

# City Council Budget Planning Worksheet

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This worksheet is designed to help councilmembers articulate budget priorities using an Outcome-Based Budgeting (OBB) framework. Rather than focusing only on departmental funding or line items, this approach emphasizes the outcomes our community wants to achieve. For each outcome area, you'll be asked to define your vision, desired results, and proposed actions.

## Step 1: Choose or Define Outcome Area(s)

An outcome area is a major theme or category that reflects a core aspect of community well-being. These areas represent the results the city is working to achieve for residents. They often cut across multiple departments and require coordination and strategic investment. Consider the following common examples of municipal outcomes and place a star or checkmark next to your top priorities:

- Public Safety
- Transportation & Mobility
- Affordable Housing & Homelessness
- Economic Health & Jobs
- Environmental Health & Sustainability
- Culture & Recreation
- Neighborhood Livability & Social Health
- Health & Human Services
- High Performing Government
- Equity
- Government Transparency
  
- Other: \_\_\_\_\_

## Notes:

## Step 2: Complete the following outcome worksheet

Outcome areas are broad themes that capture what a city aims to improve for its residents—like public safety, transportation, or housing. Within each outcome area, broad goals articulate the city's vision, such as “improve walkability” or “expand access to affordable housing.” To achieve these goals, the city funds specific items, programs, or services—for example, building new sidewalks, adding shelter beds, or funding small business grants. These investments are justified by their expected impact, which we express through outcomes: measurable changes in the community, like a 20% increase in pedestrian access or a reduction in the number of residents experiencing homelessness. This structure helps ensure that every dollar we spend is tied to a result that matters. Complete the following worksheet while keeping your top outcomes from above in mind. Consider how your specific funding priorities impact your highest priority outcomes.

### 1. Specific Budget Items (Inputs)

These are direct, concrete proposals for how money should be spent (e.g., new projects, increased funding, capital improvements).

Examples:

- Allocate \$250,000 to expand sidewalk construction on Main Street
- Fund an additional social worker in the Housing and Neighborhood Development Department
- Increase funding for youth recreation programs by 10%

Your Proposals:

- 1.
- 2.
- 3.
- 4.

### 2. Broad Goals (Vision or Policy Direction)

These express your high-level priorities or visions for the city's future. They help guide where investments should be focused. Many of these types of goals are already outlined in various city plans.

Examples:

- Improve walkability and pedestrian safety
- Expand access to affordable housing
- Make Bloomington more climate resilient

Your Broad Goals:

- 1.
- 2.
- 3.
- 4.

### **3. Specific Outcomes (Measurable Results)**

These define the changes or results you want to see in the community and provide a way to evaluate success.

Examples:

- Increase pedestrian access to commercial areas by 20% in 3 years
- Reduce emergency response times by 10% citywide
- Cut city-wide emissions by 30% by 2030

Your Desired Outcomes:

- 1.
- 2.
- 3.
- 4.

**Notes:**

## Prioritized List of Council Budget Priorities

### **Matt Flaherty:**

#### Step 1

- Transportation mobility, (concern over injuries on our streets), affordable housing and homelessness (zoning), and equity (transportation equity). Sustainability on climate and implementing climate action plans are important as well.
- Topics intersectional.
  - focusing on where change is needed most

#### Step 2:

- Transportation and Safety Action plan guiding decision making.
- Failed to fully implement a priority network, so funding. Sidewalk improvement, considerable. Increase in protected bike infrastructure. Multi-use paths, bicycle friendly intersections.
- Capital expenditure in perpetuity for infrastructure. \$8 million as a figure relative to progress. Make progress on our Vision Zero goals in funding. (I believe a bond was mentioned)

(Hopi: 8 million a year?) Yes

- 2 million in each bucket. 60/40 in favor of pedestrians. Addressing south walnut street pike where a pedestrian was killed, other sidewalk gaps. Sustained investment.
- 200 to 400k to change the UDO ordinance. Increase housing supply, diversity of housing upes. I've been advocating a reform based code for at least 8 years.
- In the absence of a UDO overhaul. My understanding is we are not ready for that overhaul yet.
- 2 things: appropriate funding for Council offices to function well. Potential need for outside counsel to address some issues. That type of funding for contracted support beyond legal as well. Consulting and advising, public engagement support. If we want to pursue issues differing from the mayor. 200k. 200 to 400k for operationalized equity. Variety of options out there. If we are serious about the value of equity, we will take contracted support. Expertise in house may not be enough. Will take a plan and dedicated support.
  - We need to know what kind of equity or justice we are talking about. Plan for community engagement is vital here.

### Step 3:

- I support the idea of outcomes based budgeting, we have a variety of city based plans that inform us. Those aren't always the best and most measurable though
- Weary of introducing new outcomes or metrics in areas we don't have plans in place already.
- Missing middle pieces of policy implementation.
- Additionally, concerned about the time scales of some of these relative to an annual budgeting cycle. Lead indication, not lag indicators. We should measure outputs that show the outcomes we are looking for. Framework I am bringing into this.
- Increasing housing, for example, needs to align with existing policy plans.

(above general reflection)

### **Andy Ruff**

#### Step 1

- Hard to rank these. Interconnected issues.
- High performing government (delivering government services, businesses looking to government),
- possibility of bringing back the leaf pickup program.

#### Step 2:

- Transportation: My question for Matt, do you envision additional staffing in planning transportation and engineering would be necessary to maintain a year after year increase in dedicated investment and development of transportation network?

(From Matt: Met with city engineer: I think it's possible yes, cities who have taken their vision zero seriously see it favorably. Some of those projects could be managed by contractors, could be a factor. I think also yes it could warrant a position or two in the administration to see those commitments through.)

#### Step 3:

- High performing gov't broad goal: paying our employees on par with other midwest cities, can't see how we perform without that competitive pay.
- Would be interesting to do this exercise from a different perspective. A perspective where we should invest less.
  - We either need to raise taxes or decrease spending in one area or another.

## Dave Rollo

### Step 1

- Five areas. 1-5. Public safety, housing, economic development, equity, health and human services, and environmental sustainability
- Adds: Basic infrastructure: Sidewalks, road paving, stormwater.
- Type of housing is important, single family homes being operated by AirBnB's.
- Interested in bonding for a land bank to provide space and dictating the type of housing. (From Hopi: How does that relate to the or is different from the Summit Land Trust? Interested in more support?)
  - Yes for more support kind of. 2019 housing study indicated people wanted purchase and building equity and ownership

### Step 2:

- Transportation: ask for basic infrastructure. Paving neglected streets, basic maintenance.
- Have asked public works what the paving schedule is repeatedly. Is aware of streets not paved in 40 years.
- If Greenway goes where there is a crumbling street, it sends the wrong signal. One of my top requests of the mayor: maintenance of our streets, repair the ones most affected, can we get on that 20-year cycle, and have a dedicated fund for that purpose so it is not neglected.
- Fire response quad in southwest bloomington. Since 2002 growth plan, know we have the land. Will probably need a bond. My understanding, Fire has difficulty getting there with the response time they'd like. I should say for that part extending it to the county.
- 4-5-10 year timeline and in that time we make steps in the direction to form based UDO.

### Step 3: Broad outcomes and broad goals

- Broad goal is public safety, Specific request: bond for southwest fire station along tap road somewhere. Outcome: to ensure response time is good for that area, anticipates growth in that area
- Health and human services as a broad goal: Need to prepare for lack of federal funding. Understanding those cuts are coming. We need to spend a million on social service spending. Outcome: establish social service spending from past
- Sustainability and climate change: specific to the city, reducing invasive plants. We have a code, should be followed, but developers don't. Need to address it with budget items, hire one FTE in planning for non-native enforcement and education. Outcome: At least mitigate or diminish the invasive plants.

- Thinking of where the money will come from. Hesitant to raise LIT. Was prioritizing in terms of maintenance, safety, and common good items. A lot that could be funded. That is something that we need to maybe curb our enthusiasm about some of these items.
- Where is the money coming from? Reticent to increasing ED lit in uncertain times as its a regressive tax. Prioritization of maintenance and public safety common good items.

Other:

- Should focus on short priorities, rather than on having tomes to try and read and evaluate.

## **Isabel Piedmont-Smith**

Step 1

- Affordable housing, health and human services (thinking most of mental healthcare and substance use), and public safety. Equity was one item that is integral
- Long standing tension between addressing helping homeless people now versus building solutions. Need to make sure no one dies homeless on our streets.

Step 2:

- Have talked about housing as an issue. Idea for that: Funding a housing summit to discuss strategies with builders and funders of affordable housing, and appropriations for that event. Could be a great first step.
- Idea of overhauling UDO has some merit. For the benefit of the public, would want clarification?

(From Isak: We need a form-based UDO, not Euclidean. A direction cities are moving in. Allows us to deal with permitting snares in Bloomington. Rules complex. Reform allows us to keep characteristics of what people want while allowing housing)

- That could go well with the housing summit. Could lead us to some concrete things we want to see in UDO provision.
- Housing: With HUD cuts, lack of Federal government funding could hit Bloomington, we should try and make up for that loss.

Step 3:

- We should have a community plan with respect to public safety with respect to a capacity stride mobile responder program to handle mental health emergency calls through central dispatch. Decouple central dispatch.

After Public Comment:

- I heard a lot of colleagues say we need to look at the city plans that outline our goals and what we want to see, sure that's one way to look at those outcomes. As chair of the fiscal committee, I am finding it difficult to see certain outcome priorities

## **Hopi Stosberg**

Step 1

- Neighborhood livability and social health (1a and 1b under that: affordable housing and public safety) Fire and Police response, safety and security generally, safety in driving in the city.
- Transportation and mobility: tied into public safety.
- Economic health and jobs

Step 2:

- Piedmont Smith plans for assistance programs funded by federal funding, making up that loss
- Maintenance costs mentioned by Rollo.
- Investment in a crosswalk plan. So many crosswalks are not painted well.

Step 3: Specific Outcomes and Broad Goals

- Teasing these several city plans apart generally could be helpful.
- Tease budget and policy apart.

## **Sydney Zulich**

Step 1

- Affordable housing, 2a and 2b transportation mobility and neighborhood and social health. Public safety.
  - The areas are intertwined.
- With housing, funding for one issue looks very different from funding for the other, they can be intertwined.
- In different engagement events who work closely with unhoused: 400 to 800 dollar gap that's really missing. Units available that are going way higher than what the majority of citizens can afford. Not a housing problem but an affordable housing problem.



### Step 2:

- funding towards UDO changes. Hesitancy towards UDO changes because they are expensive.
- Funding should be 300,000 dollars to get consultants to start the process of changing the UDO (overhaul)

### Step 3:

- Funding for programs to communicate what is going on in the city, we have a great deal of services. Would be worth putting money behind that so people could take more advantage of these programs.

## **Kate Rosenbarger**

### Step 1

- Top three: Affordable housing, transportation, and public safety.
- Choose those because those are areas in crisis. We have the ability via code to make the most impact.
- Question one: what could we fund to deal with affordable housing? One example: down payment assistance for small developers, maybe building 10 unit apartment buildings. Financially feasibility, opening up UDO

### Step 2

- On transportation: Looking at the climate action plan, many items intertwined with transportation goals.
- On housing: Reform based code is something I'd favor. In those 5 to 10 year span in implementing, current changes in our zoning could be made.
- I want a form based code and immediate changes to our UDO to address the housing supply problem.

### Step 3:

- Climate action plan. Really have 4 big plans.
- Goal of increasing organics diversion by 40% of 2018 values in our waste. Stop subsidizing our trash pickup, and use that money to start composting
- Also a pay as you go program for trash collection.. Upgrading our system for trash bins. Program which helps people think more about what they put in their trash cans.

## Isak Nti Asare

### Step 1

- Economic health and jobs, affordable housing, livability and social health (neighborhood mobility. Also involves transportation and public safety.)
- Good start in defining our buckets.
- After Councilman Flaherty priorities. Where are the things that are our emergency areas, that we can handle with money. Where we can put cash into.
  - What areas *should we see funded*, much of this discussion is breaching into the policy realm
- If there are things we can fund for affordable housing, general conversation we can have. Priority of budget specifically.
- From the conversation of the last budget, studio based housing, conversation we could have.
- Transportation and mobility should be a priority.

### Step 2:

- (Related to Transportation) funding a Downtown circulator.
- Full overhaul proposal regarding UDO changes
- Has in writing from the admin on what a UDO overhaul would take. 300 to 500k, 12 to 24 months. Has heard from the administration of putting in the budget for next year. (In response to Matt seeking to hear more from the mayor on UDO reform)
- Would like to see funded a permitting concierge service, or piloting that. Funding updates to web presence and web based tools. For both business and art installation.

### Step 3

#### Pilots around food security

- Funding initiatives around community gardens, mobile markets, meal delivery, pantry partnerships. Increasing the number of household with access to fresh produce by 25% in walking distance
  - Targeted neighborhoods like Crestmont by 10-15%
- Thinking about food business micro programs. Increasing food based small businesses. Increase of local sales at farmers markets by 25% would be a goal.

## Public Comment

- Daniel McMullen: government performance matters most to the council. Housing is important but a separate issue to homelessness. Personally affected- uber driver part time, and the closure of kirkwood has affected navigation of downtown especially on weekends picking up. Desires and uber and lift shared space. Increase lime scooters. Suggest 10 cars length distance to stop when driving.
- Christopher: money is tight, recession may be coming. Piggyback on Rosenberger, where can we make the biggest difference? Housing and housing the unhoused are different. Spur investment in housing from the private sector. Flaherty on mobility and transportation is right. Infrastructure is a main priority. Outcome based budgeting- look at point a to point b. Asset management and need for upkeep, specifically on parks and Buzz Kirk Theater, the Waldron Center. Liked housing summit
- Gerard Glum: economist. After Jan 20th economics got more interesting. Misinformation on cutting research. Lots of misinformation to fund and justify policy. Suggestion for a high performing government. Ball state prof. Will talk about tariffs and their effects on hoosiers and life quality. 2:00 downtown library, prof. Michael Hicks ball state.
- Steve Olin: member of late parking commission. Identify costs of parking and revenues across multiple departments. Look at every transaction in a department's budget. Suggestion: adopt a department and look at every transaction in the last year with excel. You will learn a lot. Suggestion: Audit departments. Departments may be wasting money and the council won't know until they audit. Council budgets should hire an outside auditor to learn how departments can be more efficient.
- Greg Alexander: we are missing sidewalks around the edge of the city. Not a coincidence, less people means less sidewalks (taxes). We need housing to solve our financial problems. Without this we will over tax people and under deliver.

## After Public Comment:

- What other inputs do we need to move that process of that prioritization list from council on budget priorities?

(From IPS: Well, points of agreement. Housing, Transportation, but other things mentioned. As of now, I don't know where to start when considering colleagues on the fiscal committee)

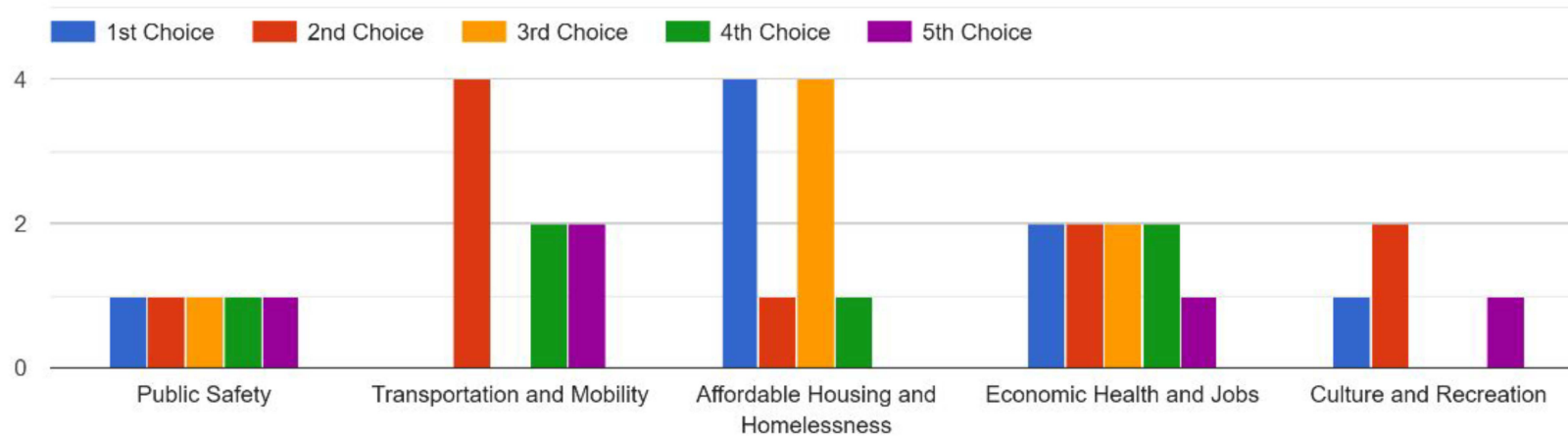
(From Hopi: Plan on where to start, consolidate notes and information. Try to put together what all the council members have said in these different outcome areas. All gathered in preparation for the next fiscal committee. Hope is that it helps)

- Don't know if we need to spend a lot of time thinking about current projects, space outside, those flexible spaces of our budget. Things enhanced, included, or increased.

INSTRUCTIONS: On the post-it notes, write the name of city programs that make a difference to you (that you like) and post them in the categories on the posters on the wall.

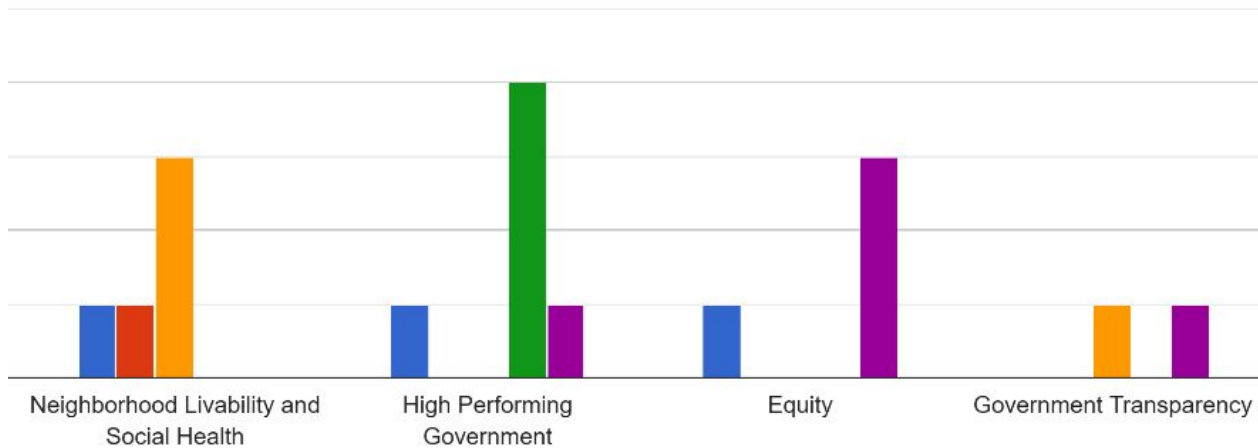
Affordable Housing & Homelessness	Economic Health and Jobs	Public Safety	Transportation and Mobility	Neighborhood livability and social health	Health and Human Services	Environmental health and sustainability	Culture and Recreation	High performing government	Equity	Government Transparency	Other
Partnership with beacon and heading home etc. to make homelessness rare, brief, non-repeating	RDC John West	After hours ambassador (+1)	B-Line + 7-Line	Polly grimshaw trail	Elder care and activities	Home energy audit	Twin lakes basketball	Better funding for council office			Increased funding for building updates
Incentives for condominium construction (+1)	Who is the largest employer in city limits? Add jobs	Well-trained, cross trained police	Parking revenue → tied to public transit	Better planters	County health vaccines, not city	I like turtles	Pickleball courts	Increased salaries for council			Free chicken pilot program
Hand down payment program	De-risk startups funds		Downtown circulator		Clinic for city employees		Park concerts	Goats			Grants to food suppliers particularly in Crestmont
Closing housing gap → more housing valued 200k-300k			Sharrows and bike lanes				Food truck friday	How much do we need for **(can't read) maintenance?			Local gardening pilot
			Kirkwood closure (as alternate to the 7-line)				Better turf field, winslow baseball	Hamessing resources at IU			More money for "resettle here" funds
			Essential infrastructure funding					Reconfigure and add safety features to chambers			
								Audits of departments' budget performance			
								Trash/recycle system			
								City council webpage and social media presence			

Rank your top five outcome areas from the selection below.



Rank your top five outcome areas from the selection below.

1st Choice 2nd Choice 3rd Choice 4th Choice 5th Choice



Total of 11 respondents.

# Councilmember Budget Priorities for 2026

Notes from 4/9/25 deliberation session and CM worksheets  
submitted via email between 4/10 and 4/14/25

Several CMs mentioned funding the goals already in our city plans

## City Plans related to Budgetary Goals

- Comprehensive Plan (2018)
- Sustainability Action Plan (2018)
- Transportation Plan (2019)
- Climate Action Plan (2021)
- Safe Streets for All Action Plan (2024)



# Public Safety

## **Rollo**

- Bond to fund SW fire station (overall goal to reduce response times, esp. SW quadrant)
- Additional incentives to recruit and retain police officers

## **Piedmont-Smith**

Invest in a non-policing community response team (create program or collaborate with Stride)

# Transportation & Mobility

## **Rosenbarger**

- Invest \$6-10M in SS4A priorities
- More staff to implement SS4A goals, especially engineers
- Staff restructuring, making Transportation its own division w/planners and engineers
- Funding for College/Walnut redesign
- Funding for high-priority corridor studies

## **Rollo**

Double budget for repaving and repair of roads (good for bicycles and cars)

## **Flaherty**

\$8 million split between sidewalks, multi-use paths, protected bike lanes, intersection improvements

## **Stosberg**

- Continue/expand investments related to transportation safety and efficiency (getting from point A to B safely and easily), for example, bumpouts, street redesign, bussing efficiencies, leading pedestrian intervals, etc.
- Crosswalk plan

## **Zulich**

Downtown circulator bus

## **Asare**

Downtown circulator bus

## (Affordable) Housing

### Flaherty

\$200-\$400,000 to overhaul UDO in line with city policy and form based code

### Rollo

Support for single family home owner occupancy (limiting airbnb's, bonding for land bank/land trust)

### Piedmont-Smith

- Housing summit (bring together builders and funders of affordable housing)
- Continue successful HAND support programs
- RE: repair, downpayment assistance, etc. that might be cut by HUD)

### Zulich

\$300,000 for UDO overhaul

### Rosenbarger

- Eventually form-based UDO overhaul, but meanwhile take steps in that direction for zero cost

### Rosenbarger

Provide incentives to small developers who want to build smaller multi-unit buildings

## Homelessness

### Daily

\$200,000 for centralized homelessness data system

### Asare

- Form based UDO overhaul
- Permitting process changes-piloting a concierge process or similar to increase efficiencies in permitting.

# Economic Health & Jobs

## **Daily**

\$150,000 for small  
business Resource  
Center

# Environmental Health & Sustainability

## **Rollo**

Invasive species removal  
(invest in additional staff  
member to manage  
programs)

## **Daily**

\$100,000 for community  
composting program

## **Rosenbarger**

- Remove general fund subsidy for sanitation services and use savings to support composting
- Explore “pay as you throw” trash programs

# Culture & Recreation

# Neighborhood Livability & Social Health

## **Rollo**

Double Jack Hopkins (\$1 million)

## **Asare**

Increase food security

## **Stosberg**

- Continue/expand direct grants and assistance that support residents (electric bike grants, rent assistance, energy assistance, etc.)

# Health & Human Services

## **Piedmont-Smith**

- Partner w/County government on strategic use of opioid settlement funds
- Continue/expand partnership with Centerstone and explore other partnership options to employ people in recovery

## **Daily**

\$200,000 for Mental health Co-Location (partnerships with local organizations to provide mental health support for homeless individuals and low income residents)



# High Performing Government

## Flaherty

\$200,000 Council office investment (increase staff salary, council salary, contract legal support, and other needs related to legislative and fiscal purview)

## Piedmont-Smith

- Increase salaries of Council staff
- Increase budget for external consultants (legal, fiscal, organizational, public engagement)

## Ruff

- Bring back leaf pick up
- Competitive staff pay

## Zulich

Communication between government and residents RE: programs and services

## Stosberg

Maintain government infrastructure and facilities (maintenance of streets, buildings, property, sewer/water infrastructure, etc)

## Rosenbarger

- Increase salaries of Council staff
- Additional Council staff required to meet demands of CMs

# Equity

## **Flaherty**

\$200-\$400,000 for  
integrating and  
operationalizing equity in  
city government

Should this incorporate as a  
value throughout all operations?  
How?

# Government Transparency

Should this incorporate as a  
value throughout all operations?  
How?

# Outcome Areas (not ranked)

The number of CMs who indicated specific budget goals in that area is in parentheses.

Public Safety (2)

Transportation & Mobility (6)

Affordable Housing (6)

Homelessness (1)

Economic Health & Jobs (1)

Environmental Health & Sustainability (3)

Culture & Recreation (0)

Neighborhood livability & social health (3)

Health & Human Services (2)

High Performing Government (6)

Equity (1)

Government Transparency (0)