

**CITY OF BLOOMINGTON
TRANSPORTATION COMMISSION
FINDINGS**

Case # TC-P-26-06

Date February 23, 2026

Petitioner/Author: City of Bloomington


Location: Citywide Traffic Signals

Approval Requested: To adopt the policies included in the draft technical document outlining the selection of pedestrian protection measures at signalized intersections.

Motion: Adopt the proposed findings and approve the policy regarding pedestrian protection measures at signalized intersections.

Vote: 8-0

The Transportation Commission adopts the Findings recommended by the staff as presented in the staff report,



Andrew Cibor
City Engineer

**BLOOMINGTON TRANSPORTATION COMMISSION
STAFF REPORT**

CASE #: TC-P-26-06

Location: Citywide Traffic Signals

MEETING DATE: February 23, 2026

PETITIONER: City of Bloomington
401 N. Morton St.

MEASURE UNDER CONSIDERATION: To adopt the policies included in the draft technical document outlining the selection of pedestrian protection measures at signalized intersections.

REPORT: On October 4th, 2024, the City Council passed Resolution 23-17 directing the Plan Commission to prepare an amendment to the Comprehensive Plan consistent with the following guidance:

1. Establish a city-wide policy to prioritize the use of leading pedestrian intervals at signalized intersections when feasible, especially in areas with high pedestrian activity, while reasonably balancing the goals set out in the City Comprehensive Plan (including the Transportation Plan).
2. Establish a city-wide policy to prioritize pedestrian recall as the default mechanism over actuated signals for pedestrian crossings at signalized intersections, especially in areas with high pedestrian activity, while reasonably balancing the goals set out in the City Comprehensive Plan (including the Transportation Plan).

The City is currently managing a project by engineering consulting firm American Structurepoint, Inc. to collect traffic data, model traffic patterns, and determine and implement citywide signal timings that optimize safety and mobility for all modes of transportation. The project is programmed in the Metropolitan Planning Organization's Transportation Improvement Program for 90% of project costs to be reimbursed with federal funds. Signal timing implementation is expected to be completed during 2027. The project includes development of a policy document to determine the selection pedestrian protection measures as summarized below.

DEFINITIONS:

Leading Pedestrian Intervals (LPI) & Leading Through Interval (LTI)

- LPI is a traffic signal timing strategy that gives pedestrians a head start to begin crossing the street before vehicles get a green light, improving their visibility and safety.
- LTI follows a similar approach to LPI; however, the pedestrians and the through vehicles both get a green light ahead of the conflicting turn movement. A dedicated turn lane for the conflicting turn movement needs to be present to implement an LTI
- The implementation of either LPI or LTI depends on the volume of conflicting right-turning vehicles at standard intersections and conflicting left-turn volumes at T-intersections and one-way streets, if any level of pedestrian demand is observed every 15 minutes during the peak hour
- LTI is preferred over LPI at intersections with dedicated turn lanes for the conflicting turn movement.
- Any intersection which has an LPI or an LTI implemented, needs to have a "No Turn on

Red” sign installed for the conflicting right-turn movement at standard intersections and conflicting left-turn movements from a one-way street to another one-way street.

- For a protected permissive left turn with an LPI setting, the LPI will occur after the protected left turn phase and before the concurrent through phase with permissive left and right turns.

Pedestrian Recall

- Pedestrian recall is a traffic signal setting that automatically provides a walk signal for pedestrians every cycle, regardless of whether the pedestrian detector (push button) is activated.
- Independent of pedestrian volumes, pedestrian recall setting is advised for the following scenarios:
 - At an intersection without pedestrian detection.
 - Between 7 AM and 11 PM in the Central Business District (CBD) Area, as well as at intersections adjacent to schools, senior citizen facilities, parks, recreational areas, playgrounds, libraries, mass transit stations, hospitals, or other significant pedestrian generating facilities.
 - In a coordinated system, the pedestrian recall signal setting is advised for the pedestrian movement associated with a main street if a modest level of pedestrian demand (at least 100 pedestrians on both sides of the intersection between 7 a.m. and 7 p.m. on a typical weekday), is observed.
 - For uncoordinated directions and intersections, the need for pedestrian recalls is dependent on the combination of the volume of pedestrians on both sides of the intersection in a specific direction between 7 a.m. and 7 p.m. on a typical weekday, as well as the proportion of how often the pedestrian movement is active.

Rest in Walk

- Rest and walk is a traffic signal setting where the pedestrian walk signal remains displayed during the entire signal cycle until it reaches the yield point for conflicting traffic.
- The rest and walk setting is advised in addition to pedestrian recall for crossing with high pedestrian volumes.

REQUIREMENTS:

Pedestrian Protection Measure	Requirements for Implementation
LPI/LTI	100 turning vehicles (approx. 2.5 vehicles/cycle) at standard intersection during the peak hour. AND Pedestrians cross at least once every 15 minutes during the peak hour.
Pedestrian Recall	Independent of pedestrian volumes:

Pedestrian Protection Measure	Requirements for Implementation
	<ul style="list-style-type: none"> ● at an intersection without pedestrian detection. ● between 7 AM and 11 PM in the Central Business District (CBD) Area, as well as at intersections adjacent to schools, senior citizen facilities, parks, recreational areas, playgrounds, libraries, mass transit stations, hospitals, or other significant pedestrian generating facilities. ● a coordinated main street must have at least 100 pedestrians on both sides of the intersection between 7 AM and 7 PM on a typical weekday. ● for uncoordinated direction and intersections, the following requirements apply: <ul style="list-style-type: none"> ○ at high pedestrian volume locations with more than 500 crossings on both sides of the intersection in a specific direction between 7 AM and 7 PM on a typical weekday, if the pedestrian movement is active for at least 40% of the cycles. ○ at moderate pedestrian volume locations with between 100 and 500 crossings on both sides of the intersection in a specific direction between 7 AM and 7 PM on a typical weekday, if the pedestrian movement is active for at least 30% of the cycles.
Rest in Walk	At high pedestrian volume locations with more than 500 crossings on both sides of the intersection in a specific direction between 7 AM and 7 PM on a typical weekday.

CRITERIA AND FINDINGS FOR TRANSPORTATION PROJECTS / PROPOSED CHANGES TO TITLE 15 (Vehicles and Traffic) / PROPOSED CHANGES TO TITLE 12 (Streets, Sidewalks and Storm Sewers)

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

- 1) *Is consistent with the comprehensive plan and other applicable city adopted plans.*

PROPOSED FINDING: The proposed policy is consistent with the goals of the City’s Comprehensive Plan including Goal 6.3 Improve the Bicycle and Pedestrian Network and Goal 6.4 Prioritize Non-Automotive Modes. This policy is also consistent with recommendations in the Transportation Plan including adjusting traffic signal timings to improve safety for motorists, transit users, and pedestrians at intersections.

- 2) *Is consistent with the best practices for eliminating all transportation-related fatalities and*

serious injuries within the city.

PROPOSED FINDING: The proposed policy is designed to reduce crash risk for vulnerable road users.

- 3) *Is consistent with advancing a sustainable transportation system and equitable access to all transportation facility users while prioritizing non-automotive modes.*

PROPOSED FINDING: The proposed policy is in compliance with adopted City plans. This policy would increase prioritization of non-automotive users while maintaining access for motor vehicle traffic.

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

PROPOSED FINDING: The City's adopted plan and Council Resolution 23-17 guided the development of this policy. The City's planning documents included extensive public outreach, and City Council meetings include opportunity for public comment. This Transportation Commission meeting provides an additional opportunity for public input.

RECOMMENDATION: Staff recommends that the Transportation Commission adopt the proposed findings and approve the policy regarding pedestrian protection measures at signalized intersections.