



# City of Bloomington Common Council

## Legislative Packet

Containing legislation and materials related to:

Wednesday, 18 October 2023

Regular Session at 6:30pm



# CITY OF BLOOMINGTON COMMON COUNCIL

AGENDA AND NOTICE:  
REGULAR SESSION  
WEDNESDAY | 6:30 PM  
18 October 2023

*Council Chambers (#115), Showers Building, 401 N. Morton Street  
The meeting may also be accessed at the following link:*

<https://bloomington.zoom.us/j/86923520919?pwd=NUtUMGw2UVq0YWd2RC9SeGd1Z1ZDUT09>

- I. **ROLL CALL**
- II. **AGENDA SUMMATION**
- III. **APPROVAL OF MINUTES:** None
- IV. **REPORTS** *(A maximum of twenty minutes is set aside for each part of this section.)*
  - A. Councilmembers
  - B. The Mayor and City Offices
    - i. Report from Bloomington Arts Commission
  - C. Council Committees
  - D. Public\*
- V. **APPOINTMENTS TO BOARDS AND COMMISSIONS**
- VI. **LEGISLATION FOR SECOND READINGS AND RESOLUTIONS**
  - A. Ordinance 23-28 –To Amend Title 15 of the Bloomington Municipal Code Entitled “Vehicles and Traffic” Re: Amending Section 15.08.040 to update how temporary, experimental, or emergency traffic regulations may be made and enforced; Section 15.12.010 to add three stop intersections; Section 15.16.010 to amend the included intersections of one-way travel on Henderson Street; Section 15.24.020 to modify the posted speed limit on Seventeenth Street; Section 15.32.030 to add back in angle parking on Pete Ellis Drive; Section 15.32.080 to add no parking spaces on Eight Street, Swain Avenue, Wilson Street, Southern Drive and Third Street; Section 15.32.090 to remove limited parking zones on Allen Street, Eighth Street, Swain Avenue and Third Street and add limited parking zone on Third Street; Section 15.32.100 to add a loading zone on East Longview Avenue; and Section 15.32.110 to add a bus zone on Third Street.

*(over)*

\*Members of the public may speak on matters of community concern not listed on the agenda at one of the two public comment opportunities. Individuals may speak at one of these periods, but not both. Speakers are allowed five minutes; this time allotment may be reduced by the presiding officer if numerous people wish to speak.

Auxiliary aids are available upon request with adequate notice. To request an accommodation or for inquiries about accessibility, please call (812) 349-3409 or e-mail [council@bloomington.in.gov](mailto:council@bloomington.in.gov).

Posted: 13 October 2023

- B. Ordinance 23-23** – To Amend Title 15 of the Bloomington Municipal Code Entitled “Vehicles and Traffic” – Re: Amending Section 15.12.010 (Stop Intersections) to remove stop intersections from Schedule A and add multi-stop intersections to Schedule B

<i>Committee Recommendation:</i>	<i>None</i>
<i>Council Action (10/04/23):</i>	<i>Passed: 5-4-0</i>
<i>Mayoral Veto (10/13/23)</i>	
<i>Council Action Subsequent to Mayoral Veto (10/18/23):</i>	<i>Pending</i>

**VII. LEGISLATION FOR FIRST READINGS**

None

**VIII. ADDITIONAL PUBLIC COMMENT \***

*(A maximum of twenty-five minutes is set aside for this section.)*

**IX. COUNCIL SCHEDULE**

**X. ADJOURNMENT**

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**Posted: 13 October 2023**

October 18, 2023

# City of Bloomington Arts Commission

**Holly Warren**

Interim Director

& Assistant Director for the Arts

Economic and Sustainable Development

City of Bloomington

**Gerard Pannekoek**

Bloomington Arts Commission Chair

# WHO WE ARE



Natalia Almanza  
Public Art Subcommittee Chair



Babette Ballinger



Nick Blandford



Nia Carlsgaard



Christina Elem



Karen Hallett-Rupp



Rachel Kabukala



Gerard Pannekoek  
Chair



Elliot Josephine Leila Reichert  
Grants Subcommittee Chair



Suzanne Ryan-Melamed



Robert Shakespeare



# OUR MISSION

**Provide leadership by and for the City of  
Bloomington to support and promote the  
arts and artists**

**Recommend policies and programs that  
develop and promote creativity and artistic  
excellence in our community**

**Serve as liaison between the government,  
artists, arts organizations and the public**

# THE ARTS ARE IMPORTANT

They create and grow  
community

They provide meaningful  
engagement

They make Bloomington a  
uniquely great place to live



# THE ARTS ARE IMPORTANT



© Tony Vasquez

They are a proven return on investment

They attract and retain talent

They provide an above average number of jobs in Bloomington



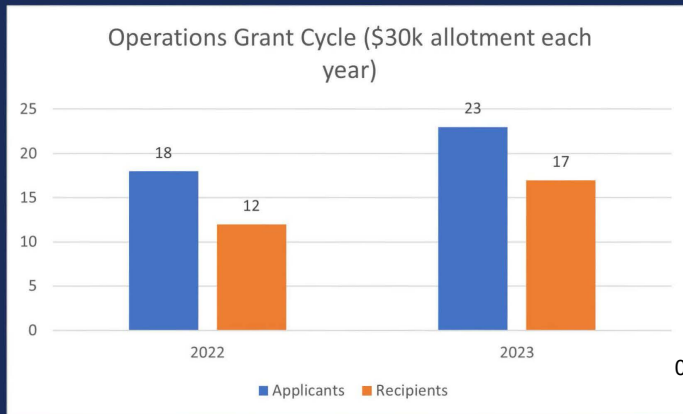
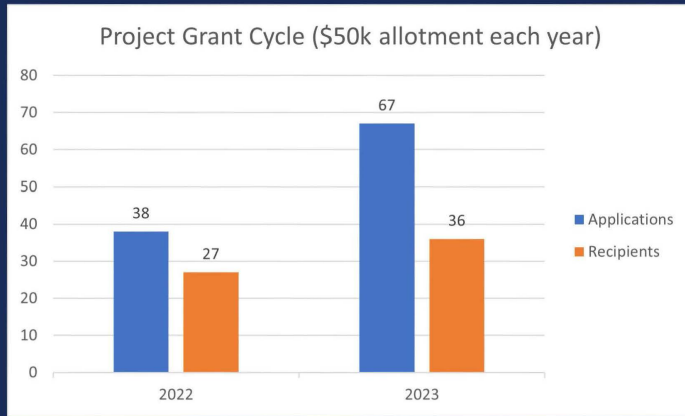
# GRANTS

3 cycles per year

- Projects
- Operations
- Emerging Artists



# TOTAL GRANT AWARDS 2022 & 2023



In 2022:

- \$130,000 awarded
- 80 recipients

In 2023 (to date):

- \$80,000 awarded
- 54 recipients
- 1 cycle remaining

# 2023 PROJECT GRANTS



Head Start w/Kid Kazooie

Switchyard Music Series  
Visit Bloomington

Early Music Immersion  
BLEMF

Local Live Series  
WFHB

Spoken Word Events  
Writers Guild at Bloomington

Letter Press Demos + Exhibit  
Monroe County History Center

Film Series Expansion  
Cicada Cinema

011

And many more!



Buffy Prom



Writers Guild at Bloomington



Switchyard Music Series

# 2023 OPERATIONS GRANTS



**Windfall Dancers**



**Creative Glass Center**

**Stages Bloomington**

**Women Writing for a Change**

**Girls Rock Bloomington**

**Bloomington Chamber Singers**

**Jewish Theater of Bloomington**

**4th Street Festival of the Arts**

**Bridges MAYO**

**Indiana Heritage Quilt Show**

**And <sup>012</sup>more!**



**Bloomington Poetry Slam**



**Bloomington Symphony Orchestra**

# EMERGING ARTIST GRANTS



1ST PLACE SINGLE

UNITED STATES

**Justin Carney**

and the disappearing has become

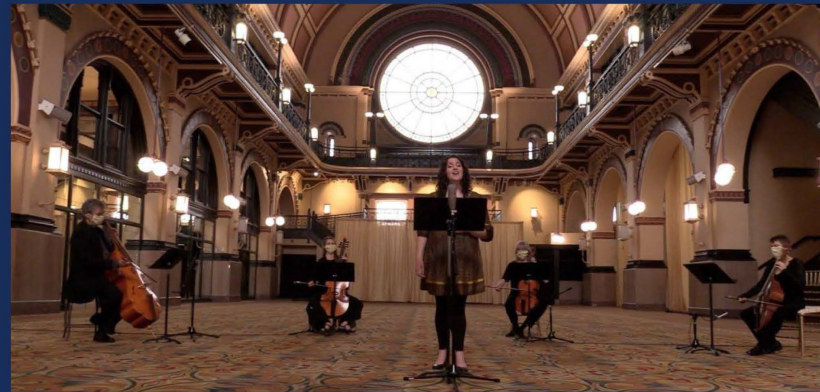
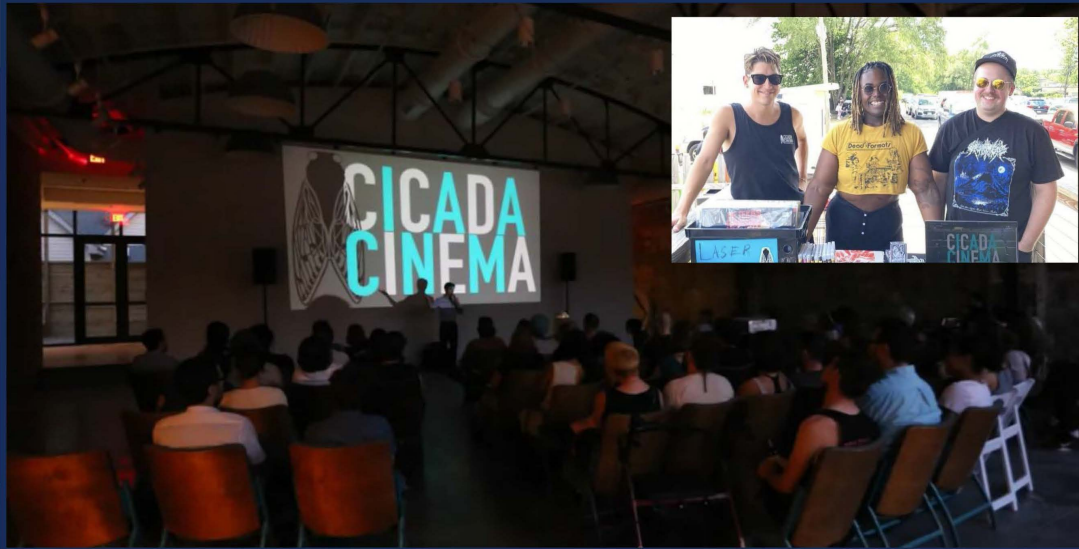
013

**Bloomington artist receives a 2023 Award  
for Midwest Artists with Disabilities**

© AUGUST 3, 2023



# MORE ART



# PUBLIC ART

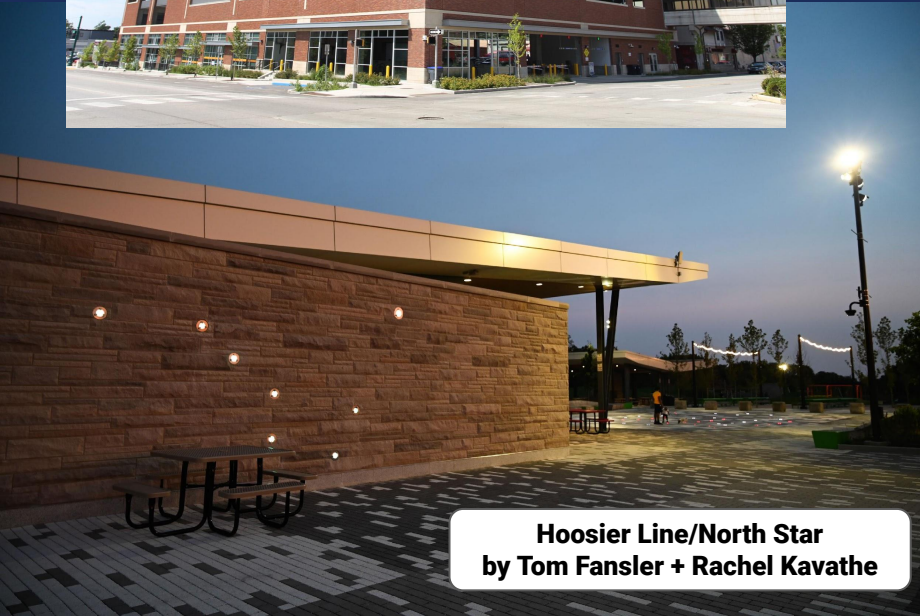
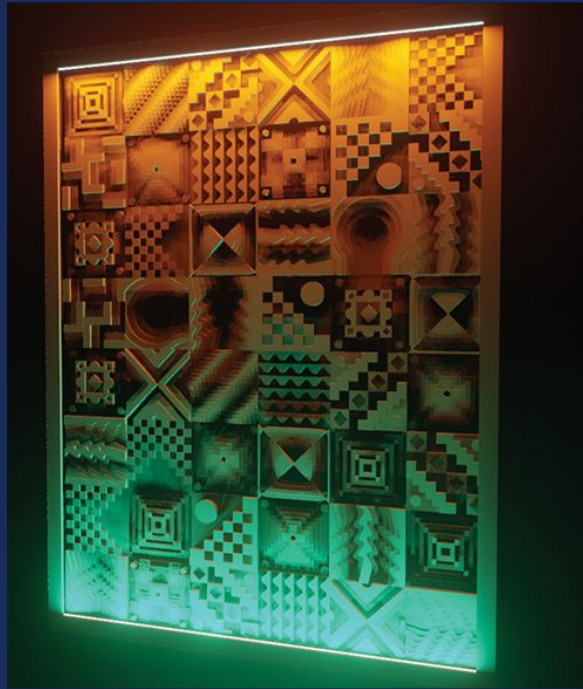
- Collective community expression through any form of media created for the general public
- Created through a public process including artists, community leaders and residents
- Visually, audibly, and physically accessible



# 1% FOR THE ARTS



**Urban Fabric by Adam Bunte**



**Hoosier Line/North Star  
by Tom Fansler + Rachel Kavathe**



**Aurora Almanac  
by Esteban Garcia Bravo**



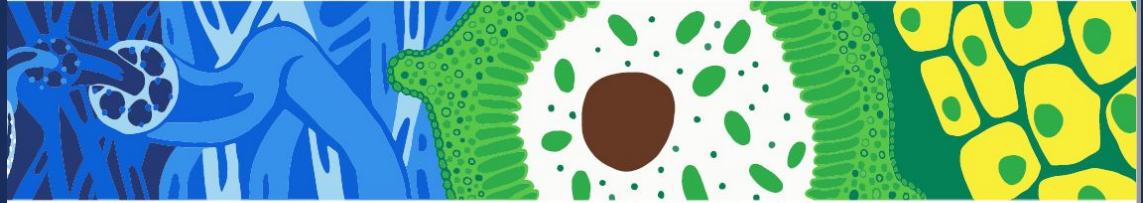


# Rogers Family Park- FLEET/ing



Artist: Jonathan Racek

# Wonderlab Mural by Bloomington High School South Students



## Science and Scale for All Mural Design by Erin Tobey



# BLOOMINGTON ARTS COMMISSION

## PUBLIC ART MASTER PLAN

2023 – 2027

# PUBLIC ART MASTER PLAN

**10 microgrants of \$1,000 each  
to incentivize neighborhoods, businesses &  
community members to start their own projects**

You can find the plan & more info  
about how to apply on our website  
starting 10/19/2023.



Scan the QR code or go to  
[www.bloomington.in.gov/arts/grants](http://www.bloomington.in.gov/arts/grants)



# THE FUTURE



## Economic Benefits of Public Funding of the Arts

The following is a brief overview of the research and data underscoring the issue of public funding for the arts, contextualized for the needs of the arts community in Bloomington. This information comes from leading scholars in the fields of cultural economics, sociology, public health, and arts organizations who have dedicated significant time and resources to identifying the strengths and needs of the arts, both generally and in the specific context of Bloomington.

The arts most profoundly generate economic benefits when they attract tourists who contribute to the local economy in direct expenditures (attending a cultural event or exhibition) and indirect expenditures (food, drink, lodging, transportation) (Bille & Schulze 2006, Rushton 2023, Arts & Prosperity study 2010). With current levels of funding, staple organizations capable of producing such tourists, such as Buskirk-Chumley Theatre and Constellation Stage & Screen, are unable to meaningfully access operational funds from the BAC, due to vastly insufficient funds.

- Nonlocal attendees to arts events tend to spend over three times as much as Bloomington locals for local events (Arts & Prosperity Bloomington study).
- While non-local attendees represent only 30% of the share of attendees of arts events, their spending makes up over 57% of the economic impact of such events. This implies that most attendees to arts events are local residents (70%), but most of the revenue captured from these events are from non-local visitors (A&P 2010).

“The nonprofit arts and culture are a \$72.3 million industry in the City of Bloomington—one that supports 3,430 full-time equivalent jobs and generates \$6.3 million in local and state government revenue. Nonprofit arts and culture organizations, which spend \$52.3 million annually, leverage a remarkable \$20 million in additional spending by arts and culture audiences—spending that pumps vital revenue into local restaurants, hotels, retail stores, parking garages, and other businesses. By demonstrating that investing in the arts and culture yields economic benefits, Arts & Economic Prosperity IV lays to rest a common misconception: that communities support the arts and culture at the expense of local economic development. In fact, they are investing in an industry that supports jobs, generates government revenue, and is a cornerstone of tourism.” (A&P 2010)

- According to the National Endowment for the Arts, for every federal dollar spent on the arts, there is a \$9 return in economic impact. (NEA 2020)

### Arts & Prosperity

- The economic impact of arts and culture nonprofits in Bloomington are 11% greater than that of the average for cities of similar size (50,000-99,999 people) - indicating that our nonprofits are *more likely to spend dollars locally*.

- There are more than 3 times as many full time employees in the arts than in other cities of similar population.
- The arts of Bloomington *retain local dollars* and *capture outside dollars*.

### **Health & Well-Being**

- Participatory arts activities (i.e. those that occur in social settings) have been found to have multifaceted benefits to those utilizing mental health services in their recovery (Stickley et al 2018).
- Several studies have suggested that the use of art therapy in various treatments will increase feelings of empowerment and memory in the elderly, improvements in motor coordination, improvements in quality of life based on World Health Organization scales, and improvements for those experiencing depressive moods (Souza et al 2022).

### **Community Cohesion**

- Arts based in public participation and nonhierarchical collaboration generate new social capital and greater community cohesion (Lee 2013).
- Research finds it more likely that individuals will go out of their way in order to live in proximity to cultural amenities (Clark & Khan 1988, Borgoni et al 2018). These studies suggest that the arts are an effective means of retaining talent in towns and cities.
- *Bloomington Specific:* In the recent community survey, among several quality of life traits, the single greatest point of satisfaction among residents is “opportunities to attend cultural/arts/music activities,” where 89% of respondents rated this trait as “excellent” or “good” (Bloomington Community Survey 13). Further, when asked what residents like most about living in Bloomington, “cultural activities” ranked 4th at 12%, where the top choices were educational opportunities (18%), small town feel (14%), and appearance of the city (13%).

### **Education**

- Youth participation in the visual and performing arts is correlated with higher test scores, academic achievement, and cognitive development (Catterall et al 2012).
- There is repeated evidence that arts programming for youth yields measured increases in empathy, critical consciousness, and collaboration skills (Ibrahim et al 2022).

## Intrinsic Benefits of the Arts

- Public art is a *public good* - that is, it is non-excludable (does not have a paywall), and it is non-exhaustible (does not become less available for appreciation as other people appreciate it). This means the market fails to provide it on its own accord, requiring public funding for it to exist (Bille & Schulze 2006).
- *Art for art's sake* - “The goal is something different [from quantity] – a capacity for engagement – that requires something more of the public funding scheme than simply increasing the number of books published in a year, or the number of songs uploaded to Spotify” (Rushton 2023). I.e. public funding for the arts ought to seek the sorts of arts & culture that *engage the public*. This is the unique capacity that governing bodies are specialized to provide.

## References

2010. “Arts & Economic Prosperity in Bloomington, IN, IV.” *The Economic Impact of Nonprofit Arts and Culture Organizations and their Audiences*. Americans for the Arts.

“Arts and Creativity Strengthen our Nation.” National Assembly of State Arts Agencies.

Bille, T. & Schulze, G. G. (2006). “Culture in Urban and Regional Development.” *Handbook of the Economics of Art and Culture (1)*, 1052-1093.

Borgoni, R., Michelangeli, A., & Pontarollo, N. (2018). The value of culture to urban housing markets. *Regional Studies*, 52(12), 1672–1683.

Catterall, J. et al. (2012). “The Arts and Achievement in At-Risk Youth: Findings from Four Longitudinal Studies.” *Research Report #55*. ArtWorks.

Clark, D. & Kahn, J. (1988). “The Social Benefits of Urban Cultural Amenities.” *Journal of Regional Science*, (28)3, 363.

Ibrahim, D. A., Godfrey, E. B., Cappella, E., & Burson, E. (2022). The Art of Social Justice: Examining Arts Programming as a Context for Critical Consciousness Development Among Youth. *Journal of Youth & Adolescence*, 51(3), 409–427.

Lee, D. (2013). “How the Arts Generate Social Capital to Foster Intergroup Social Cohesion.” *Journal of Arts Management*, 43(1), 4–17.

National Endowment for the Arts Quick Facts. (2020).  
[https://www.arts.gov/sites/default/files/Quick\\_Facts\\_February2020.pdf](https://www.arts.gov/sites/default/files/Quick_Facts_February2020.pdf)

Rushton, M. (2023). “The Economic Method.” *Moral Foundations of Public Funding for the Arts*.

Rushton, M. (2023). “Keynes’ Grandchildren.” *Moral Foundations of Public Funding for the Arts*.

Souza, L.B.R., Gomes, Y.C., & Guimarães de Moraes, M.G. (2022). The impacts of visual Art Therapy for elderly with Neurocognitive disorder: a systematic review. *Dementia & Neuropsychologia*, 16(1), 8–18.



Stickley, T., Wright, N., & Slade, M. (2018). The art of recovery: outcomes from participatory arts activities for people using mental health services. *Journal of Mental Health, 27*(4), 367–373.



## MEMO FROM COUNCIL OFFICE:

**To:** Members of the Common Council

**From:** Stephen Lucas, Council Administrator/Attorney

**Date:** September 29, 2023

**Re:** Ordinance 23-28 - To Amend Title 15 of the Bloomington Municipal Code Entitled "Vehicles and Traffic"

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### Synopsis

This ordinance amends Title 15, "Vehicles and Traffic," of the Bloomington Municipal Code and comes forth at the request of City staff, the Parking Commission, the Traffic Commission, and the Bicycle and Pedestrian Safety Commission. The ordinance makes the following changes:

- Empowers the city engineer and chief of police to make and enforce regulations necessary to effectuate the provisions of Title 15.
- Removes two stop intersections and adds six stop intersections.
- Allows two-way travel for bicycles on a portion of Henderson Street.
- Decreases the maximum speed limit on a portion of Seventeenth Street.
- Adds back-in angle parking on Pete Ellis Drive.
- Adds no parking spaces on Eighth Street, Southern Drive, Swain Avenue, Wilson Street, and Third Street.
- Removes limited parking zones on Allen Street, Eight Street, Swain Avenue, and Third Street and adds a limited parking zone on Third Street.
- Adds a loading zone on the 2800 block of E. Longview Avenue.
- Adds a bus zone to Third Street.

### Relevant Materials

- Ordinance 23-28
- Memo from staff (including maps of affected locations)

### Summary

Ordinance 23-28 proposes to amend various sections of Title 15 ("Vehicles and Traffic") of the Bloomington Municipal Code, accessible online [here](#). Title 15 contains codified traffic and parking controls for the city and is subject to frequent change and revision.

As the staff memo notes, the proposals are a result of public requests, feedback through commissions' recommendations, or changes stemming from temporary 180-day orders. The proposed changes would affect stop intersections, one-way streets, speed limits, angle parking, no parking zones, limited parking zones, loading zones, and bus zones. The section of local code detailing how temporary, experimental, or emergency traffic regulations may be issued would also be revised to clarify that the city engineer may make such regulations while the chief of police is authorized to enforce them. The reasons for the proposed changes and maps of the affected locations are provided in the staff memo.

### Contact

Ryan Robling, Planning Services Manager, 812-349-3459, [roblingr@bloomington.in.gov](mailto:roblingr@bloomington.in.gov) (questions sent to Ryan may be directed to other staff members as needed)

**ORDINANCE 23-28**

**TO AMEND TITLE 15 OF THE BLOOMINGTON MUNICIPAL CODE  
ENTITLED "VEHICLES AND TRAFFIC"**

**Re: Amending Section 15.08.040 to update how temporary, experimental, or emergency traffic regulations may be made and enforced; Section 15.12.010 to add three stop intersections; Section 15.16.010 to amend the included intersections of one-way travel on Henderson Street; Section 15.24.020 to modify the posted speed limit on Seventeenth Street; Section 15.32.030 to add back in angle parking on Pete Ellis Drive; Section 15.32.080 to add no parking spaces on Eight Street, Swain Avenue, Wilson Street, Southern Drive and Third Street; Section 15.32.090 to remove limited parking zones on Allen Street, Eighth Street, Swain Avenue and Third Street and add limited parking zone on Third Street; Section 15.32.100 to add a loading zone on East Longview Avenue; and Section 15.32.110 to add a bus zone on Third Street.**

WHEREAS, the Traffic Commission, Parking Commission, Bicycle and Pedestrian Safety Commission, and City staff from the Engineering, Legal, Parking Services division of Public Works, Planning and Transportation, and Police departments recommend certain changes be made in Title 15 of the Bloomington Municipal Code entitled "Vehicles and Traffic"; and

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

SECTION 1. Section 15.08.040, entitled "Temporary, experimental or emergency traffic regulations" shall be amended by deleting and adding the following:

**Delete**

The chief of police with the approval of the transportation and traffic engineer is empowered to make regulations necessary to effectuate the provisions of this title and any other city traffic ordinances, and to make and enforce temporary or experimental regulations. Either the chief of police or the transportation and traffic engineer is empowered to make regulations necessary to deal with emergencies or special conditions.

- (a) Temporary, experimental, or emergency regulations shall not remain in effect for more than one hundred eighty days;
- (b) In the event the chief of police, transportation and traffic engineer or traffic commission recommends that any order entered under this section be made permanent, such recommendation shall be made in writing and submitted to the common council for its consideration within one hundred twenty days of the date of entry of said order.

**Add**

The city engineer is empowered to make regulations necessary to effectuate the provisions of this title and any other city traffic ordinances. These regulations may pertain to temporary, experimental, or emergency conditions. The chief of police with the approval of the city engineer is empowered to enforce such temporary regulations.

- (a) Temporary, experimental, or emergency regulations shall not remain in effect for more than one hundred eighty days;
- (b) In the event the chief of police, city engineer or Traffic Commission recommends that any order entered under this section be made permanent, such recommendation shall be made in writing and submitted to the common council for its consideration prior to the expiration of the order.

SECTION 2. Section 15.12.010, entitled “Stop Intersections” shall be amended by deleting and adding the following from Schedule A:

Delete

<b>TRAFFIC ON</b>	<b>SHALL STOP FOR TRAFFIC ON</b>
Crescent Road	Fountain Drive
Fountain Drive (Westbound)	Eleventh Street

Add

<b>TRAFFIC ON</b>	<b>SHALL STOP FOR TRAFFIC ON</b>
Alley between Kirkwood Avenue and Sixth Street	Dunn Street
Alley between Kirkwood Avenue and Sixth Street	Indiana Avenue
Alley between Dunn Street and Henderson Street	Driscoll Street
Alley between Dunn Street and Palmer Avenue	Driscoll Street
Fountain Drive (Eastbound)	Crescent Road
Eleventh Street	Fountain Drive

SECTION 3. Section 15.16.010, entitled “One-way streets,” shall be amended by deleting and adding the following from Schedule E:

Delete

<b>Street</b>	<b>From</b>	<b>To</b>	<b>Direction of Travel</b>
Henderson Street	Second Street	Indiana Avenue	North

Add

<b>Street</b>	<b>From</b>	<b>To</b>	<b>Direction of Travel</b>
Henderson Street	Second Street	Hunter Avenue	North (1)
Henderson Street	Hunter Avenue	Indiana Avenue	North

(1) One-way for motor vehicle traffic only. Two-way bicycle traffic permitted.

SECTION 4. Section 15.24.020, entitled “Increased or decreased speed limits,” shall be amended by deleting and adding the following from Schedule I:

Delete

Street	From	To	Posted Speed
Seventeenth Street	Monroe Street	Jackson Street	35

Add

Street	From	To	Posted Speed
Seventeenth Street	Monroe Street	Jackson Street	30

SECTION 5. Section 15.32.030, entitled “Angle Parking,” shall be amended by adding the following to Schedule L:

Add

Street	From	To	Side of Street	Angle Type
Pete Ellis Drive	Longview Avenue	350’ N. of Longview Avenue	West	Back In

SECTION 6. Section 15.32.080, entitled “No Parking Zones,” shall be amended by adding the following to Schedule M:

Add

Street	From	To	Side of Street	Time of Restriction
Eighth Street	Walnut Street	First four spaces east of Walnut Street	South	9:00 p.m. to 4:00 a.m. only
Southern Drive	Grant Street	West to Dead End	South	Anytime
Swain Avenue	State Court Street	30’ S. of 3rd Street	West	6:00 p.m. to 8:00 a.m. only
Wilson Street	Park Avenue	48’ W. of Park Avenue	North	Anytime
Third Street	40’ east of Eastside Drive	Rose Avenue	North	Anytime

SECTION 7. Section 15.32.090, entitled “Limited Parking Zones,” shall be amended by deleting and adding the following to Schedule N:

Delete

Street	From	To	Side of Street	Limit
Allen Street	220’ West of Rogers	Rogers Street	North	2 Hr. (4)
Eighth Street	Walnut Street	First four spaces east of Walnut Street	South	9:00 p.m. to 4:00 a.m. only
Swain Avenue	State Court Street	30’ S. of 3rd Street	West	6:00 p.m. to 8:00 a.m. only
Third Street	Eastside Drive	Rose Avenue	North	10 Min. (6)

Add

Street	From	To	Side of Street	Limit
Third Street	Eastside Drive	80’ west of Eastside Drive	North	15 Min. (6)

SECTION 8. Section 15.32.100, entitled “Loading zones,” shall be amended by adding the following to Schedule O:

Add

2800	Block of East Longview Avenue, from 100’ to 180’ east of South Williamsburg Drive on the north side.
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SECTION 9. Section 15.32.110, entitled “Bus Zones,” shall be amended by adding the following to Schedule P:

Add

Street	From	To	Side of Street	Time of Restriction
Third Street	Eastside Drive	40’ east of Eastside Drive	North	All Time

SECTION 10. If any section, sentence or provision of this ordinance, or application thereof to any person or circumstances shall be declared invalid, such invalidity shall not affect any of the other sections, sentences, provisions or application of this ordinance which can be given effect without the invalid provision or application, and to this end the provisions of this ordinance are declared to be severable.

SECTION 11. This ordinance shall be in effect after its passage by the Common Council and approval of the Mayor, any required publication, and, as necessary, other promulgation in accordance with the law.

PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this \_\_\_\_\_ day of \_\_\_\_\_, 2023.

\_\_\_\_\_  
SUE SGAMBELLURI, 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 \_\_\_\_\_ day of \_\_\_\_\_, 2023.

\_\_\_\_\_  
NICOLE BOLDEN, Clerk,  
City of Bloomington

SIGNED and APPROVED by me upon this \_\_\_\_\_ day of \_\_\_\_\_, 2023.

\_\_\_\_\_  
JOHN HAMILTON, Mayor  
City of Bloomington

#### SYNOPSIS

This ordinance amends Title 15, “Vehicles and Traffic,” of the Bloomington Municipal Code and comes forth at the request of City staff, the Parking Commission, the Traffic Commission, and the Bicycle and Pedestrian Safety Commission. The ordinance makes the following changes:

- Empowers the city engineer and chief of police to make and enforce regulations necessary to effectuate the provisions of Title 15.
- Removes two stop intersections and adds six stop intersections.
- Allows two-way travel for bicycles on a portion of Henderson Street.
- Decreases the maximum speed limit on a portion of Seventeenth Street.
- Adds back-in angle parking on Pete Ellis Drive.
- Adds no parking spaces on Eighth Street, Southern Drive, Swain Avenue, Wilson Street, and Third Street.
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- Adds a loading zone on the 2800 block of E. Longview Avenue.
- Adds a bus zone to Third Street.

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## MEMORANDUM

**To:** Common Council

**From:** Andrew Cibor, City Engineer; Raye Ann Cox, Parking Enforcement Manager; Neil Kopper, Senior Project Engineer; Scott Oldham, Captain of Operations of Bloomington Police Department; Aleksandrina Pratt, Assistant City Attorney; Ryan Robling, Planning Services Manager; Beth Rosenbarger, Assistant Director of Planning and Transportation; Michelle Wahl, Parking Services Director

**Date:** October 4, 2023

**Re:** Proposed Ordinance # 23-28, to make various amendments to Title 15

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City staff from the Engineering, Legal, Parking Services division of Public Works, Planning and Transportation, and Police departments have compiled a number of recommendations for changes to Title 15, the vehicle and traffic section of the Bloomington Municipal Code. Proposed Ordinance #23-28 would make these changes.

The proposed changes will address concerns that have been identified through staff's review of the existing code, public requests, recommendations from related commissions, or as mandated by 180-day orders. The maps attached will provide a visual representation of these proposed changes.

The ordinance includes the following changes:

- Section 1:
  - An update to the “temporary, experimental or emergency traffic regulations” to clarify roles and responsibilities of the city engineer and chief of police in making regulations necessary effectuate the provisions of title 15 and any other city traffic ordinances.
    - This change matches the language of title 15 to internal best practices. This will grant the city engineer the power to issue 180-day orders, and clarify that the chief of police is responsible for enforcing those orders. Currently 180-day orders can only be issued by the chief of police.
- Section 2:
  - Removes one stop intersection on Crescent Road at Fountain Drive.
  - Removes one stop intersection on Fountain Drive (westbound) at Eleventh Street.
  - Adds one stop intersection on Fountain Drive (Eastbound) at Crescent Road.
  - Adds one stop intersection on Eleventh Street at Fountain Drive.
    - This is a result of the B-Line Connection Project which will connect the B-Line Trail's Adams Street terminus with the 17th Street multiuse path near I-69. It involves reconstructing the Fountain/Crescent and



- Fountain/11th intersections and reevaluating traffic control based on factors like traffic volume and geometry, per the Indiana Manual on Uniform Traffic Control Devices (MUTCD). The alignment at the Crescent/Fountain intersection will change to accommodate new traffic patterns. Shown in Map 01.
- Adds two stop intersections on the Alley between Kirkwood Avenue and Sixth Street at Dunn Street, and Indiana Avenue.
    - The current alley layout resembles a street rather than a typical alley. Installing two stop signs will alleviate confusion and conflicts at these intersections. The Traffic Commission voted to forward TC-23-05 to the Common Council with a positive recommendation. Shown in Map 02.
  - Adds one stop intersection on the Alley between Dunn Street and Henderson Street at Driscoll Street.
  - Adds one stop intersection on the Alley between Dunn Street and Palmer Avenue at Driscoll Street.
    - The current alleys resemble neighborhood streets rather than a typical alley. Installing stop signs will alleviate confusion and conflicts at these intersections. The Traffic Commission voted to forward TC-23-06 to the Common Council with a positive recommendation. Shown in Map 03.
- Section 3:
    - Modifies one-way traffic on Henderson Street between Second Street and Hunter Avenue to allow for two-way bicycle traffic.
      - The Henderson Neighborhood Greenway is identified as a high property bicycle network connection, but it currently allows only one-way traffic. The proposed change maintains one-way traffic for motor vehicles but enables two-way bicycle travel. Shown in Map 04.
  - Section 4:
    - Modifies the posted speed of Seventeenth Street from Monroe Street to Jackson Street from 35 MPH to 30 MPH.
      - The proposed change will limit maximum speeds on Seventeenth Street adjacent to the Seventeenth Street Multiuse path to 30 MPH.
  - Section 5:
    - Adds back in angle parking on Pete Ellis Drive from Longview Avenue to 350' North of Longview Avenue.
      - Back in angled parking was originally proposed as part of PUD-31-21. The PUD was approved by the Plan Commission on April 12, 2021. The back in angled parking was reviewed and approved by Planning and Transportation and Engineering and constructed in 2023. Shown in red on Map 05.

- Section 6:
  - Adds no parking zone on the south side of Eight Street from Walnut to First four spaces east of Walnut Street between the hours of 9:00 p.m. to 4:00 a.m.
  - Adds no parking zone on the west side of Swain Avenue from State Court Street to 30' S. of 3rd Street between the hours of 6:00 p.m. to 8:00 a.m.
    - These are corrections, as the current restrictions were incorrectly included in the “limited parking zone” section of Title 15.
  - Adds no parking zone on the south side of Southern Drive from Grant Street to End of the street.
    - Originated from reports from the Sanitation Division stating that sanitation trucks cannot access solid waste carts on East Southern Drive due to parked vehicles, requiring manual cart retrieval. City regulations mandate a minimum of 12 feet for traffic movement; self-regulation on low-traffic streets is the norm unless issues arise. The Traffic Commission voted to forward TC-23-08 to the Common Council with a positive recommendation. Shown in Map 06.
  - Adds no parking zone on the north side of Wilson Street from Park Avenue to 48' west of Park Avenue.
    - Residents reported difficulty turning from Park Avenue to Wilson Street due to sight limitations due to park vehicles. The Traffic Commission voted to forward TC-23-03 to the Common Council with a positive recommendation. Shown in Map 07.
  - Adds no parking zone on the north side of Third Street from 40' east of Eastside Drive to Rose Avenue.
    - This change is included as part of the creation of a new bus zone in section 9.
  
- Section 7:
  - Removes the limited parking zone on the north side of Allen Street from 220' West of Rogers Street to Rogers Street.
    - This request came from the neighborhood residents, and had support of local businesses. The Parking Commission voted to forward PC-23-01 to the Common Council with a positive recommendation. Shown in Map 08.
  - Removes the limited parking zone on the south side of Eight Street from Walnut to the first four spaces east of Walnut Street.
  - Removes the limited parking zone on the west side of Swain Avenue from State Court Street to 30' south of Third Street.
    - These changes are part of the correction seen in section 6.
  - Removes the 10 minute limited parking zone on the north side of Third Street from Eastside Drive to Rose Avenue.
    - This change is included as part of the creation of a new bus zone in section 9.
  - Adds 15 minute limited parking zone on the north side of Third Street from Eastside Drive to 80' west of Eastside Drive.
    - Allows for the creation of a bus zone. This change can be seen in section 9.

- Section 8:
  - Adds a loading zone to the north side of 2800 block of Longview Avenue from 100' to 180' east of South Williamsburg Drive.
    - Loading zone was originally proposed as part of PUD-31-21. The PUD was approved by the Plan Commission on April 12, 2021. The loading zone was reviewed and approved by Planning and Transportation and Engineering and constructed in 2023. Shown in blue on Map 05.
- Section 9:
  - Adds bus zone on the north side of Third Street from Eastside drive to 40' east of Eastside Drive.
    - Creates a new bus zone on Third Street.

The anticipated fiscal impact of these proposed changes is minimal. Generally, anticipated expenditures to add or remove signs, poles, etc. related to the Title 15 changes proposed, are covered by the 2023 Budget.

Map 01



Map 02



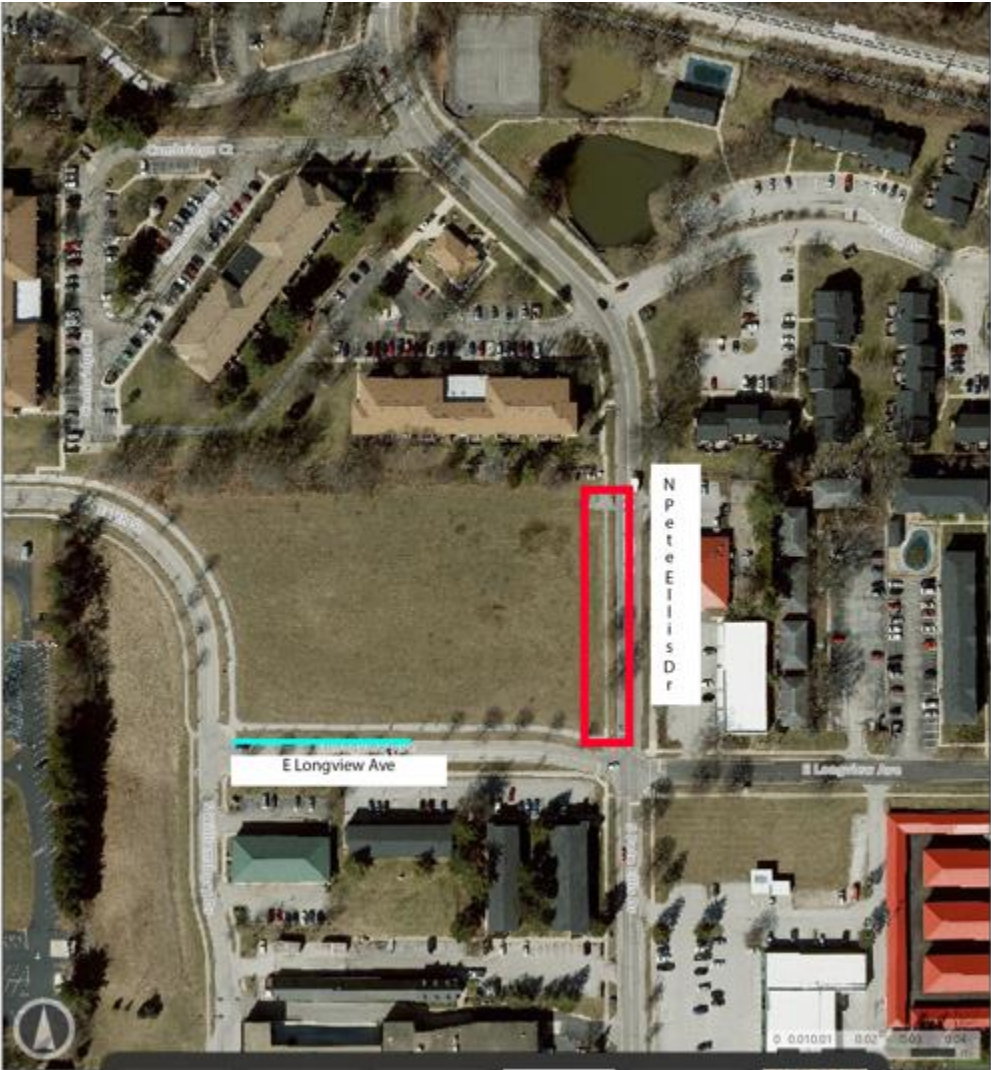
Map 03



Map 04



Map 05



Map 06

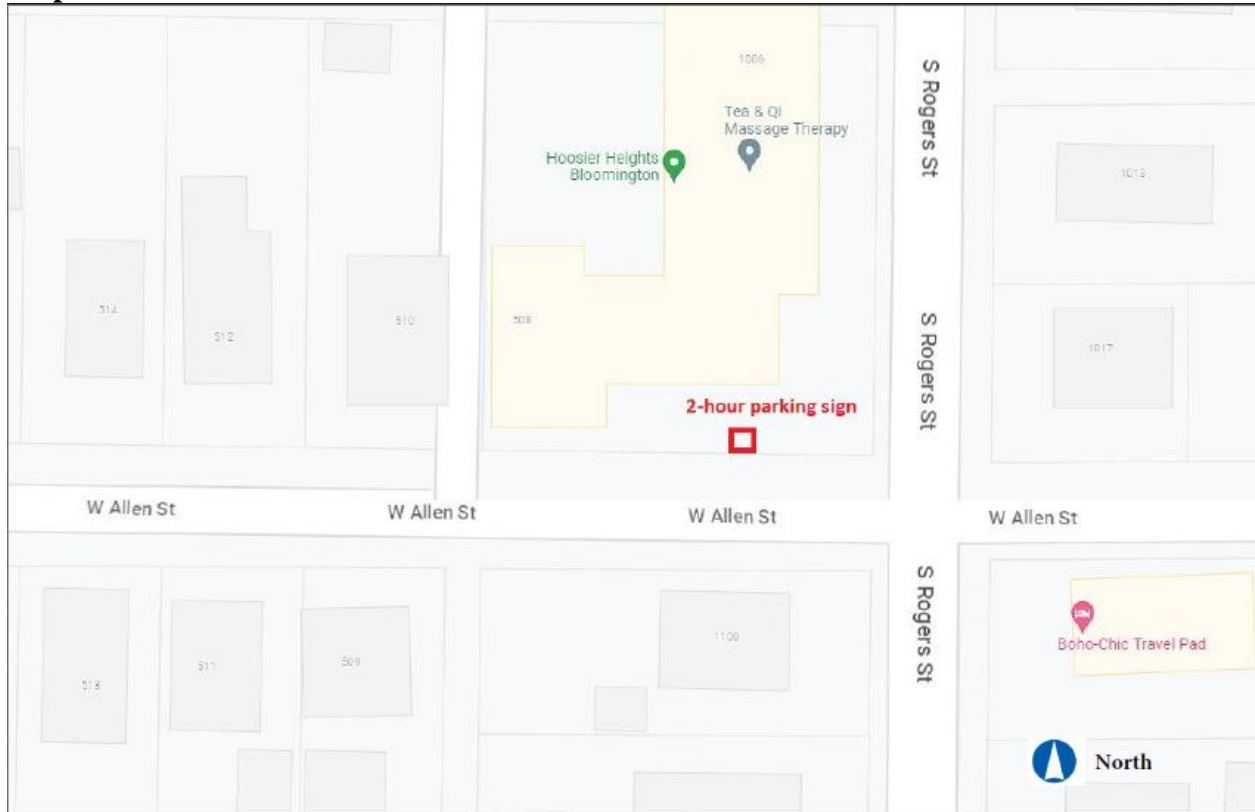


Map 07





# Map 08





## MEMO FROM COUNCIL OFFICE:

**To:** Members of the Common Council

**From:** Stephen Lucas, Council Administrator/Attorney

**Date:** October 13, 2023

**Re:** Ordinance 23-23 - To Amend Title 15 of the Bloomington Municipal Code Entitled "Vehicles and Traffic" - Re: Amending Section 15.12.010 (Stop Intersections) to Remove Stop Intersections from Schedule A and Add Multi-Stop Intersections to Schedule B

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### Synopsis

This ordinance amends Title 15, "Vehicles and Traffic," of the Bloomington Municipal Code and comes forth at the request of City staff, the Traffic Commission, and Bicycle & Pedestrian Safety Commission. The ordinance makes the following change:

- Replaces stop intersections with multi-stop intersections along Seventh Street at Dunn Street, Lincoln Street, Morton Street, and Washington Street.

*Note: At the October 4, 2023 Regular Session, the Council adopted Amendment 01 to add three additional intersections along Seventh Street at Lincoln Street, Morton Street, and Washington Street to the list of intersections to be converted to all-way stop intersections.*

### Relevant Materials

- Ordinance 23-23 (as amended and adopted by Council on October 4, 2023)
- Veto message from Mayor Hamilton dated October 13, 2023
- Memo from Andrew Cibor, City Engineer
- Staff Report to Traffic Commission and Bicycle & Pedestrian Safety Commission re: 7-Line Project Update and All-Way Stop Control Installation
- 180-Day Order # 23-01 dated April 10, 2023 and extended October 5, 2023
- Minutes from March 20, 2023 Bicycle & Pedestrian Safety Commission meeting
- Minutes from March 22, 2023 Traffic Commission meeting

### Update after Mayoral Veto

This item was considered and adopted as amended by the Common Council at the October 4, 2023 Regular Session by a vote of Ayes: 5, Nays: 4, Abstentions: 0. The ordinance was presented to the Mayor for signature by the Clerk's Office on October 6, 2023. On October 13, 2023, the Mayor returned Ordinance 23-23 unsigned along with a statement of reasons for his veto (included herein). Indiana Code [36-4-6-16](#) and Bloomington Municipal Code [2.04.350](#) govern the actions the Council should take if it wishes to pass the ordinance over the Mayor's veto.



These provisions require the Council to pass the resolution by a 2/3's majority vote at its first Regular or Special Session following the Mayor's normal 10-day period for signing legislation if it intends for the ordinance to go into effect. Neither a motion to amend nor a motion to postpone would be in order. Failure to attain a 2/3's majority on a Motion to Adopt the resolution would result in the ordinance being defeated by veto.

The procedure for considering the ordinance should follow the usual course. With introduction, the Clerk typically reads the legislation by title and synopsis only. If it wishes, the Council may also ask the Clerk to read the Veto Statement and then the Council should entertain a Motion to Adopt Ordinance 23-23 over the Mayor's veto. The phrasing of the motion is not critical, but the passage by a 2/3's majority is. Any further presentation, questions and answers, public comment, and return of the matter to the Council need be handled no different than any other item of legislation. A vote, if successful, will need to be certified by the President and attested by the City Clerk.

**ORDINANCE 23-23**

**TO AMEND TITLE 15 OF THE BLOOMINGTON MUNICIPAL CODE  
ENTITLED "VEHICLES AND TRAFFIC"**

- **Re: Amending Section 15.12.010 (Stop Intersections) to remove stop intersections from Schedule A and add multi-stop intersections to Schedule B**

WHEREAS, the Traffic Commission, Bicycle & Pedestrian Safety Commission, and City staff from the Engineering Department recommend certain changes be made in Title 15 of the Bloomington Municipal Code entitled "Vehicles and Traffic";

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

SECTION 1. Section 15.12.010, entitled "Stop Intersections" shall be amended by deleting the following from Schedule A:

**Delete:**

<b>TRAFFIC ON</b>	<b>SHALL STOP FOR TRAFFIC ON</b>
Dunn Street	Seventh Street
Lincoln Street	Seventh Street
Morton Street	Seventh Street
Washington Street	Seventh Street

SECTION 2. Section 15.12.010, entitled "Stop Intersections" shall be amended by adding the following to Schedule B:

**Add:**

Seventh Street & Dunn Street	3-Way
Seventh Street & Lincoln Street	3-Way
Seventh Street & Morton Street	4-Way
Seventh Street & Washington Street	3-Way


SECTION 3. If any section, sentence or provision of this ordinance, or application thereof to any person or circumstances shall be declared invalid, such invalidity shall not affect any of the other sections, sentences, provisions or application of this ordinance that can be given effect without the invalid provision or application, and to this end the provisions of this ordinance are declared to be severable.

SECTION 4. This ordinance shall be in effect after its passage by the Common Council and approval of the Mayor, any required publication, and, as necessary, other promulgation in accordance with the law.


PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this 04 day of October, 2023.

  
SUE SGAMBELLURI, 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 06 day of October, 2023.

  
NICOLE BOLDEN, Clerk,  
City of Bloomington

SIGNED and APPROVED by me upon this \_\_\_\_\_ day of \_\_\_\_\_, 2023.

\_\_\_\_\_  
JOHN HAMILTON, Mayor  
City of Bloomington

#### SYNOPSIS

This ordinance amends Title 15, "Vehicles and Traffic," of the Bloomington Municipal Code and comes forth at the request of City staff, the Traffic Commission, and the Bicycle and Pedestrian Safety Commission. The ordinance makes the following change:

- Replaces stop intersections with multi-stop intersections along Seventh Street at Dunn Street, Lincoln Street, Morton Street, and Washington Street.

*Note: At the October 4, 2023 Regular Session, the Council adopted Amendment 01 to add three additional intersections along Seventh Street at Lincoln Street, Morton Street, and Washington Street to the list of intersections to be converted to all-way stop intersections.*

**To:** Bloomington Common Council Members  
**Cc:** Stephen Lucas, Council Administrator/Attorney  
Beth Cate, Corporation Counsel  
**From:** Mayor John Hamilton  
**Date:** October 13, 2023  
**Re:** Veto Message re: Ordinance 23-23

Members of the Common Council:

When the new 7-Line protected bicycle lane was opened on 7th Street in late 2021, stop signs were removed at five intersections. This prioritized 7th Street as a desired east-west route for all, especially for bike and transit traffic, consistent with a 2020 ordinance unanimously adopted by City Council.

About a year and a half later, in April 2023, the City Engineer issued a 180-day order to replace stop signs at one intersection, Dunn and 7th Street, to address a measurable trend of crashes at that location. This action was consistent with recommendations from both the Bicycle and Pedestrian Safety and the Traffic Commissions after they reviewed a report on the corridor's traffic and crash data since the 7-Line project was completed.

On Wednesday, October 4, 2023, the Bloomington City Council voted to retain the three-way stop sign at 7th and Dunn Streets as requested by the administration and consistent with the earlier recommendations of the resident commissions. The Council also by amendment that evening directed that three additional stop signs be reinstalled along 7th Street and the 7-Line protected bicycle lane, at the intersections of Morton, Washington, and Lincoln streets. The vote was 5 in favor, 4 against.

Pursuant to state and local laws, I am vetoing this ordinance and sending it back for Council consideration, for several reasons.

Safety, use of data, and process are all important in making traffic management decisions. Changes in traffic patterns are always a safety concern, and monitoring results generally should allow sufficient time for adjustment to new patterns. The public is becoming familiar with the new traffic patterns along 7th Street, including the replacement of the Dunn Street signs six months ago. Frequent changes along one corridor can cause greater concerns. The Council vote to revert three intersections to the pre-2021 condition, with the possibility of it being changed again in a few months, can cause more confusion and directly presents public safety concerns. Additional time, hopefully enough to allow a full year of data since the April 2023 changes, will allow for more robust and meaningful data to inform any significant adjustments.

In addition, a primary rationale described by some council members in support of the amendment to the ordinance was regarding concerns about pedestrian safety or level of comfort. Since its re-opening, the 7th Street corridor has seen an improvement in pedestrian safety with a decrease in pedestrian-involved crashes.

Process matters are concerning as well. The amendment to adjust three more intersections was proposed in a way that did not allow for any significant notice to or input from the public, including particularly the resident commissions charged with advising on any changes.

I appreciate the interests and commitment of all to sustaining and improving our safe and efficient multi-modal transportation system, recognizing that there can be different judgments made about how best to accomplish those shared goals. Consistent with city ordinances, the City Engineer has implemented a second 180-day order to preserve the status quo with the stop signs at 7th and Dunn, and to allow additional public review, data gathering, and discussions that can inform any decisions by the City Administration and Council by or before April 2024.

Respectfully,

A handwritten signature in black ink that reads "John Hamilton". The signature is fluid and cursive, with the first name "John" and last name "Hamilton" clearly legible.

John Hamilton  
Mayor, City of Bloomington

## MEMORANDUM

**To:** Common Council

**From:** Andrew Cibor, City Engineer

**Date:** September 15, 2023

**Re:** Proposed Ordinance # 23-23, to amend Title 15 to change stop signs on Seventh Street

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Ordinance #23-23 proposes changes to the Title 15 - Vehicles and Traffic section of the Bloomington Municipal Code that are consistent with recommendations supported by city staff, the Bicycle & Pedestrian Safety Commission, and the Traffic Commission regarding stop sign control at the intersection of Seventh Street and Dunn Street.

As a part of the City's effort to monitor the Seventh Street corridor after the completion of the 7-Line project, the Engineering Department prepared a report that was reviewed and discussed by the Bicycle & Pedestrian Safety Commission and the Traffic Commission at their March 2023 meetings. After reviewing and discussing the report, both Commissions voted to support the conversion of the Seventh Street and Dunn Street intersection from a one-way stop controlled intersection (southbound traffic on Dunn St was required to stop for traffic on Seventh Street) to an all-way (3-Way) stop controlled intersection where all approaching traffic would be required to stop. This recommendation was largely due to a pattern of crashes that were susceptible to correction with the installation of all-way stop control. Due to the pattern of crashes, and consistent with the Commission recommendations, a 180 Day Order was issued on April 10, 2023 and the intersection was converted to all-way stop control on April 12, 2023. The subject 180 Day Order is set to expire on October 9, 2023. Recent crash data confirms that installation of all-way stop control has successfully reduced crashes at this intersection. Staff recommends that this change become a permanent Title 15 update.

The ordinance includes the following changes:

- Section 1:
  - Removes the stop intersection at Dunn Street and Seventh Street. *Traffic Commission, Bicycle & Pedestrian Safety Commission, Engineering Department*
- Section 2:
  - Adds a 3-way stop intersection at Seventh Street & Dunn Street. *Traffic Commission, Bicycle & Pedestrian Safety Commission, Engineering Department*

The proposed ordinance does not have a fiscal impact given the changes have already been implemented. Generally, anticipated expenditures to add or remove signs, posts, etc. are covered within the annual operating budget.

Attachments:

1. March 22, 2023 7-Line Project Update and All-Way Stop Control Installation Staff Report for the Traffic Commission and Bicycle & Pedestrian Safety Commission
2. 180 Day Order 23-01 to Install all-way stop control at the intersection of 7th Street and Dunn Street





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**TRAFFIC/BPSC  
STAFF REPORT**

**Case #:** TC-23-01  
**Date:** March 22, 2023

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**FROM:** Andrew Cibor, PE, PTOE, Engineering Department

**REQUEST:** 7-Line Project Update and All-Way Stop Control Installation

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**Location:** 7<sup>th</sup> Street (B-Line Trail to Woodlawn)

**Description and Purpose:**

The 7-Line project was one of seven Bicentennial Bond projects proposed by Mayor John Hamilton and approved by the City Council in 2018. The project was also identified as a Phase 1 priority project in the Transportation Plan adopted by City Council in 2019. The project was envisioned to provide a protected east-west bicycle lane and improved transit corridor to connect the B-Line, downtown, Indiana University campus, and eastside neighborhoods. In August 2020, City Council unanimously approved Ordinance 20-14 with parking and stop sign changes associated with the project. These changes were also supported by the city's Parking, Traffic, and Bicycle & Pedestrian Safety Commissions. Project construction was completed in late 2021. This report provides a brief update on the overall project after one full year of operation and makes recommendations for updates to the corridor.

**Early Trends:**

**Bicycle Traffic** – Based on data from a permanent bicycle counter on 7<sup>th</sup> Street adjacent to the Indiana University (IU) campus where the two-way protected bicycle lane replaced standard bicycle lanes, bicycle/scooter use has increased 26%. Additionally, a January 2019 (pre-project) peak period (7-9AM and 4-6PM) traffic count was compared with a February 2023 (post-project) traffic count in the block between Dunn Street and Grant Street to assess bicycle traffic change in a block that previously did not have bicycle lanes. While these counts are less robust than the permanent counter because weather and other variables need to be considered, the data shows that bicycle/scooter use in this area of the corridor increased 259%.

**Transit Metrics** – Quantitative data to compare pre-project and post-project transit travel times, ridership, etc. is not available. Bloomington Transit (BT) has been upgrading technology to better measure these items going forward and has been working to modify their routes, manage changes in travel patterns, etc. Specifically as a part of this project some bus stops were consolidated to assist with travel times, and efficiency along the corridor is assumed to have improved as a result of stop sign removal, removal of on-street parking, and construction of bus stop islands that do not require buses to exit the travel lane. When the street first reopened after construction, BT and IU Campus Bus noted some concern with the width of the road and some turning movements. Minor project modifications were implemented at some intersections to address many of those concerns. Additionally, BT has been actively working to enhance driver training in various road conditions found throughout the city.

**Pedestrian Activity** – Staff has heard some concern about the level of comfort for pedestrians crossing 7<sup>th</sup> Street where stop signs were removed within the 7-Line project limits; however, the limited pedestrian data available at this time indicates more pedestrians are crossing the street, corridor-wide reported pedestrian crashes have decreased, and accessibility has been improved (the project constructed 59 accessible curb ramps and removed numerous sidewalk trip hazards).

**Motor Vehicle Traffic** – Traffic counts on 7<sup>th</sup> Street have increased by 11% to 27% in the area between Walnut Street and Indiana Avenue since the installation of the protected bike lane and removal of stop signs. The measured average speed in this area is 27mph with an eighty-fifth percentile speed of nearly 32mph. The measured speeds are higher than desired (the speed limit is 25mph) and suggest the majority of drivers are comfortable driving in 10' wide travel lanes. The data indicates no significant change in traffic volumes on 7<sup>th</sup> Street in the vicinity of Morton Street and a decrease in traffic volumes on some of the intersecting streets where all-way stop control was removed (e.g., Morton Street traffic decreased 5% and Dunn Street traffic decreased 15%). Some drivers have driven into the bicycle lanes, either intentionally to illegally park/load or mistakenly due to confusion. Flexible delineator posts were installed at the entrance to the bicycle lanes at key intersections, and the incidence of this behavior has decreased significantly (the flexible posts were removed over the winter to facilitate snow removal, but will be reinstalled in the spring).

**Parking Impact** – The majority of on-street parking was removed from 7<sup>th</sup> Street within the 7-Line project area. As a part of the project, 44 parking spaces were added nearby on Dunn Street. 2019 data showed 35% utilization of parking spaces on 7<sup>th</sup> Street based on revenue potential (equivalent to 42 parking spaces). Multiple underutilized parking garages nearby the project were also identified during the project planning and development phases. Post-project parking data comparisons are limited given the majority of on-street parking on 7<sup>th</sup> Street in the project area was removed. Accessible parking spaces that were previously located on 7<sup>th</sup> Street were relocated on adjacent streets as necessary to maintain ADA compliance.

**Crash Data** - It is desirable to use multiple years of crash data to make robust evaluations. However, using one year of post-project crash data (2022 calendar year) for this corridor indicates a trend of increased crashes at the intersections where all-way stop control was removed, and a decrease in crashes at mid-block locations and at other intersections where intersection control did not change. This crash trend is further analyzed in the following section.

### **Enhancement Alternative:**

The data and observations available to date indicate that while the protected bicycle lanes are generally operating as intended, the five intersections where all-way stop control was removed (7<sup>th</sup> Street at Morton Street, Washington Street, Lincoln Street, Grant Street, and Dunn Street) would benefit from modifications. The crash data for these intersections indicates that nearly all reported crashes were a result of drivers on the side street failing to yield to drivers on 7<sup>th</sup> Street. In many of these crash reports, the driver on the side street told the reporting police officer that they mistakenly thought the intersection had all-way stop control. At these intersections during the 2022 calendar year, there were also two reported crashes involving drivers failing to yield to users of the protected bicycle lane (one scooter at Dunn Street and one bicycle at Washington Street) and one reported crash involving a scooter failing to yield to a driver (southbound scooter on Morton Street). There were no reported crashes involving pedestrians.

Each of these five intersections has visible stop bars on the pavement and a stop sign with a “cross traffic does not stop” plaque. The one-way intersecting streets (Washington Street, Lincoln Street, and Dunn Street) have these signs located both on the left and right side of the road where it intersects with 7<sup>th</sup> Street. Additional signs and markings are not expected to be beneficial for clarifying the existing stop control at these intersections.

Installation of all-way stop control was evaluated at these intersections as an option to address the observed crash patterns. The Indiana Manual on Uniform Traffic Control Devices (MUTCD) includes specific criteria that should be followed for all-way stop installations. There are multiple reasons that stop signs are only recommended if they meet the MUTCD guidelines:

- Stop signs that do not meet recommended criteria are frequently violated (have low compliance rates). Drivers might come to a full stop initially, but over time they may begin rolling through the stop or even completely ignoring it because they rarely see what they believe to be a reason to stop. This behavior is problematic at the intersection with the all-way stop (for example, a pedestrian crossing the street thinks that traffic will stop at the stop sign, but a driver approaching the stop sign is used to simply slowing down and doesn't notice the pedestrian) and also at other intersections (as drivers lose respect for stop signs in general). There are multiple existing all-way stop intersections in town for which the City regularly receives complaints and safety concerns about drivers who do not stop (*In the context of 7<sup>th</sup> Street it is likely that many users, particularly people on bicycle or scooter who do not want to lose momentum, will not come to a full stop.*)
- Studies show that stop signs are not an effective tool for reducing speeds. Stop signs generally reduce speeds near the location where they are installed, but do not reduce speeds along the rest of a corridor. In fact, studies show that drivers tend to increase their speed between stop signs. Numerous references, including documents from the Institute of Transportation Engineers (ITE) and the National Association of City Transportation Officials (NACTO), explicitly recommend against using stop signs as a tool for speed reduction. (*If all-way stop control is reinstalled on 7<sup>th</sup> Street, then the corridor would have stop signs or traffic signals at every block between the B-Line and Indiana Avenue. Speeds on the corridor would likely decrease because the majority of the street would be in close proximity to a stop sign.*)
- Unwarranted stop signs are not conducive to efficient traffic flow for vehicles (including bicycles, cars, and transit), particularly on collector or arterial streets. Stop signs at every single block make a corridor less convenient for vehicular travel. (*Stop control was modified on 7<sup>th</sup> Street with the explicit goal to “improve east/west connectivity and efficiency for bicyclists and transit users.”*)

MUTCD guidance for all-way stop installations states that intersections should meet one of the following:

- As an interim measure while awaiting installation of traffic signals.
- Five or more reported crashes in a 12-month period that are susceptible to correction by a multi-way stop.
- Minimum volume thresholds.
- Where no single criterion is satisfied, but the location meets a combination of the crash and volume criteria to at least 80% of values.

The following table summarizes these criteria for each subject intersection.

Intersection Cross Street	Interim measure for traffic signal installation?	≥ 5 reported crashes susceptible to correction by all-way stop?	Meets minimum volume threshold?	Meets a combination of thresholds to at least 80% of values?
<b>Morton St</b>	No	No (3)*	No	No
<b>Washington St</b>	No	Yes (5)*	No	N/A
<b>Lincoln St</b>	No	Yes (5)*	No	N/A
<b>Grant St</b>	No	No (4)	No	No
<b>Dunn St</b>	No	Yes (12)	Yes**	N/A

\*This criteria uses a rolling 12-month period. For intersections that did not have at least 5 crashes during the 2022 year of crash data (1/1/2022 through 12/31/2022), a subsequent evaluation was performed to search for a higher 12-month period using data available to date (e.g. 2/1/2022 through 1/31/2023). The Morton, Washington, and Lincoln intersections yielded an increase with this evaluation. When looking only at 2022 data, Morton had 2 crashes, Washington had 4 crashes, and Lincoln had 4 crashes.

\*\*The Dunn Street intersection did not meet the minimum volume criteria based on pre-project data, but does meet the criteria using post-project data.

The MUTCD also allows the following optional criteria to be considered as a part of an engineering study regarding all-way stop control:

- The need to control left-turn conflicts (*Not applicable, but stop control may be beneficial for controlling motor vehicle turns across the protected bike lane.*)
- The need to control vehicle/pedestrian conflicts near locations that generate high pedestrian volumes (*Pedestrian use is generally high due to proximity to both downtown and Indiana University campus.*)
- Locations where a road user, after stopping, cannot see conflicting traffic and is not able to negotiate the intersection unless conflicting cross traffic is also required to stop (*Visibility is limited in some locations. Adequate visibility is available if drivers pull forward after stopping, but this action can generate conflict with the pedestrian crosswalks.*)
- An intersection of two residential neighborhood collector (through) streets of similar design and operating characteristics where multi-way stop control would improve traffic operational characteristics of the intersection (*This consideration is typically applied in fully residential areas, but does have some relevance for 7<sup>th</sup> Street.*)

The Dunn Street, Washington Street, and Lincoln Street intersections each meet at least one MUTCD criteria for all-way stop control installation. The Grant Street and Morton Street intersections do not meet the primary criteria, but they are close to meeting the crash data criteria and, if unchanged, it is possible that they would fully meet this criteria in a future 12-month period. The Morton Street intersection is currently the furthest from meeting the primary criteria, but anecdotal observations indicate that this intersection potentially experiences the highest level of driver confusion and has the potential for more crashes. The MUTCD's optional criteria provide further support for installation of all-way stop control at each of these intersections.

It is worth noting that the majority of crashes are a result of motor vehicle drivers failing to yield to other motor vehicles, but the improvement option of implementing all-way stop control would have the most negative impact to efficiency for transit and bicycle/scooter traffic. The crashes involving motor vehicles are primarily right angle collisions. While the majority of crashes have not involved any injury, this crash type has potential to create serious injuries. Additionally, the

implementation of all-way stop control can also reduce the potential for crashes involving users of the protected bicycle lanes (there have been some reported crashes involving people on bicycle/scooter, and observations indicate that some bicycle/scooter users must rapidly brake to avoid conflict with turning motor vehicles that failed to properly yield).

**Title 15 Changes:**

In order for all-way stop control to be implemented, Section 15.12.010, Schedule B “Multi-Stop Intersections” would need to be edited with the following changes.

Section 15.12.010, entitled “Stop intersections,” shall be amended by deleting the following from Schedule A Stop Intersections:

Traffic on	Shall Stop for Traffic on
Morton Street	Seventh Street
Washington Street	Seventh Street
Lincoln Street	Seventh Street
Grant Street	Seventh Street
Dunn Street	Seventh Street

Section 15.12.010, entitled “Stop intersections,” shall be amended by adding the following to Schedule B Multi-Stop Intersections:

Seventh Street & Morton Street	4-Way
Seventh Street & Washington Street	3-Way
Seventh Street & Lincoln Street	3-Way
Seventh Street & Grant Street	4-Way
Seventh Street & Dunn Street	3-Way

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**Recommendation:**

This project has been successful for improving east-west accessibility and mobility for all modes of transportation. All-way stop control implementation is expected to result in an additional positive metric through a reduction of reported crashes along the corridor. Staff recommends that a Title 15 amendment be forwarded to City Council with a positive recommendation to reinstall all-way stop control at the five locations listed above. While the data is more compelling for some of these intersections than others, staff believe that all-way stop control installation is appropriate at all five locations. Implementing this operational change at all five intersections at the same time, as opposed to using an incremental approach, is expected to improve user ability to adapt to the change.

## 180-DAY ORDER

Pursuant to Bloomington Municipal Code § 15.08.040 I hereby issue this 180-Day Order, the details of which are described in detail below, for the following reason(s):

- To make and enforce temporary regulations;
- To make and enforce experimental regulations;
- To make and enforce regulations necessary to deal with emergencies; and/or
- To make and enforce regulations necessary to deal with special conditions.

In the fall of 2021, all-way stop control was removed from the intersection of 7<sup>th</sup> Street and Dunn Street in coordination with the multimodal 7-Line project. In the new configuration, 7<sup>th</sup> Street is free-flow and only Dunn Street has a stop sign. This Request originated from a review of crash data along the corridor and a 7-Line project status report that was requested by the City's Bicycle & Pedestrian Safety Commission, Traffic Commission, and other community members. The crash data for the intersection of 7<sup>th</sup> Street and Dunn Street shows a significant increase in intersection related crashes that are susceptible to correction with the installation of all-way stop control. In order to reduce crash risk at this intersection, it will be converted back to all-way stop control. Implementation of this change requires installation of appropriate pavement markings and signs. This proposed change was supported by the Bicycle & Pedestrian Safety Commission and Traffic Commission at their March 2023 meetings. After careful review and consideration the Request has been granted and the following actions will be implemented:

Install all-way stop control at the intersection of 7<sup>th</sup> Street and Dunn Street.

Questions regarding this Order shall be directed to the City Engineer.

  
\_\_\_\_\_  
Signature of City Engineer

*10/5/2023*  
\_\_\_\_\_  
Date

**Effective Date:** 4/12/2023  
**Expiration Date:** 4/6/2024

*\*Reissued on 10/5/2023 to extend expiration from 10/9/2023 to 4/6/2024 under the 180-day Orders Policy.*

**Case Number:** 23-01

**Minutes**  
**Bicycle Pedestrian Safety Commission**  
Monday, March 20, 2023

**Meeting Agenda:**

**1. Attendance:**

Commissioners: Paul Ash, Pauly Tarricone, Jaclyn Ray, Zach Huneck, Mitch Rice, Rob Danzman

Staff: Hank Duncan, Andrew Cibor, Steve Cotter, Ryan Robling

Public: Eoban Binder, Greg Alexander, Hopi Stosberg, Natalie Levin, Anne Kavelerchik, Eric Ost

**2. Approval of Minutes of Meeting: January 9, 2023**

Jaclyn moves; Paul seconds; roll called, all approved 6-0

**3. Election of Officers – Chair, Vice Chair, Secretary**

Chair: Ann nominates herself; Jaclyn seconds; all vote in favor

Vice Chair: Zach nominates himself; Paul seconds; all vote in favor

Secretary: Jaclyn nominates herself; Paul seconds; all vote in favor

**4. New Business**

a. 2023 Traffic Calming and Greenways Program; the website is being updated

i. Staff-Led Projects – Hank Duncan

a. Morningside Drive public meetings

i. Wed May 10 Park Ridge East

ii. Tues Aug 15 in city hall

b. Allen Street Greenway public meetings

i. Wed May 24 at Allen St and B-line

ii. Aug 17 in city hall atrium

Hawthorne/Weatherstone traffic calming is still on hold because Council has not considered whether they want to require Council approval to move forward.

ii. Resident-Led Projects and Deadlines

Many letters of intent have been submitted. March 24 is the deadline for submission. Hank will set up meeting by April 7 with each potential applicant, and all applications are due by April 14

b. 7-Line Project Update & All-Way Stop Control Installation – Andrew Cibor

There has been an increase in crashes related to removal of stop signs at cross streets. Andrew's recommendation is to restore some of the stop signs.

Paul says that comments on-line are that 7<sup>th</sup> Street was safer before, but he disagrees.

Pauly asks whether other solutions are being considered, like rumble strips to slow traffic rather than restoring stop signs. Andrew says that reviewing the crash reports drivers say that they thought that cross traffic stopped. The road is already narrow, and drivers are going to fast anyway. He's afraid of causing confusion by having some drivers slow down while others don't know why.

Mitch thinks this is a problem with the memory of drivers. Drivers' inattention should not force us into a corner requiring more stop signs. Andrew says there is usually a window after making a change when you expect people to have trouble remembering. Mitch thinks there should be signage reminding users. Andrew says there are signs saying cross traffic doesn't stop.

Rob asked whether these increases in crashes are limited to the 7-line or whether other intersections are also seeing an uptick. Andrew says it is only where they changed the stop signs.

Pauly thinks that bicyclists tend not to stop at stop signs. Pauly asks whether that's considered. Andrew says they know that some users don't stop at stop signs. He says that it's rare for drivers to come to a full stop. Drivers tend to slow down from driving 30 mph while bicyclists are going 12 mph so it's not so clear that they are slowing down.

Andrew plans to recommend to Council that stop signs be reinstated.

Ann asked whether the recommendation is to reinstate all 5 stop signs or just the one at Dunn which had the most crashes. Andrew wants to recommend all be reinstated.

Paul asked whether Andrew expects drivers will slow down because of the stop signs. Paul thinks that drivers are now driving faster than before the project. Andrew expects that reinstating the stop signs will slow traffic.

Paul moves to support the recommendation that all stop signs be reinstated.

Jaclyn wants to know when this might go to Council. Andrew doesn't think it will be in the next month; he still needs to present it to the traffic commission.

Zach asked about reinstating just some stop signs. Andrew says that Washington and Lincoln as well as Dunn meet the threshold for reinstatement, and that Morton and Grant are close. Zach was questioning whether a year was enough. Mitch thinks that one year is not enough.

Zach is seconding Paul's motion.

Ryan is asking for public comment

Eoban Binder asks what is the MUTCD guidance? He notes that lower speeds reduce the number and severity of crashes. He wonders why other ways of reducing crashes, such as reducing speeds, are being considered. He thinks that making bicyclists stop at every intersection is stupid. He thinks that staff should consider other means of reducing crashes. He noted that People for Bicycles gave Bloomington an award for the 7-line, and he doesn't think we would have the award if there were a stop sign at each intersection.

Greg Alexander appreciates the report and the design. He thought that taking out the stop signs would be good if people drove at 20 mph, but not if people are going over 32 mph. If we have to reinstate the stop signs to get people to drive safely, then we should tear up the traffic plan. He thinks there should be more ticketing to enforce legal speed limits. He thinks this is a law enforcement problem.

Hopi Stosberg is echoing what Eoban said. She especially doesn't want stop signs going up the hill. She is ok with reinstating the Dunn Street stop sign. She says her biggest problem is with people turning the corner onto side streets in front of her after passing her. She would like to eliminate cross streets, or prevent people from turning onto them from 7th.



Natalie Levin bikes the 7-line to work and used to avoid it but prefers it now because of the lack of stop signs. She thinks that stop signs cause friction with drivers especially on a hill. If the stop signs go back up, she will return to biking on 4<sup>th</sup> street.

Anne Kavelerchik uses the 7-line now but didn't before and wouldn't if the stop signs were reinstated on the hill. She says her biggest problem is with cars turning left especially those going west. She suggests installing signs telling drivers how fast their cars are going. She wants to slow traffic without stop signs. Adding stop signs would hurt cyclists.

Ryan asking for more public comment. No more comments.

Paul votes against. Pauly thinks other changes should be considered and votes against. Jaclyn votes against all 5 intersections having stop signs. Ann votes against all 5. Mitch votes no but favors a stop at Dunn. Zach votes no. Rob no. All are opposed to reinstating all 5 stop signs.

Mitch moves to recommend reinstating only the Dunn Street sign. Pauly seconds.

Public comment is required and the commissioners vote to limit it to 30 seconds per person.

Eoban still objects to a stop sign as a permanent measure and wants other recommendations to be considered such as traffic calming and lower speed limits.

Greg agrees with Eoban.

Eric Ost appreciates the meeting and the effort in Andrew's report. As a bicyclist he thinks it's peculiar that bicyclists don't stop at stop signs.

Roll call vote is taken, and all agree to reinstating the stop sign only at Dunn.

c. Micro-Mobility Recommendations for 2023 and Beyond – Hank Duncan

Deferring this topic to next month because of the time. There will be a report on this to Council March 29 and at Board of Public Works when they next meet.

## **5. Old Business**

none

## **6. Reports from Commissioners**

Jacklyn wants all the pedestrian walk symbols to come on without having someone push a button. Currently some require a person to push the button, and some don't.

## **7. Public Comment**

## **8. Adjourn**

**BLOOMINGTON TRAFFIC COMMISSION  
MINUTES**

**March 22, 2023**

**4:30 P.M. –In-person and Virtual Hybrid meeting  
City Hall, Council Chambers**

Online link: <https://bloomington.zoom.us/j/88977374111>

Meeting ID: 889 7737 4111

Passcode: 037820

Dial in: +1 312 626 6799 US (Chicago)

**I. Call to Order:**

In-person: Ryterband, Alexander, Cibor, Shadday,

Online: Burns, Moloci

Staff: Ryan Robling

**II. Approval of Minutes:**

A. November 16, 2022

Motion: Ryterband Second: Alexander

Ryterband, Alexander, Cibor, Moloci, Burns, Shadday

**III. Communications from Commission:**

A. Election of Chair and Vice Chair

Nomination: Chair – Shadday. Alexander Second: Cibor The nomination passed 6-0

Nomination: Vice Chair – Ryterband. Alexander Second: Cibor The nomination passed 6-0

B. Ryterband – Expressed support of Commissioner Alexander as a member of Traffic Commission

Alexander – Reported on various multi-use trails/paths and their engineering throughout the City.

**IV. Public Comment:\* None**

**V. Reports from Staff: None**

**VI. Old Business:\* None**

**VII. New Business:\***

A. TC-23-01: 7-Line Project Update and All-Way Stop Control Installation ,  
*Andrew Cibor, PE, PTOE, Engineering Department*

Commission discussion ensued

1. Forward a positive recommendation to install a multi-stop intersection at the Seventh Street & Dunn St intersection to the Common Council.

Motion: Ryterband Second: Alexander. The motion passed: 6-0

2. Forward TC-23-01 to the Common Council with a positive recommendation.  
Motion: Burns Second: Cibor The motion failed: 2-4 (Nays: Shadday, Moloci, Ryterband, Alexander)

**VIII. Traffic Inquiries:** None

**IX. Adjournment:** 5:53 PM

*Next meeting – April 26, 2023 – City Council Chambers*

*\*Action Requested/Public comment prior to any vote (limited to five minutes per speaker)*

***Auxiliary aids for people with disabilities are available upon request with adequate notice. Please call (812) 349-3429 or e-mail [human.rights@bloomington.in.gov](mailto:human.rights@bloomington.in.gov).***