TDM Revenue Opportunities

Revenue Source	Year 1 Goal	Year 2 Goal	Year 3 Goal
STBG Grant	$240,000.00	$230,400.00	$221,184.00
Internal Office Supply Donations	$6,000.00	$0.00	$0.00
City Parking Revenue	$205,000.00	$215,250.00	$226,012.50
Event Sponsorships	$40,000.00	$44,000.00	$48,400.00
Total	$491,000.00	$489,650.00	$495,596.50
Revenue Source	**Year 1 Goal**	**Year 2 Goal**	**Year 3 Goal**
STBG Grant	$240,000.00	$230,400.00	$221,184.00
Internal Office Supply Donations	$6,000.00	$0.00	$0.00
City Parking Revenue	$205,000.00	$215,250.00	$226,012.50
Event Sponsorships	$40,000.00	$44,000.00	$48,400.00
Total	$491,000.00	$489,650.00	$495,596.50
Revenue Source	**Year 1 Goal**	**Year 2 Goal**	**Year 3 Goal**
STBG Grant	$240,000.00	$230,400.00	$221,184.00
Internal Office Supply Donations	$6,000.00	$0.00	$0.00
City Parking Revenue	$205,000.00	$215,250.00	$226,012.50
Event Sponsorships	$40,000.00	$44,000.00	$48,400.00
Total	$491,000.00	$489,650.00	$495,596.50

Table 7.2 provides an estimate for revenue opportunities from each funding source, but it does not mean that Bloomington TDM should feel restricted to pursuing these amounts. Bloomington should meet with prospective grant makers in advance of applying to determine the following:

- Grant application submission and award timelines
- Grant eligibility criteria alignment with Bloomington TDM Program Plan priorities
- Typical grant amounts for start-up programs in their first 3 years of operation

These meetings will help refine Bloomington TDM's understanding of realistic grant dollar values that can be anticipated in the next year and when those funds would become available. This information should be used to update Table 7.2 and the operating budget outlined in Table 7.1 as needed.