

City of Bloomington Common Council

Legislative Packet

Containing legislation and materials related to:

Wednesday, 04 December 2024

Regular Session at 6:30pm



CITY OF BLOOMINGTON COMMON COUNCIL

AGENDA AND NOTICE:
REGULAR SESSION
Wednesday | 6:30 PM
04 December 2024

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

<https://bloomington.zoom.us/j/84624844673?pwd=ara6giSaj2cIlaa3FbXLcQSW16Q5e.1>

1. **ROLL CALL**
2. **AGENDA SUMMATION**
3. **APPROVAL OF MINUTES**
 - A. August 7, 2024 – Regular Session
 - B. November 13, 2024 – Consensus Building Activity
4. **REPORTS** *(A maximum of twenty minutes is set aside for each part of this section).*
 - A. Councilmembers
 - B. The Mayor and City Offices
 - a. Bloomington Arts Commission Report
 - C. Council Committees
 - D. Public*
5. **APPOINTMENTS TO BOARDS AND COMMISSIONS**
6. **LEGISLATION FOR FIRST READINGS**
 - A. Ordinance 2024-26 – To Fix the Salaries of All Elected City Officials for the City of Bloomington for the Year 2025
 - B. Appropriation Ordinance 2024-09 – To Specially Appropriate from the General Fund, Economic Development Lit Fund, Parks and Recreation General Fund, Public Safety LIT Fund, ARPA Local Fiscal Recovery Fund and Alternative Transportation Fund Expenditures Not Otherwise Appropriated (Appropriating Various Transfers of Funds within the General Fund, Economic Development LIT Fund, Parks & Recreation General Fund, Public Safety LIT Fund, ARPA Local Fiscal Recovery Fund, and Alternative Transportation Fund)

(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 up to three minutes.

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.

Posted: 27 November 2024

- C. Ordinance 2024-25 – An Ordinance to Amend Ordinance 23-25 That Fixed the Salaries of Appointed Officers, Non-Union, and A.F.S.C.M.E. Employees for All the Departments of the City of Bloomington, Monroe County, Indiana for the Year 2024
- D. Ordinance 2024-27 – To Amend title 2 of the Bloomington Municipal Code Entitled “Administration and Personnel” Re: The Establishment of the Advisory Transportation Commission

7. LEGISLATION FOR SECOND READINGS AND RESOLUTIONS

- A. Resolution 2024-26 – To Approve the Interlocal Agreement Between Monroe County, the Town of Ellettsville and the City of Bloomington for Animal Shelter Operation for the Year 2025
- B. Resolution 2024-27 – Approval of Interlocal Cooperation Agreement Between the City of Bloomington and Monroe County, Indiana – Re: Building Code Authority
- C. Resolution 2024-20 – To Amend the City of Bloomington’s Transportation Plan in Order to Incorporate the Safe Streets and Roads for All (SS4A) Safety Action Plan

8. ADDITIONAL PUBLIC COMMENT *

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

9. COUNCIL SCHEDULE

10. ADJOURNMENT

*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 up to three minutes.

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Posted: 27 November 2024



**City of Bloomington
Office of the City Clerk**

Minutes for Approval

07 August 2024 | 13 November 2024

In the Council Chambers of the Showers City Hall, Bloomington, Indiana on Wednesday, August 07, 2024 at 6:30pm, Council President Isabel Piedmont-Smith presided over a Regular Session of the Common Council.

COMMON COUNCIL
REGULAR SESSION
August 07, 2024

Councilmembers present: Isak Nti Asare, Courtney Daily, Matt Flaherty, Isabel Piedmont-Smith, Andrew (Andy) Ruff, Kate Rosenbarger, Hopi Stosberg, Sydney Zulich
Councilmembers present via Zoom: none
Councilmembers absent: Dave Rollo

ROLL CALL [6:30pm]

Council President Isabel Piedmont-Smith gave a land and labor acknowledgment and summarized the agenda.

AGENDA SUMMATION [6:30pm]

There were no minutes for approval.

APPROVAL OF MINUTES [6:30pm]

Daily announced her upcoming constituent meeting.

REPORTS

Asare mentioned the recent presentation by the Bloomington Economic Development Corporation (BEDC) about joining an economic district with Brown County and Owen County. He would soon be requesting that council issue a letter of support.

- COUNCIL MEMBERS
[6:33pm]

Stosberg noted it was the first day of school for Monroe County Community School Corporation. She had attended the previous night's National Night Out event hosted by the Bloomington Police Department (BPD). She acknowledged police, fire, dispatch, and other first responders. Regarding the East Longview greenway, she said the process had worked well; with residents and staff. She noted changes to her upcoming constituent meetings.

Flaherty spoke about the safety improvements on Indiana Avenue and the survey requesting feedback from the public. He mentioned the upcoming meeting at Sample Gates to discuss the project.

Piedmont-Smith reported that she, Zulich, and Rosenbarger attended the Local Progress Convening in Oakland, California. She discussed the sessions that she had attended including Community Led Emergency Response, Messaging, Balancing Priorities in Zoning and Land Use, Building a Progressive Economic Worldview, and Strategizing for Tenant Power and Taking on Corporate Landlords. She noted her upcoming constituent meeting.

Mayor Kerry Thomson stated that the courts had just ruled against the city in the litigation involving annexation, and she would give more details at a later date. She reported that since January there were four homeless encampments closed. Another planned closure was delayed due to staff shortages and not enough time for outreach to those in the encampment. She had asked the Heading Home organization for guidance. Rather than responding at that moment, Heading Home had partnered with other service providers to come up with a Housing Action Plan to address street homelessness. The plan did not replace the existing Heading Home plan, and had ten recommendations. The point in time count, done every January, showed an increase in street homelessness in the Monroe County region, primarily in the city. The city's count had doubled. This was occurring across the nation, but was more rapid in Bloomington. She described the immediate priority needs like outreach and access to services, emergency shelter and housing, case management, homelessness prevention, housing with rent under

- The MAYOR AND CITY
OFFICES [6:42pm]

\$500/month, more public safety, services, and additional beds including those for medical respite. Having housing was a basic need that enabled people to make progress.

- The MAYOR AND CITY OFFICES (*cont'd*)

Asare asked if housing would be in the budget.

Council discussion:

Thomson stated that the plan was to implement the action items, especially in the downtown areas to improve safety and vitality.

Zulich asked if the city had collaborated with the county on the plan.

Thomson said the administration had reached out to the county, however, there had been many questions. She reiterated the need for strong partnerships for the largest impact. She planned on funding projects that aligned with Heading Home's plans since they were the homelessness experts.

Ruff asked about shared assumptions like the number of unhoused individuals being stable for a decade which was inconsistent with what was presented that evening.

Thomson referenced publicly available data published in May regarding the point in time counts. The data showed there were many unhoused individuals not from the city, the region, or Indiana. There was a temporary effort to reunify individuals, who were from outside the region, with their region. There was success with the Heading Home plan, but the unhoused population continued to increase. It was important to know what worked and what did not. There was compassion fatigue with providers, public safety workers, and staff, and a sense of being overwhelmed because there was always more to do.

Piedmont-Smith asked if there were people with lived experience involved with drafting the plan.

Thomson said yes, with the larger Heading Home plan. She was unsure about the emergency plan she presented that evening. People with lived experience may have been consulted, but it was service providers who determined the plan.

Piedmont-Smith extended the time for Mayor and City Offices reports by five minutes with no objection.

Stosberg asked for clarification on the demographics of the point in time counts regarding the Monroe County region.

Thomson explained the data for those who had been in the county for less than two years and referenced the report that was published the previous day and available online.

Flaherty appreciated the report and asked about unintended consequences. He referenced the survey and noted that a majority of individuals who responded stated they did not wish to return to the region where they were from. He asked what happened when they were turned away from a shelter. He imagined they would remain in the city, unsheltered, and asked how that would reconcile.

Thomson said there were discussions on the topic, and noted that people knew that the city provided services. The goal was to reunify people via partnerships with other regions so that there were services there too. She stated there were not enough services even in Bloomington.

Rosenbarger asked about very immediate needs like bathrooms and care and storage for pets and personal items when individuals were looking for employment, et cetera. Other cities had things like

permanent port-a-pots that could be maintained and cleaned and sometimes churches adopted a port-a-pot.

Thomson said that issue was being addressed and noted the public health concern with fecal matter being where it should not be. The 4th Street parking garage had a bathroom but had been vandalized with concrete. The city had spent \$160,000 in repairs.

Rosenbarger understood and reiterated that port-o-pots might be ideal. She noted a five-unit building that was on the market, with rents starting at \$450/month, which might be bought and torn down. She asked if there was a way for the city to buy properties like that and keep it affordable.

Thomson said there were options such as private residents investing in properties like that for the greater communal good. It was crucial to preserve the affordable units that existed.

Piedmont-Smith extended the time for Mayor and City Offices reports until 7:15pm with no objection.

Daily thanked the administration and Heading Home partners for their work. She asked what the metric for success was.

Thomson said it would be fewer individuals living on the streets.

Daily asked what that number was.

Thomson said the goal was to have no one living on the street. She noted an upcoming public workshop by Heading Home.

Piedmont-Smith mentioned council's upcoming Consensus Building Activity focused on street homelessness, the following week.

There were no council committee reports.

Graylie McCanse said that as a young transwoman, she understood safety concerns. She appreciated the efforts to house people, but was concerned with removing encampments because they were some people's only option. She had never felt unsafe by the Rail Trail encampment and had gotten to know individuals living there.

Devta Kidd appreciated Heading Home's work and Rosenbarger's comment on affordable housing, lockers, and care for pets. She noted that she lived near three encampments where there had been two murders. She encouraged input from individuals with lived experience; a human-centered design.

Mary Morgan, Director, Heading Home, thanked Melissa Burgess from Health Net Homeless Initiative Program, Dana Jones from Wheeler Mission, Emily Pike from New Hope for Families, Carrie Stillions from Middle Way House, Forrest Gilmore from Beacon, and she and Tatiana Wheeler from Heading Home. One partner had lived experience and provided input on the plan. The plans were not final and action items were ongoing. There was a need to continue to improve the plans as needed. She gave examples as well as specific goals which were measurable.

Eric Spoonmore, President, Greater Bloomington Greater Chamber of Commerce, said the chamber represented about eight hundred and fifty employers, several of which participated in drafting the plan. The chamber supported the plan and asked that the business community be considered supportive partners.

Interim Deputy Attorney/Administrator Ash Kulak read a comment submitted via Zoom chat by Sam Dove regarding concerns with unhoused individuals living at a shelter in Winslow Woods park.

- The MAYOR AND CITY OFFICES (*cont'd*)

Council discussion:

- COUNCIL COMMITTEES [7:12pm]
- PUBLIC [7:12pm]

Darel Ruble expressed concerns with the unhoused community. He noted that his daughter was in the county jail and asked she not face retribution for the things he commented on. He appreciated the mayor’s efforts to address homelessness.

Kulak read a comment submitted via Zoom chat from Emily Pike who expressed appreciation for a proactive plan. It was a start and many strategies were necessary.

There were no appointments to boards and commissions.

There was no legislation for first reading.

Stosberg moved and Ruff seconded that Appropriation Ordinance 2024-02 be introduced and read by title and synopsis only. The motion was approved by voice vote. Deputy Clerk Susan Stoll read the legislation by title and synopsis.

Stosberg moved and Ruff seconded to adopt Appropriation Ordinance 24-02.

Zulich moved and Stosberg seconded that Appropriation Ordinance 24-02 be divided into 3 parts. Part 1 being the consideration of the second, third, and fourth whereas clauses; Section 1, the additional sums of money additionally appropriated under Food and Beverage Tax Fund 152 – Controller. Part 2 being the consideration of the fifth whereas clause; Section 1, the additional sums of money additionally appropriated under General Fund 101 – Clerk. Part 3 being the consideration of the Sixth and seventh whereas clauses; Section 1, the additional sums of money additionally appropriated under ARPA Local Fiscal Recovery Fund 176 – HAND.

There were no council questions.

The motion received a roll call vote of Ayes: 8, Nays: 0, Abstain: 0.

Jeff Underwood, Controller and Assistant Treasurer, Capital Improvement Board (CIB), stated that the legislation was the final step for the food and beverage tax funds to be appropriated to the CIB’s amended budget. He gave a brief summary of the recent process and the breakdown of the request.

Piedmont-Smith asked if the construction manager and architect contracts had been signed.

Underwood said the contract with Weddle Brothers had not been finalized because the budget had not been approved. No payments were made in excess of the original budget.

Piedmont-Smith asked where the design stage was.

John Whikehart, Chair, CIB, said they were in the initial design stage with Schmidt Associates. He gave a brief description of the discussions and process including council’s letter listing requests. The architects had met with the Planning department, Utilities, utility providers, Convention Center staff, Visit Bloomington staff,

• PUBLIC (cont’d)

APPOINTMENTS TO BOARDS AND COMMISSIONS [7:29pm]

LEGISLATION FOR FIRST READING [7:29pm]

LEGISLATION FOR SECOND READING AND RESOLUTIONS [7:30pm]

Appropriation Ordinance 2024-02
– To Additionally Appropriate Food and Beverage Tax Funds, General Fund Dollars, and ARPA State and Local Fiscal Recovery Fund Dollars for 2024 and to Approve of a Revised 2024 Budget for the Monroe County Capital Improvement Board of Managers [7:30pm]

Council questions:

Vote to divide Appropriation Ordinance 2024-02 [7:31pm]

Part 1 of Appropriation Ordinance 2024-02

Council questions:

Convention Visitors Commission, Downtown Bloomington, Inc., a Bloomington Entertainment and Arts District (BEAD) advisory group. BEAD was one of eleven cultural districts in the state. The BEAD advisory group advised on design and marketing and was chaired by Galan Cassady. Other members were Holly Warren, Assistant Director for the Arts, Economic and Sustainable Development; Malcolm Abrams from Bloom Magazine; Jennifer Mujezinovic from Clash Gallery; Karen Jepson-Innes from WonderLab Museum; A John Rose from Textillery Weavers; Steve Versaw from Buskirk-Chumley Theater; and Talisha Coppock from Downtown Bloomington, Inc. The design team would be bringing three preliminary designs to the CIB for consideration.

There were no public comments.

There were no council comments.

The motion for Part 1 received a roll call vote of Ayes: 8, Nays: 0, Abstain: 0.

Clerk Nicole Bolden asked council to consider postponing Part 2 of Appropriation Ordinance 2024-02.

Stosberg moved and Zulich seconded to postpone Part 2 until the September 04, 2024 Regular Session.

Margie Rice, Corporation Counsel, said that Part 2 could be postponed and announcing the date and time in the meeting that evening fulfilled the ten-day requirement. The prior advertisement would still stand and advertising again was not necessary.

Kulak stated that if Part 2 was postponed, it could not return to council as Appropriation Ordinance 2024-02.

Rice clarified that it could, but would not be fully executed until Part 2 was considered by council. It would delay Parts 1 and 3.

There was additional discussion on timing and process.

Stosberg moved to withdraw the motion to postpone Part 2.

There were no council questions.

There was no public comment.

There were no council comments.

The motion for Part 2 received a roll call vote of Ayes: 0, Nays: 8, Abstain: 0. FAILED.

Jessica McClellan, Controller, presented Part 3 which appropriated American Rescue Plan Act (ARPA) funds back from Heading Home for the city to address homelessness. She provided details.

Daily asked who would use the funds.

McClellan stated that the funds would return to the city.

Anna Killion-Hanson, Director, Housing and Neighborhood Development (HAND) department, said staff was working with the Heading Home team to implement the plan. The Treasury department released guidance on how to be in compliance with the ARPA requirements. HAND would administer the funds to ensure full compliance.

Piedmont-Smith asked how the funding would be expended.

Part 1 of Appropriation Ordinance 2024-02 (cont'd)

Council questions:

Public comments:

Council comments:

Vote to adopt Part 1 [7:43pm]

Part 2 of Appropriation Ordinance 2024-02

Motion to withdraw motion

Council questions:

Public comment:

Council comments:

Vote to adopt Part 2 [7:50pm]

Part 3 of Appropriation Ordinance 2024-02

Council questions:

Killion-Hanson said it would be a combination of city and community organizations and would be project-focused.

Mary Morgan said the federal requirements were complex and it was best that the city administer the funds. She gave examples of programs, case management, and partnerships with organizations.

Stosberg asked if the transfer of funds would significantly impact staff's workload and if additional staff was needed.

Killion-Hanson said ensuring compliance was a top priority and staff was familiar with federal requirements. It would be ideal to increase capacity in the future. Additional staff was needed regardless of ARPA funds. She noted the ARPA funds had to be committed by 2025. There were differences with the requirements for spending in different types of programs.

Piedmont-Smith asked for clarification on the timeline.

Killion-Hanson said the ARPA funds had to be committed in agreements by the end of 2024.

Piedmont-Smith asked if that was going to be difficult.

Killion-Hanson said no, there was always more need.

Stosberg asked what the updated total was.

McClellan stated that was not known yet.

There were no public comments.

Stosberg said that she hoped there would be good outcomes.

The motion for Part 3 received a roll call vote of Ayes: 8, Nays: 0, Abstain: 0.

Terry Amsler spoke about the Consensus Building Activities and provided suggestions.

Piedmont-Smith reviewed the upcoming council schedule including the first Consensus Building Activity to discuss street homelessness.

Piedmont-Smith adjourned the meeting.

Part 3 of Appropriation Ordinance 2024-02 (cont'd)

Council questions:

Public comment:

Council comments:

Vote to adopt Part 3 of Appropriation Ordinance 2024-02 [8:08pm]

ADDITIONAL PUBLIC COMMENT [8:09pm]

COUNCIL SCHEDULE [8:12pm]

ADJOURNMENT [8:14pm]

APPROVED by the Common Council of the City of Bloomington, Monroe County, Indiana upon this ____ day of _____, 2024.

APPROVE:

ATTEST:

Isabel Piedmont-Smith, PRESIDENT
Bloomington Common Council

Nicole Bolden, CLERK
City of Bloomington

In the Council Chambers of the Showers City Hall, Bloomington, Indiana on Wednesday, November 13, 2024 at 6:30pm, Council President Isabel Piedmont-Smith presided over a Consensus Building Activity (CBA) of the Common Council.

COMMON COUNCIL
CONSENSUS BUILDING ACTIVITY
13 November 2024

Councilmembers present: Isak Nti Asare, Courtney Daily, Matt Flaherty, Isabel Piedmont-Smith, Dave Rollo, Kate Rosenbarger
Andrew (Andy) Ruff (arrived at 6:36pm), Hopi Stosberg
Councilmembers present via Zoom: none
Councilmembers absent: Sydney Zulich

ROLL CALL [6:35pm]

Council President Isabel Piedmont-Smith gave a land and labor acknowledgment and summarized the agenda.

AGENDA SUMMATION [6:36pm]

Ryan Robling, Planning Services Manager, presented the proposal to merge the Traffic, Bicycle & Pedestrian Safety, and Parking Commissions into one, to be called the Advisory Transportation Commission (ATC).

REVIEW AND DISCUSSION OF
PROPOSAL TO MERGE THE
TRAFFIC COMMISSION, BICYCLE
AND PEDESTRIAN SAFETY
COMMISSION, AND PARKING
COMMISSION [6:37pm]

There was discussion with council members related to continuation of individual commission powers, the role of council, grant monies, alternative structures for the ATC, membership, staffing and staff participation, balance of appointments, educational outreach, adherence to the comprehensive plan, duties of the ATC, workload, and commission reports.

There was public comment from Joe Davis, Matt Gleason, Stephen Volan, Greg Alexander, and Christopher Emge.

Council members held a discussion related to their 2025 meeting schedule.

COMMON COUNCIL MEETING
SCHEDULE FOR 2025 [8:26pm]

There was public comment from Stephen Volan, Christopher Emge, and Joe Davis.

There was no discussion for this portion of the agenda.

ACTION REGARDING PENDING
LITIGATION

Piedmont-Smith adjourned the meeting.

ADJOURNMENT [9:17pm]

APPROVED by the Common Council of the City of Bloomington, Monroe County, Indiana upon this ____ day of _____, 2024.

APPROVE:

ATTEST:

Isabel Piedmont-Smith, PRESIDENT
Bloomington Common Council

Nicole Bolden, CLERK
City of Bloomington

MEMO FROM COUNCIL OFFICE:

To: Members of the Common Council

From: Lisa Lehner, Council Administrator/Attorney

Date: November 25, 2024

Re: Ordinance 2024-26 – An Ordinance to Fix the Salaries of Elected Officers of the City of Bloomington, Monroe County, Indiana for the Year 2025

Synopsis

Ordinance 2024-26 sets the maximum 2025 salary rate for the elected offices of Mayor, Council and Clerk of the City of Bloomington, Indiana.

Relevant Materials

- Ordinance 2024-26
- Memorandum and attachments from the Ad Hoc Salary Committee (the “Committee”)

Summary

Ordinance 2024-26 would fix the salaries for the Mayor, the Clerk and all Common Councilmembers (the “Elected Officers”) for the year 2025. State law details how compensation for Elected Officers should be fixed. Pursuant to I.C. 36-4-7-2, Council, as the city’s legislative body, is responsible for fixing the annual compensation, including the salaries, of elected city officers.

Earlier this year, Council passed Ordinance 2024-20 which fixed the salaries of appointed officers and non-union and A.F.S.C.M.E employees of the City of Bloomington for the year 2025. Likewise Council passed Ordinance 2024-19 which fixed the salaries of officers and employees of the Police and Fire Departments of the City of Bloomington for the year of 2025. Council delayed the passage of a salary ordinance for elected officers, pending the findings of the Committee.

The Committee was formed to make recommendations for fixing the salaries of elected officers in the City of Bloomington, culminating in Ordinance 2024-26. The Committee consisted of Councilmembers Sydney Zulich (Chair), Kate Rosenbarger, Hopi Stosberg, and Matt Flaherty. Additional support was provided by Crowe LLP consulting team, Clerk Nicole Bolden, and city staff including Sharr Pechac, Sam Roll, and Taylor Brown.

Guided in the development process by the Crowe team, the Committee developed the Framework to create a values-based and repeatable method for setting salaries, departing from the recent past practice of making minor adjustments to salaries based primarily on the prior year’s salary plus a cost of living adjustment (COLA).

As explained in the Committee’s Memorandum and its attachments, the Framework led the Committee to recommend the salary increases in Ordinance 2024-26.

Contact

Councilmember Sydney Zulich, Email: sydney.zulich@bloomington.in.gov

Lisa Lehner, (812)349-3562, Email: lisa.lehner@bloomington.in.gov

Council Office, (812)349-3409, Email: council@bloomington.in.gov

ORDINANCE 2024-26

**TO FIX THE SALARIES OF ALL ELECTED CITY OFFICIALS
FOR THE CITY OF BLOOMINGTON FOR THE YEAR 2025**

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

SECTION 1. Pursuant to I.C. § 36-4-7-2, the annual salaries of elected officials of the City of
Bloomington for the year beginning January 1, 2025, and extending to December 31, 2025, shall be:

Mayor	\$151,410
Clerk	\$129,780
Council Members	\$ 45,423

SECTION 2. The City Council President shall receive an additional \$1,500 per year, and the City
Council Vice President shall receive \$800 per year.

SECTION 3. This ordinance shall be in full force and effect from and after its passage by the Common
Council and approval by the Mayor.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County,
Indiana, upon this _____ day of December, 2024.

ISABEL PIEDMONT-SMITH
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 December, 2024.

NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED and APPROVED by me upon this _____ day of December, 2024.

Kerry Thomson, Mayor
City of Bloomington

SYNOPSIS

This ordinance sets the maximum 2025 salary rate for all elected city officials for the City of
Bloomington.

To: Members of the Common Council

From: Ad Hoc Salary Committee

Date: November 22, 2024

Re: Ordinance 2024-26, An Ordinance Fixing the Salaries of Elected Officials for the City of Bloomington, Indiana, for the Year 2025

Summary

This memorandum summarizes the Ad Hoc Salary Committee's process and rationale for developing recommendations set forth in Ordinance 2024-26, which would set the 2025 salary for all Elected Officials of the City of Bloomington, Indiana as follows:

- Mayor: \$151,410
- Clerk: \$129,780
- Council: \$45,423

Additionally, the ordinance would pay the City Council President an additional \$1,500 per year and the City Council Vice President an additional \$800 per year. The fiscal impact of the ordinance is estimated to be \$275,089. (Based on prior guidance from the Human Resources department, we assume a flat amount for benefits, retirement contributions, and taxes—i.e., the proposed salaries would not impact those figures.)

Supporting Materials

- Elected Official Compensation Framework Summary Memorandum (Crowe)
- Elected Official Compensation Framework
- Ad Hoc Salary Committee Heat Map - Consensus Scores
- Weekly Working Hours for Councilmembers - Survey Responses
- Comments from Mayor Thomson
- Comments from Clerk Bolden
- 2025 Civil City Pay Ranges and Steps

Committee Recommendations

Indiana Code 36-4-7-2(b) sets forth the following obligation: "The city legislative body shall, by ordinance, fix the annual compensation of all elected city officers." As requested by the Common Council in September 2024, the Ad Hoc Salary Committee (Committee) developed recommendations for fixing the salaries of elected officials in the City of Bloomington and prepared Ordinance 2024-26.

The Committee consisted of Councilmembers Sydney Zulich (Chair), Kate Rosenbarger, Hopi Stosberg, and Matt Flaherty. Additional support was provided by a Crowe LLP consulting team, Clerk Nicole Bolden, and city staff including Sharr Pechac, Sam Roll, and Taylor Brown.

Process and Guiding Principles

The Committee met six times in October and November to develop an Elected Official Compensation Framework, which was then used to develop the recommended salaries. In addition to this memorandum, the Summary Memorandum from the Crowe team provides a helpful overview of the process.

Guided in the development process by the Crowe team, the Framework consists of four elements: Guiding Principles, Basis for Salary Setting, Relevant Information, and an Annual Process. The purpose was to create a values-based and repeatable method for setting salaries, departing from the recent past practice of making minor adjustments to salaries based primarily on whatever the salary was the year before plus a cost of living adjustment (COLA).

Through an interactive process across several meetings, the Committee established the following Guiding Principles:

1. **Accessibility of Public Service** - The level of compensation makes elected office attainable for community members of all socioeconomic statuses.
2. **Equitable Pay** - Elected officials are compensated equitably according to their respective levels of responsibility and relative to other Bloomington elected officials and departmental leadership.
3. **Quality Community Service** - Compensation enables elected officials to meaningfully engage with and serve the Bloomington community.
4. **Informed Decisions** - Council makes informed decisions about elected official compensation in alignment with these Guiding Principles and based on relevant objective data.
5. **Transparent and Documented Process** - A transparent, repeatable process guides compensation decisions for elected officials, and results are clearly communicated.

Significant deliberation went into each principle, and the Committee would be glad to answer questions about these values. Here and throughout the Committee's work, the Crowe team was proactive and invaluable in structuring conversation and facilitating decision-making.

Basis of Salary Setting

Once it had established a set of values or principles to guide decision-making, the Committee and the Crowe team brainstormed many potential bases of salary setting while also discussing how to account for important differences in the three elected offices (City Councilmembers, City Clerk, and Mayor). The goal was to get many ideas on the table without pre-judging their advisability.

The Crowe team facilitated a process for Committee members to anonymously score each potential basis of salary setting based on the Guiding Principles. Scores were aggregated in a "heat map" tool. Consistent trends were observable, and several potential bases were ruled out for poor alignment with the established Guiding Principles, including the past practice of setting pay primarily based on the previous year's salary. (For more detail, see *Ad Hoc Salary Committee Heat Map - Consensus Scores*.)

The potential basis of salary setting with the highest score, which the Committee decided to workshop and advance, was to first set the Mayor's salary equal to a Department Head or within the Civil City Grade 14 pay range and then set Clerk and Councilmember salaries at a percentage of the Mayor's salary. This preliminary basis of salary setting was refined and finalized through

subsequent, iterative discussions and documented in the Elected Official Compensation Framework.

Specifically, the final Basis of Salary Setting for each elected position is summarized in the Framework as follows (with greater detail outlined below):

Mayor: Set salary at a level similar to compensation for Civil City senior leadership positions. The presumptive salary is the midpoint of the salary range for the highest Civil City pay grade.

City Clerk: Set salary at a level similar to compensation for Civil City senior leadership positions. The presumptive salary is the midpoint of the salary range for leaders of Civil City departments.

Councilmember: As a coequal branch of government, yet given the part-time nature of the role, salary to be set at a percentage of the mayor's salary. Percentage to be determined based on number of hours required to meet expectations.

This basis for salary setting provided guidance for arriving at final salary figures, but each decision was subject to additional review and assessment, again through the lens of the five Guiding Principles.

Mayoral Salary

In setting the Mayor's salary, the Committee invited and reviewed input from Mayor Thomson about how the Mayor's salary should be set (see *Comments from Mayor Thomson*). We found her comments helpful and broadly aligned with the Committee's perspective. She noted the "on-call" nature of the job and the relevance of principles like market competitiveness and a set of rubric factors used in grading Civil City positions (while noting these comparisons had limits in the context of an elected position). The Committee had similarly reviewed these attributes and found them helpful for discussing the "equitable pay" principle in particular.

The Committee concluded that the Mayor need not be the highest-paid person in city government (which has been the recent practice, and is an arbitrary way to set a salary), but that the role should be compensated at a level similar to the highest-paid senior leadership positions. To align with the goal of making objective, consistent decisions, the Committee identified the midpoint of the Civil City pay grade 14 as a potential base Mayoral salary. Upon full review, we concluded that this aligned well with the Guiding Principles. **For 2025, this leads to a proposed Mayoral Salary of \$151,410.**

Clerk Salary

In setting the Clerk's salary, the Committee invited and reviewed input from Clerk Bolden about how the Clerk's salary should be set (see *Comments from Clerk Bolden*). Having attended Committee meetings, the Clerk framed her comments in the context of approaches the Committee considered. We found her comments helpful and broadly aligned with the Committee's perspective.

While the Committee initially considered setting the Clerk’s salary as a percentage of the Mayor’s salary, the “equitable pay” Guiding Principle—along with input from the Clerk—led to an updated conclusion. Namely, aligning the Clerk’s salary with the leaders of other city departments (colloquially, department heads) was the best approach based on the responsibilities and nature of the Clerk’s role. Virtually all department heads are currently classified as Grade 13 or Grade 14. The Committee identified the mid-point of the Civil City pay grade 13 as a base Clerk salary that aligned well with the five Guiding Principles. **For 2025, this leads to a proposed Clerk salary of \$129,780.**

For both the Mayor and the Clerk, the mid-points of relevant pay grades were deemed a sound approach since elected officials do not receive longevity pay in the same way that Civil City staff now do through a step system (see *2025 Civil City Pay Ranges and Steps*). While the Committee considered the possibility of longevity bonuses on top of lower base salaries for these positions, it ultimately concluded this was not an optimal approach under the Guiding Principles.

Councilmember Salary

To determine what percentage of the Mayor’s salary should be used to set Councilmember salaries, the Committee considered what level of effort is needed from part-time Councilmembers to deliver the “quality community service” identified as a central value in the Guiding Principles. To aid in this inquiry, the Committee utilized an anonymous survey of all nine Councilmembers asking how many hours per week (on average) they believed councilmembers *should* spend or would need to spend in order to provide quality community service.

The question was subdivided into four categories (plus a fifth “other” category) as follows:

- **Time preparing for meetings** (reading packet materials, emails and calls to staff and colleagues, individual research, meetings with colleagues or council staff, meetings with community members)
- **Constituent and community services** (reading and responding to constituent emails, holding or attending constituent meetings, attending neighborhood meetings, other public events in your council capacity, etc.)
- **Hours in noticed meetings** (regular and special sessions, executive sessions, budget meetings, consensus building activities, committee meetings, board and commission meetings, meetings called by the mayor, etc.)
- **Legislative and policy development, review, and refinement** (council-initiated legislation, review of city plans, working with staff to better understand or help initiate shifts in policy implementation, etc.)

Response	Time preparing for meetings	Constituent and community services	Hours in noticed meetings	Legislative and policy development, review, and refinement	Other	
How much time per week on average councilmembers should spend on the following five categories in order to provide high-quality community service.	Reading packet materials, emails and calls to staff and colleagues, individual research, meetings with colleagues or council staff, meetings with community members	Reading and responding to constituent emails, holding or attending constituent meetings, attending neighborhood meetings, other public events in your council capacity, etc.	Regular and special sessions, executive sessions, budget meetings, consensus building activities, committee meetings, board and commission meetings, meetings called by the mayor, etc.	Council-initiated legislation, review of city plans, working with staff to better understand or help initiate shifts in policy implementation, etc.	Please explain!	Total Hours
Member A	3	2	5	2		12
Member B	4	3	4	1		12
Member C	3	4	2	4		13
Member D	5	3	4	2		14
Member E	4	3	7	3		17
Member F	4	4	5	4		17
Member G	4	3	6	5	Always on call ...	19
Member H	5	5	6	4		20
Member I	7	7	5	7		26
Average Hours	3.56	3.22	3.89	3.22		16.67

Table 1. Weekly Working Hours for Councilmembers - Survey Responses

The average response for total hours was 16.67 hours (or 42% of a full-time work week), with a response of 12 hours (30% of a full-time work week) at the low end and a response of 26 hours (65% of a full-time work week) at the high end. The median was 17 hours. Like the Mayor and Clerk, Councilmembers serve in a role that is “on call” to a significant degree by its nature. This dimension was not explicitly considered within the survey categories, although one respondent noted this fact and estimated one extra hour per week accordingly. (This response corresponds with Member G in Table 1, and the one additional hour they attributed is accounted for in the 19-hour total for that response.)

Interestingly, while there was considerable variety in responses *within* some categories, the *total* hours were relatively consistent. As noted, the questionnaire was normative and not descriptive. In other words, because the Committee is recommending salaries based on a set of Guiding Principles, the relevant question here was *what is the necessary effort to deliver quality community service*—i.e., what is the necessary effort to align with our values and expectations of Councilmembers.

For the purpose of this survey, the level of expectations and effort were defined by current Councilmembers themselves. This is reasonable based on: (1) it being the statutory responsibility of the Council to set the elected official salaries; and (2) the depth and diversity of experience, perspectives, and longevity among Councilmembers allowing for informed responses. While the Committee supports further inquiry and deliberation on the question of Councilmember expectations in the coming year and beyond, the relative consistency of aggregate hours in the responses provided by all nine Councilmembers gives the Committee confidence in weighing this factor in the Councilmember salary inquiry.

Even so, out of an abundance of caution, the Committee decided to recommend a salary informed (in part) by the *lowest number of hours* given by any Councilmember, namely 12

hours or approximately 30% of a full-time work week. It is important to note here that under IC 36-4-7-2(b), elected officers are not required to report hours worked and may not be compensated based on the number of hours worked. Ordinance 2024-26 does not establish Councilmember compensation based on hours worked. Rather, estimating the minimum requirements to provide quality community service was one factor among multiple factors considered in finalizing a recommended Councilmember salary set at 30% of the Mayor's salary. As with the Mayor and Clerk positions, the Committee arrived at this number through a deliberative process, weighing each of the five Guiding Principles in the Elected Official Compensation Framework and seeking optimal alignment. **For 2025, this leads to a proposed Councilmember salary of \$45,423.**

There are two additional issues worth examining in the context of the proposed salary increases for all elected official positions, which are greater in magnitude for all positions than typically seen through the annual cost of living adjustments.

- First, the Committee reached the consensus view that both the Councilmember and Clerk positions have been significantly undervalued and inequitably compensated based on the nature and responsibilities of the roles within the context of Bloomington city government. Correcting this inequity necessarily requires a more significant adjustment for these positions. (Note, however, that the Mayor's salary is also recommended to increase by \$13,379.)
- Second, the city is in the process of implementing major changes to its compensation structure and classification system, which has led many pay ranges to increase considerably. For example, in 2024 the midpoint for the highest Civil City pay grade was \$117,388, while in 2025 it is \$151,410—a difference of \$34,022. These major changes to our compensation system have led to significant adjustments to the salaries of many positions across city government.

The Committee's recommendations should be reviewed in light of these two conditions.

Conclusion

The Committee has proposed a process and a proposed outcome rooted in the following Guiding Principles: Accessibility of Public Service; Equitable Pay; Quality Community Service; Informed Decisions; and a Transparent and Documented Process.

As noted, the Committee concluded that the prior method for setting elected official salaries (rooted primarily in the status quo; i.e., what was the salary the previous year?) was *very* poorly aligned with the Guiding Principles of the Elected Official Compensation Framework. Irrespective of what salaries are adopted in Ordinance 2024-26, the Committee hopes Councilmembers will take to heart the process and framework used to recommend elected official salaries and support a clear, values-based approach going forward.

Finally, as part of establishing a transparent and repeatable process in line with the Guiding Principles, the framework document recommends the following steps be conducted annually by a newly constituted Ad Hoc Salary Committee:

- April: Committee validates/updates the Elected Official Compensation Framework
- May-June: Committee gathers and analyzes relevant information

- August: Chair drafts elected official salary ordinance
- October: Ordinance vote and passage

These recommendations reflect the Committee's best effort to establish and document a transparent, repeatable process informed by objective data *and* a set of values we believe are aligned with Bloomington city government and community expectations.

City of Bloomington

City Council Ad Hoc Salary Committee

Elected Official Compensation Framework

Summary Memorandum

To: Office of the Common Council Ad Hoc Salary Committee, City of Bloomington

From: Crowe LLP

Date: November 18, 2024

Subject: Summary of Facilitated Committee Meetings to Develop the Elected Official Compensation Framework for the Bloomington City Council

Introduction

In October 2024, Crowe LLP (Crowe) was engaged by the City of Bloomington, Indiana (City) to facilitate a series of discussions to support City Council's Ad Hoc Salary Committee (Committee) in developing the Committee's strategy for elected official compensation.

In the months prior to Crowe's involvement, the City independently gathered data and began discussing potential salary adjustments for the City's elected officials: City Mayor, City Clerk, and City Councilmember. Through this process, the City Council identified a need to define its guiding principles and develop a strategy by which City Council will determine elected official compensation. The City engaged Crowe to facilitate a series of discussions among Committee members to accomplish this goal.

Summary of Approach and Outputs

To support City Council in developing a strategy for elected official compensation, Crowe facilitated three 1-2-hour strategy sessions with the Ad Hoc Salary Committee on October 29, November 7, and November 8, 2024. The Committee was comprised of Committee Chair Sydney Zulich and Councilmembers Matthew Flaherty, Kate Rosenbarger, and Hopi Stosberg. Per Indiana Code 36-5-6-6(9), the City Clerk attended all meetings to record the proceedings.

The objective of these sessions was to iteratively discuss, debate, and develop the strategic framework which the Committee intends to recommend to the City Council. Crowe documented the Committee's agreed-upon approach in the resulting **Elected Official Compensation Framework (Framework)**, which we provide as an appendix to this memorandum. Key components of the Elected Official Compensation Framework and supporting process are explained below:

Guiding Principles: The Ad Hoc Salary Committee identified and refined Guiding Principles, or those values that guide how the City Council makes decisions regarding elected official compensation. Over the course of the first two sessions, Councilmembers and Crowe iteratively refined Guiding Principles and supporting definitions. The Committee selected five Guiding Principles to guide their decision-making: (1) *Accessibility of Public Service*, (2) *Equitable Pay*, (3) *Quality Community Service*, (4) *Informed Decisions*, (5) *Transparent and Documented Process*.

Basis of Salary Setting: After selecting the Guiding Principles, the Committee debated approaches for determining annual salaries for elected officials. With support from Crowe, the Committee first compiled a list of potential approaches for setting elected official salaries. The Committee's initial goal was to identify all feasible alternatives, even those not necessarily supported by Committee members. Then, to build consensus and gauge how well each alternative aligned with the Guiding Principles, Committee members anonymously and individually scored each alternative against each individual Guiding Principle using a

heat map visualization tool. This exercise produced a score to quantify how well each alternative aligned with Guiding Principles. Crowe compiled the heat map results from individual Committee members and created a consolidated view of all Committee member scores.

There was general consensus across the Committee about the leading alternative (that which scored the highest based on the Guiding Principles). It was discussed that the heat map was intended to be one tool, rather than the sole factor that would determine the Committee's final recommended strategy. Committee members opted to further refine the leading alternative to determine how it would be operationalized.

The Committee ultimately selected a basis for salary setting, which is documented in the Elected Official Compensation Framework. The Committee stated it intends to share this information with the larger City Council in November 2024.

Relevant Information / Data: During the Committee's sessions and refinement of the recommended basis for salary setting, Committee members identified various data points and information needed to enable the City Council to make informed decisions about compensation. Committee members discussed data needed to support decision making, and Crowe documented these inputs within the Framework. This included City Civil Pay Ranges, City Budget constraints, consultation with Bloomington elected officials, and input from Councilmembers on hours required to meet expectations.

Annual Process: Based on City input throughout the sessions, Crowe drafted a high-level timeline of annual activities to support elected official salaries in future years. These include yearly review and validation of the Framework, gathering/analyzing necessary information, and developing the City's Salary Ordinance for the following fiscal year.

Next Steps and Considerations for Council

Crowe understands that the Committee plans to review the Framework on November 18, 2024. The Committee requested that Crowe attend this meeting to assist in answering questions and finalizing the outputs of this process.

Crowe also understands that the Ad Hoc Salary Committee will share the Committee's recommendations with the rest of City Council and make decisions on currently undecided aspects of salary setting, including the following:

1. **Confirm Mayor and City Clerk salaries within the selected ranges.** The Committee's tentative recommendation to set the Mayor's and City Clerk's salary as the midpoint of their relevant ranges was documented in the Elected Official Compensation Framework. However, finalizing this decision is a critical next step for moving forward with other open compensation decisions. Councilmember salaries are dependent on first establishing the Mayor's salary – see more below.
2. **Set Councilmember salaries at a to-be-determined percentage of the Mayor's salary.** The Committee's view is that Councilmember salaries should recognize the City Council as a coequal branch of government and reflect the part-time nature of the role (as compared to the Mayor, which is a full-time position). To help inform the appropriate percentage, Crowe understands that the Committee has administered an internal survey to Councilmembers to collect input on the hours necessary to meet expectations of the Councilmember role. Crowe understands that the Committee intends to use this information to select a reasonable data point for hours worked, which will in turn inform the percentage used to calculate Councilmember salaries.
3. **Determine whether supplemental pay should be a component of City Clerk compensation.** During strategy sessions, Committee members discussed the possibility of including a form of supplemental pay to reward professional certification attainment. If the Council chooses to pursue this route, Council should identify and document certifications which would be eligible for the additional pay, in addition to establishing the pay amount and frequency (e.g., one-time bonus, yearly supplemental pay, etc.).

4. **Determine Implementation Approach.** Depending on the nature and dollar value of compensation adjustments, City Council must determine whether to implement the full value of salary adjustments in the next fiscal year or to pursue a phased implementation approach.

Following the meeting on November 18, 2024, Crowe expects to formally close our engagement with the Committee, unless there are additional requests for support related to this effort.

Crowe thanks the City of Bloomington and Ad Hoc Salary Committee for the opportunity to support this important effort. For questions related to this memorandum, please do not hesitate to contact our team.

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City Council of Bloomington, Indiana

Elected Official Compensation Framework

Guiding Principles

Values to guide how the City Council makes decisions regarding elected official compensation.

1	Accessibility of Public Service The level of compensation makes elected office attainable for community members of all socioeconomic statuses.
2	Equitable Pay Elected officials are compensated equitably according to their respective levels of responsibility and relative to other Bloomington elected officials and departmental leadership.
3	Quality Community Service Compensation enables elected officials to meaningfully engage with and serve the Bloomington community.
4	Informed Decisions Council makes informed decisions about elected official compensation in alignment with these Guiding Principles and based on relevant objective data.
5	Transparent and Documented Process A transparent, repeatable process guides compensation decisions for elected officials, and results are clearly communicated.

Annual Process

April	Committee validates/updates this Framework
May-June	Committee gathers and analyzes relevant information
August	Chair drafts elected official salary ordinance
October	Ordinance vote and passage

Mandate

“The city legislative body shall, by ordinance, fix the annual compensation of all elected city officers.” IC 36-4-7-2

Basis of Salary Setting

City Council will use the following approach to determine annual salaries for elected officials.

Elected Official roles are not Civil City positions and are not assigned pay grades. Nonetheless, the ranges established for Civil City leaders are useful points of reference for the following:

- Mayor:** Set salary at a level similar to compensation for Civil City senior leadership positions. The presumptive salary is the midpoint of the salary range for the highest Civil City pay grade.
- City Clerk:** Set salary at a level similar to compensation for Civil City senior leadership positions. The presumptive salary is the midpoint of the salary range for leaders of Civil City departments.
- Council Member:** As a coequal branch of government, yet given the part-time nature of the role, salary to be set at a percentage of the mayor’s salary. Percentage to be determined based on number of hours required to meet expectations.

Relevant Information / Data

Information relevant to enable the City Council to make informed decisions:

- Civil City Pay Ranges
- City Budget Constraints/Capacity
- Consultation with Bloomington Elected Officials
- Input from Councilmembers on hours required to meet expectations

Contextual information for reasonableness check:

- Elected official salaries for Monroe County and other Indiana Second Class Cities
- Bloomington Area Median Income and Cost of Living

City of Bloomington, IN - City Council Ad Hoc Salary Committee

Basis of Salary Setting - Heat Map

Illustrative Scoring Template and Committee Scoring Results

Legend:

High
(3)

Medium
(2)

Low
(1)

Scoring Template

Guiding Principles					Score
Accessibility of Public Service	Equitable Pay	Quality Community Service	Informed Decisions	Transparent & Documented Process	Alignment to Guiding Principles

Council Member Scoring Results

Score	Score	Score	Score
Alignment to Guiding Principles	Alignment to Guiding Principles	Alignment to Guiding Principles	Alignment to Guiding Principles

ID	Potential Basis of Determining Base Salary
1	Base Salary on What We Were Paid Last Year (prior year salary, with or without a percentage adjustment)
2	Hourly Rate Basis (establish hourly rate and multiply by a TBD number of hours)
3	3a. Set Mayor Salary Equal to Department Head, and Set Council and Clerk Salaries at a Percentage of Mayor (e.g. base the percentage on 1) level of responsibility for each role and 2) percentage of time/FTE) 3b. Set Mayor Salary Relative to City Civil Grade 14 Range; Set Clerk Salary Relative to City Civil Grade 13 Range; Set Council Salary Based as a % of Mayor. (Note: Option added/revised on 11/8.)
4	Set Clerk Salary Equal to Department Head, and Set Council and Mayor Salaries at a Percentage of Clerk (e.g. base the percentage on 1) level of responsibility for each role and 2) percentage of time/FTE)
5	Use Point Factor Rubric to Determine Equivalent Civil City Pay Grade and Corresponding Salary Range Note: As the rubric was not designed for Elected Officials, certain factors will not apply and points will need to be redistributed. The maximum potential result using the City's current rubric is a Grade 14; therefore potential outcomes are limited to 1) Grade 14 (equal to highest-earning COB Civil City jobs) or 2) less than 14.
6	Benchmarking - Other Indiana Second Class Cities, the State of Indiana Government, or Monroe County - Peer cities nationwide with similar form of government - Peer cities nationwide with similar cost of living - Local private sector employers
7	Base Salary on Local Economic Factors - Area Median Income - Average Community Income - Cost of Living Note: Further discussion required. Which EO salary(ies) would be set equal to the AMI (or other metric)?
ID	Potential Basis of Determining Supplemental Pay
8	Market Responsiveness (e.g. adjustments to incentivize increased candidate pool)
9	Supplemental Salary Adjustments / Bonus Pay - Additional degrees or certifications - Onboarding / learning period - Tenure
Other Considerations	
a.	Indiana Code § 36-4-7-2(c) - compensation of an elected city officer cannot be reduced below the amount fixed for the previous year, nor can it be changed in the year for which it is fixed
b.	Consultation with incumbents - potential future aspiration to survey community to understand expectations of Council Members (which may drive salary setting)

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11	8	6	12
8	9	10	8
13	9	11	10
9	10	12	9
11	11	9	12

Sum Top 3

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#1

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#2

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#3

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Comments from Mayor Thomson

at the request of the City Council Ad Hoc Salary Committee

November 18, 2024

Thank you for the opportunity to provide my comments as the City Council Ad Hoc Salary Committee considers options for setting salaries for elected officials, including the Mayor of the City of Bloomington.

Considerations for Mayor's Salary

The Mayor's salary should reflect the level of responsibility required to lead and make decisions for the human and real resources of the entire city, the complexity of the job, the requirement to be on call 24 hours, 7 days a week, 365 days a year, and also the impact of decisions on the community and the region. While elected officials do not fall within the standard salary grade structure, as the chief executive of the city, the mayor's salary ought to be set at the highest level of grade-related salaries, in keeping with the city's principle of meeting the market for similar positions. The philosophy used to determine salaries for elected officials should align, generally, with the philosophy for other employees.

The philosophy for determining staff salaries was based on 1) rubric factors for the position itself (not the current individual holding it) and 2) market value for similar positions. While elected officials do not "shop" for jobs in different locations, similar positions in the community and in Indiana should still be considered relevant, and cost of living incorporated into pay.

The rubric factors, to review, were:

- **Complexity**, with the highest level "Multifaceted - Work is broad in scope covering several departments within the Organization. Policy, procedure, and precedent are created and/or approved by this job. Independent judgment is required to review and approve major recommendations, establish organizational policy, and coordinate technical and administrative recommendations with organization-wide policies and procedures."
- **Experience required**
- **Education required**
- **Direction of Others/Direction of Resources**
- **Environmental Strain**: This could be physical strain or mental strain: "This fatigue is normally produced by the need to concentrate on the task being performed, to pay attention to detail, to perform a high volume of work, and/or to work under time constraints or to perform physically unpleasant or hazardous work."
- **Independent Judgment**
- **Consequence of Errors**: "Consider the extent to which an error in judgment on the employee's part is likely to be detrimental to the organization's financial, customer, or employee relations posture in the long term."
- **Frequency of External Work Relationships/External Communication**: "Consider the types and frequency of work relationships the job has responsibility for outside of the City of Bloomington organizational structure. This work might be with individuals or with entire organizations or entities."

The rubric and market benchmarks fed into the creation of the new 14 grade levels and guide how non-union, non-elected officials at the highest grade levels are compensated.

While the grade levels themselves do not apply to elected officials per the study parameters, as data on elected officials was not included in the study or in calculating those salary ranges, it may be helpful to know that for 2025, grade 14 salaries have been capped for tenure at Step 3 (\$151,410), regardless of actual tenure, to ensure that all employees at other levels will receive full benefit of the implementation in year one.

Comments from Clerk Bolden

at the request of the City Council Ad Hoc Salary Committee

November 18, 2024

Thank you for the opportunity to provide my comments as the City Council Ad Hoc Salary Committee considers options for setting salaries for elected officials, including the elected City Clerk. Below I provide my comments on several of the approaches the Committee has discussed during the recent sessions that I attended in the course of my duties documenting the proceedings.

Comments on Approaches Considered by the Committee

1. Clerk Salary as a Percentage of Mayoral Salary

- An advantage is that this is an easy-to-understand approach.
- The percentage may be somewhat arbitrary. An 85% level would have the effect of aligning the City Clerk salary with most other department heads, which serves as recognition of the role as both department head and an elected official.

2. Benchmarking Salaries to other Indiana Second Class Cities

- An advantage is that this is an easy-to-understand approach.
- A disadvantage is that this approach is rooted in the historic and systematic devaluation of a role predominantly filled by women.

3. Salary Commensurate with Department Heads

- The preferred method would be to align the City Clerk salary with the salary range established for Civil City grade 13 department heads.
- An advantage is that this is an easy-to-understand approach and is consistent with other City employers, making it easier to defend and explain.
- It should be communicated that there is a reference to the City's salary schedule, while also indicating that this salary is for an Elected Official Role, which has distinct considerations from other City staff.
- It will be important to communicate that the City Clerk and Clerk staff are a separate branch of government, though part of the same City organization.
- Setting the Clerk salary at the midpoint of the pay range is not equitable with other City Department Heads. Some Department Heads with long tenure at the City may earn the same salary as the City Clerk, who has been with the City longer overall and in the current role.
- I suggest providing a similar longevity-based pay structure, which may enable keeping the base salary lower than a midpoint. While there may be political or perception concerns about a longevity-based approach encouraging people to continue to run for office, this may be offset by the advantage that every four years, there is an opportunity for new individuals to run for and be elected to office.

Salary Implications Related to Clerk Staff

It is important to me that the impact on salaries for my staff be considered. I note the following:

- Clerk staff roles and job descriptions will be reviewed in the WERC process early next year.
- I remain interested in certification pay for Clerk staff. I am not in favor of providing certification pay for the City Clerk when this same form of compensation is not available to Clerk staff.

City of Bloomington 2025 Salary Pay Grades and Steps

Grade	Step 1 (Starting Salary)	Step 2 (After 1 Year)	Step 3 (After 3 Years)	Step 4 (After 5 Years)	Step 5 (After 10 Years)
1	\$35,430	\$37,201.44	\$38,973	\$40,744.43	\$42,516
2	\$37,204	\$39,063.78	\$40,924	\$42,784.14	\$44,644
3	\$39,809	\$41,799.43	\$43,790	\$45,780.44	\$47,771
4	\$42,105	\$45,262.94	\$48,421	\$51,578.90	\$54,737
5	\$48,953	\$52,624.71	\$56,296	\$59,968.09	\$63,640
6	\$55,802	\$59,987.02	\$64,172	\$68,356.75	\$72,542
7	\$62,650	\$67,348.79	\$72,047	\$76,745.94	\$81,445
8	\$69,498	\$74,710.56	\$79,923	\$85,135.14	\$90,347
9	\$76,346	\$82,072.33	\$87,798	\$93,524.33	\$99,250
10	\$83,194	\$89,434.10	\$95,674	\$101,913.53	\$108,153
11	\$90,042	\$96,795.87	\$103,549	\$110,302.73	\$117,056
12	\$98,745	\$106,151.39	\$113,558	\$120,963.61	\$128,370
13	\$112,852	\$121,316.18	\$129,780	\$138,243.82	\$146,708
14	\$131,661	\$141,535.36	\$151,410	\$161,284.64	\$171,159



MEMO FROM COUNCIL OFFICE:

To: Members of the Common Council

From: Ash Kulak, Deputy Council Administrator/Attorney

Date: November 27, 2024

Re: Appropriation Ordinance 2024-09 - To Specially Appropriate from the General Fund, Economic Development LIT Fund, Parks and Recreation General Fund, Public Safety LIT Fund, ARPA Local Fiscal Recovery Fund and Alternative Transportation Fund Expenditures Not Otherwise Appropriated (Appropriating Various Transfers of Funds within the General Fund, Economic Development LIT Fund, Parks & Recreation General Fund, Public Safety LIT Fund, ARPA Local Fiscal Recovery Fund, and Alternative Transportation Fund)

Synopsis

This ordinance appropriates various transfers of funds within the General Fund, Economic Development LIT Fund, Parks and Recreation General Fund, Public Safety LIT Fund, ARPA Local Fiscal Recovery Fund and Alternative Transportation Fund.

Relevant Materials

- Appropriation Ordinance 2024-09
- Staff Memo City Controller McClellan

Summary

Appropriation Ordinance 2024-09 would authorize transfers between major budget classifications for most of the city's departments across six different funds. Because all of the appropriations are transfers between Departments with no money to be additionally appropriated, the net impact on the budget from this ordinance is \$0.

This is a proposal often referred to as the end-of-year appropriation ordinance. For several years, the Council has considered appropriation requests during at least three occasions in a given year. The first occasion has generally been a "reversion" appropriation ordinance, where some of the funds reverted at the end of the previous year are appropriated for departmental and city-wide purposes for the current year.

The second occasion includes the "budget" ordinances, which estimate the tax rates and revenues and propose expenditures for the following year. There were three budget appropriation ordinances proposed and adopted by the Council earlier this year. The last occasion has been the "end-of-year" appropriation ordinance, which shifts, increases, or decreases appropriations to address budgetary needs for the latter part of the current year.

In the past, end-of-year appropriation ordinances have proposed transfers: 1) within departments who wish to move monies between major budget classifications, and 2) from departments with an anticipated budget surplus to those departments that anticipate shortages. Please consult the supporting memorandum from City Controller McClellan for details on the nature and rationale of each transfer or additional appropriation.



[Indiana Code 36-4-7-8](#) provides that the legislative body may, on the recommendation of the city executive, make further or additional appropriations by ordinance, as long as the result does not increase the City's tax levy that was set as part of the annual budgeting process. The additional appropriations requested by [Appropriation Ordinance 2024-09](#) should not result in such an increase to the City's tax levy.

Indiana Code 36-4-7-8 also permits the legislative body, by ordinance, to decrease any appropriation. Recall that currently, within certain bounds, departments may transfer monies within a classification without Council authorization (see [BMC 2.26.210](#), in which intra-category transfers of over \$100,000 need Council approval), but any transfer between classifications requires Council authorization. Budget Classifications are as follows: 1 (Personnel Services), 2 (Supplies), 3 (Services and Charges), and 4 (Capital).

[Indiana Code 6-1.1-17-3](#) requires a public hearing to be held before additional appropriations can be made, with a notice to taxpayers sent out at least ten (10) days before the public hearing. The public hearing for this appropriation ordinance is set for the Regular Session on December 11, 2024.

In order to provide historical context, the table below lists end-of-year appropriation ordinances from previous years along with the grand total additional appropriations out of the General Fund and out of all funds combined. Note that unlike previous years, this year the grand total for both the General Fund and all other Funds will be \$0. Therefore, this year the ordinance will have a zero net fiscal impact to the City.

Year & Appropriation Ordinance	General Fund Grand Total Additional Appropriation	All Funds Grand Total Additional Appropriation
2023 - App Ord 23-08	\$0	\$460,000
2022 - App Ord 22-05	\$0	\$828,000
2021 - App Ord 21-05	\$281,940	\$2,241,274
2020 - App Ord 20-07	\$871,400	\$1,630,400
2019 - App Ord 19-08	\$0	\$430,000
2018 - App Ord 18-06	\$0	\$497,030
2017 - App Ord 17-06	\$0	\$750,800
2016 - App Ord 16-07	\$40,600	\$525,600
2015 - App Ord 15-06	\$0	\$632,640
2014 - App Ord 14-06	\$0	\$282,551
2013 - App Ord 13-04	\$0	\$264,813

Contacts

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Cheryl Gilliland, Deputy Controller, 812-349-3412, cheryl.gilliland@bloomington.in.gov

APPROPRIATION ORDINANCE 2024-09

TO SPECIALLY APPROPRIATE FROM THE GENERAL FUND, ECONOMIC DEVELOPMENT LIT FUND, PARKS AND RECREATION GENERAL FUND, PUBLIC SAFETY LIT FUND, ARPA LOCAL FISCAL RECOVERY FUND AND ALTERNATIVE TRANSPORTATION FUND EXPENDITURES NOT OTHERWISE APPROPRIATED
(Appropriating Various Transfers of Funds within the General Fund, Economic Development LIT Fund, Parks & Recreation General Fund, Public Safety LIT Fund, ARPA Local Fiscal Recovery Fund, and Alternative Transportation Fund)

- WHEREAS, various Departments within the General Fund desire to transfer Classifications – 1, 2, 3 & 4 amounts for Personnel Services, Supplies, Services and Charges, and Capital not included in the adopted budgets and to increase their budgets; and
- WHEREAS, various Departments within the Economic Development LIT Fund desire to transfer Classifications – 1 and 3 amounts for Personnel Services and Services and Charges not included in the adopted budgets and to increase Department budgets through savings from other Department categories; and
- WHEREAS, the Parks and Recreation Department desires to transfer funds from Classification – 1 Personnel Services to Classifications – 2, 3, and 4 Supplies, Services and Charges, and Capital in the Parks and Recreation General Fund for expenditures not included in the adopted budget; and
- WHEREAS, the Police Department desires to transfer funds from Classification – 1 Personnel Services to Classification – 4 Capital in its Public Safety LIT Fund for expenditures not included in the adopted budget; and
- WHEREAS, various Departments within the ARPA Local Fiscal Recovery Fund desire to transfer Classifications – 3 amounts for Services and Charges between Departments not included in the adopted budgets; and
- WHEREAS, the Public Works – Parking Services Division desires to transfer funds from Classification – 3 Services and Charges to Classification – 1 Personnel Services in the Alternative Transportation Fund for expenditures not included in the adopted budget; and
- WHEREAS, notice of a hearing on said appropriation has been duly given by publication as required by law, and the hearing on said appropriation has been held, at which all taxpayers and other interested persons had an opportunity to appear and express their views as to such appropriation; and
- WHEREAS, the Common Council now finds that all conditions precedent to the adoption of an ordinance authorizing an additional appropriation of the City have been complied with in accordance with Indiana law;

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

SECTION 1. For the expenses of said Municipal Corporation the following additional sums of money are hereby appropriated and ordered set apart from the funds herein named and for the purposes herein specified, subject to the laws governing the same:

		AMOUNT REQUESTED
General Fund (F101)		
General Fund – Public Works Administration		
Classification – 3 Services and Charges		(117,177)
Classification – 4 Capital		117,177
Total General Fund – PWA		-

General Fund – Economic and Sustainable Development

Classification – 3 Services and Charges	<u>(69,000)</u>
Total General Fund – ESD	<u>(69,000)</u>

General Fund – Fire

Classification – 1 Personnel Services	394,000
Classification – 3 Services and Charges	<u>(100,000)</u>
Total General Fund – Fire	<u>294,000</u>

General Fund – Legal

Classification – 1 Personnel Services	<u>(1,400)</u>
Total General Fund – Legal	<u>(1,400)</u>

General Fund – Office of the Mayor

Classification – 1 Personnel Services	<u>(95,000)</u>
Total General Fund – OOTM	<u>(95,000)</u>

General Fund – Police

Classification – 1 Personnel Services	(66,100)
Classification – 2 Supplies	15,000
Classification – 3 Services and Charges	(15,000)
Classification – 4 Capital	<u>66,100</u>
Total General Fund – Police	<u>-</u>

General Fund – Facilities Maintenance

Classification – 3 Services and Charges	(105,000)
Classification – 4 Capital	<u>(15,000)</u>
Total General Fund – Facilities Maint.	<u>(120,000)</u>

General Fund – Board of Public Safety

Classification – 1 Personnel Services	<u>1,400</u>
Total General Fund – Board of Public Safety	<u>1,400</u>

General Fund – Information & Technology Services

Classification – 1 Personnel Services	(40,000)
Classification – 3 Services and Charges	<u>30,000</u>
Total General Fund – ITS	<u>(10,000)</u>

Grand Total General Fund(F101)

<u><u>-</u></u>

**Economic Development LIT Fund -
Economic & Sustainable
Development**

Classification – 3 Services and Charges	(16,500)
Total Economic Development LIT – Economic & Sustainable Development	(16,500)

**Economic Development LIT Fund -
HAND**

Classification – 1 Personnel Services	20,000
Classification – 3 Services and Charges	(20,000)
Total Economic Development LIT – HAND	-

**Economic Development LIT Fund -
PW - Facilities Maintenance
Division**

Classification – 3 Services and Charges	(51,000)
Total Economic Development LIT – PW Facilities Maintenance	(51,000)

**Economic Development LIT Fund –
Office of the Controller**

Classification – 3 Services and Charges	67,500
Total General Fund – Office of the Controller	67,500

**Grand Total Economic Development
Fund(F153)**

-

**Parks & Recreation General Fund –
Parks & Rec**

Classification – 1 Personnel Services	(259,851)
Classification – 2 Supplies	8,010
Classification – 3 Services and Charges	166,841
Classification – 4 Capital	85,000
Total Parks & Rec General Fund- Parks	-

**Grand Total Parks & Recreation
General Fund(F200)**

-

Public Safety LIT Fund – Police

Classification – 1 Personnel Services	(15,400)
Classification – 4 Capital	15,400
Total Public Safety LIT Fund – Police	-

**Grand Total Public Safety LIT
Fund(F151)**

-

ARPA Fund – Economic & Sustainable Development

Classification – 3 Services and Charges	(9,600)
Total ARPA – Economic & Sustainable Development	(9,600)

ARPA Fund – CFRD

Classification – 3 Services and Charges	(336,200)
Total ARPA – CFRD	(336,200)

ARPA Fund – Human Resources

Classification – 3 Services and Charges	118,000
Total ARPA – Human Resources	118,000

ARPA Fund – HAND

Classification – 3 Services and Charges	834,000
Total ARPA – HAND	834,000

ARPA Fund – Parks & Recreation

Classification – 3 Services and Charges	227,800
Total ARPA – Parks & Recreation	227,800

ARPA Fund – Public Works Street Division

Classification – 3 Services and Charges	(834,000)
Total ARPA – PW Street Division	(834,000)

Grand Total ARPA Fund(F176)

-

Alternative Transportation Fund – Public Works Parking Services Division

Classification – 1 Personnel Services	9,500
Classification – 3 Services and Charges	(9,500)
Total Alternative Transportation – PW Parking Services	-

Grand Total Alternative Transportation Fund(F454)

-

Grand Total All Funds

0

SECTION 2. Each of the Mayor and the Controller is hereby authorized and directed, for and on behalf of the City, to execute and deliver any agreement, certificate or other instrument or take any other action which such officer determines to be necessary or desirable to carry out the intent of this Ordinance, including the filing of a report of an additional appropriation with the Indiana Department of Local Government Finance, which determination shall be conclusively evidenced by such officers having executed such agreement, certificate or other instrument or having taken such other action, and any such

agreement, certificate or other instrument heretofore executed and delivered and any such other action heretofore taken are hereby ratified and approved.

PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2024.

ISABEL PIEDMONT-SMITH, 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 _____, 2024.

NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED and APPROVED by me upon this _____ day of _____, 2024.

KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS

This ordinance appropriates various transfers of funds within the General Fund, Economic Development LIT Fund, Parks and Recreation General Fund, Public Safety LIT Fund, ARPA Local Fiscal Recovery Fund and Alternative Transportation Fund.



KERRY THOMSON
MAYOR

JESSICA MCCLELLAN
CONTROLLER

CITY OF BLOOMINGTON

CONTROLLER'S OFFICE

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Bloomington IN 47402

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Memorandum

To: Council Members
From: Jessica McClellan, Controller
Date: November 22, 2024
Re: Appropriation Ordinance 2024-09

Appropriation Ordinance 2024-09 is our comprehensive 2024 year-end appropriation. The total additional appropriation is zero. This year all appropriations are simple transfers between departments which has zero net impact on the total budget.

1. **General Fund – Various.** The majority of this ordinance transfers appropriations between departments and categories in order to cover changes between the initial budget prepared, and actual operational results. For 2024, the net effect on the actual appropriation from the General Fund is zero. There will be no impact on the fund balance or tax rates.
 - a. **Public Works Administration** – the **Public Works Department** is requesting \$117,777 transfer from Classification 3 – Services to Classification 4 – Capital to help cover the cost of sanitation trucks. The savings in Classification 3 is due from lower than anticipated insurance premiums and the 2024 TPT scooter enforcement personnel costs were covered via Parking Services Division. This request will come from other General Fund departmental funding releases.
 - b. **ESD** – the **Economic and Sustainable Development Department** is requesting the release of \$69,000 from Classification 3 – Services. The savings comes from lower than expected costs for dues and subscriptions, plus some unused sustainability grants. The savings will fund other General Fund departments.
 - c. **Fire** – the **Fire Department** is requesting a transfer from Classification 3 – Services to Classification 1 – Personnel Services in the amount of \$100,000. The savings comes from the ERS and DeviceMagic contracts not being renewed and few physicals performed since new hires had current physicals on file. In addition, the department is requesting an appropriation of \$294,000 in Classification 1 – Personnel Services to cover the salary gap (total gap is \$394,000) of new recruits moving off of probation. General Fund departmental funding releases will cover the appropriation request.
 - d. **Legal** – the **Legal Department** is requesting the release of \$1,400 from Classification 1 – Personnel Services. The savings comes from staff turnover. The savings will fund other General Fund departments.

- e. **Mayor** – the **Office of the Mayor** is requesting the release of \$95,000 from Classification 1 – Personnel Services. The savings comes from staff turnover and longer than expected vacancies. The savings will fund other General Fund departments.
 - f. **Police** – the **Police Department** is requesting the transfer of \$66,100 from Classification 1 – Personnel Services due to unfilled officer positions to Classification 4 -- Capital, and \$15,000 from Classification 3 – Services due to the tactical athletic training program was unfilled to Classification 2 – Supplies. The transfers will cover the higher than anticipated fuel expense in Classification 3 and additional worked on the Range project. There is no fiscal impact to this request.
 - g. **Public Works – Facilities Maintenance** – the **Public Works Department** is requesting the release of \$105,000 from Classification 3 – Services and \$15,000 from Classification 4 -- Capital. The savings comes from lower than expected emergency repairs and capital projects came in under expected costs. The savings will fund other General Fund departments.
 - h. **Board of Public Safety** – the **Legal Department** is requesting an additional appropriation of \$1,400 in Classification 1 – Personnel Services to reconcile Board of Public Safety salaries. This request will come from other General Fund departmental funding releases.
 - i. **Information Technology Services** – the **Information Technology Services Department** is requesting a transfer of \$30,000 from Classification 1 – Personnel Services to Classification 3 – Services in the amount of \$30,000. In addition, the department is requesting a release of \$10,000 from Classification 1 – Personnel Services. The total \$40,000 savings will come from vacancies throughout 2024. The funds are being released to cover shortfalls in other General Fund departments.
2. **Economic Development LIT Fund – Various.** This ordinance transfers appropriations between departments and categories in order to cover changes between the initial budget prepared, and actual operational results. For 2024, the net effect on the actual appropriation from the Economic Development LIT Fund is zero. There will be no impact on the fund balance.
- a. **Economic Development LIT Fund** – the **Economic & Sustainable Development Department** is requesting a release of \$16,500 funds from Classification 3 – Services. The surplus comes from a funding partner de-committing. There is no fiscal impact to this request.
 - b. **Economic Development LIT Fund** – the **HAND Department** is requesting a \$20,000 transfer of funds from Classification 3 – Services to Classification 1 – Personnel Services. The transfer will cover the cost related to interdepartmental staffing shifts. There is no fiscal impact to this request.
 - c. **Economic Development LIT Fund** – the **Public Works Department Facilities Maintenance Division** is requesting a release of \$51,000 from Classification 3 – Services. The surplus comes from lower invoicing amounts from the Centerstone purchase order. There is no fiscal impact to this request.
 - d. **Economic Development LIT Fund** – the **Office of the Controller** is requesting a \$67,500 increase in Classification 3 – Services to cover higher than anticipated consulting services. The funds will come from departmental funding releases within the Economic Development LIT Fund.

3. **Parks & Recreation General Fund** – the **Parks and Recreation Department** is requesting a transfer of \$259,851 from Classification 1 – Personnel Services to Classification 2 – Supplies in the amount of \$8,010, Classification 3 – Services in the amount of \$166,841, and \$85,000 to Classification 4 – Capital. The savings will come from significant turnover/vacancies during 2024. The transfers will cover new employee supplies in Classification 2, Liability/Casualty Premium and solar panel expenditure coverage shortage in Classification 3, and the purchase of a bucket truck for storm damage in Classification 4. There is no fiscal impact to this request.
4. **Public Safety LIT Fund – Police Department**, is requesting transfer of \$15,400 from Classification 1 – Personnel Services to Classification 4 – Capital to cover the radio repeater replacement which was damaged during a storm. The savings will come from chronic Dispatch vacant positions. There is no fiscal impact to this request.
5. **ARPA Local Fiscal Recovery Fund – Various**. This ordinance transfers already appropriated funds between departments to cover changes between the initial budget prepared, and actual operational results. In some instances the funds were not properly budgeted into the correct department during the 2024 budget process. For 2024, the net effect on the actual appropriation from the ARPA Local Fiscal Recovery Fund is zero. There will be no impact on the fund balance.
 - a. **ARPA Local Fiscal Recovery Fund – the Economic & Sustainable Development Department** is requesting a release of \$9,600 funds from Classification 3 – Services. The surplus comes from a planned project identified as ARPA ineligible, meaning it did not meet Treasury criteria. There is no fiscal impact to this request.
 - b. **ARPA Local Fiscal Recovery Fund – the CFRD Department** is requesting a release of \$336,200 funds from Classification 3 – Services. Of the \$336,200 funds being released, \$118,000 will be transferred to Human Resources to cover approved projects which were mistakenly placed under CFRD. The remaining \$218,200 will be transferred to Parks and Recreation to help cover additional costs associated to 2024 eligible projects. The surplus comes from initial projects being identified as ARPA ineligible and the remaining amount is due to funds being placed under the incorrect department. There is no fiscal impact to this request.
 - c. **ARPA Local Fiscal Recovery Fund – the Human Resources Department** is requesting \$118,000 in Classification 3 – Services to cover the projects initially planned for 2024 as funds were mistakenly placed under the wrong department during the budget process. There is no fiscal impact to this request.
 - d. **ARPA Local Fiscal Recovery Fund – the HAND Department** is requesting \$834,000 in Classification 3 – Services to cover the project initially planned for 2024 as funds were mistakenly placed under the wrong department during the budget process. There is no fiscal impact to this request.
 - e. **ARPA Local Fiscal Recovery Fund – the Parks and Recreation Department** is requesting \$227,800 in Classification 3 – Services to cover an ARPA eligible project which will replace the CFRD ineligible project. There is no fiscal impact to this request.
 - f. **ARPA Local Fiscal Recovery Fund – the Public Works Department Street Division** is requesting a release of \$834,000 from Classification 3 – Services. The project associated with this release was being completed by HAND. The funds were mistakenly budgeted under PW Street Division

during the 2024 budgeting process. There is no fiscal impact to this request.

6. **Alternative Transportation Fund** – the **Public Works Department, Parking Division**, is requesting a transfer of \$9,500 from Classification 3 – Services to Classification 1 – Personnel Services to cover the cost of two neighborhood officer salaries which were incorrectly budgeted during the 2024 budget process. The savings in Classification 3 comes from minimal outside services used in 2024. There is no fiscal impact to this request.

Thank you for your consideration of this request. As always, we are happy to answer questions related to this request.

Ordinance 2024-25 – An Ordinance to Amend Ordinance 23-25 That Fixed the Salaries of Appointed Officers, Non-Union, and A.F.S.C.M.E. Employees for All the Departments of the City of Bloomington, Monroe County, Indiana for the Year 2024

Materials forthcoming.



MEMO FROM COUNCIL OFFICE:

To: Members of the Common Council

From: Ash Kulak, Deputy Administrator/Deputy Attorney

Date: November 27, 2024

Re: Ordinance 2024-27 - To Amend Title 2 of the Bloomington Municipal Code Entitled "Administration and Personnel" Re: The Establishment of the Advisory Transportation Commission

Synopsis

This ordinance amends Title 2 of the Bloomington Municipal Code (Administration and Personnel) to remove the Traffic Commission, Bicycle Pedestrian Safety Commission, and Parking Commission and establish a new nine-member Advisory Transportation Commission. The Advisory Transportation Commission will make recommendations on relevant transportation and parking sections of the Bloomington Municipal Code, review all transportation-related projects, and propose policies that promote safe, equitable, and sustainable transportation and parking decisions. Additionally, this ordinance amends Title 15 of the Bloomington Municipal Code (Vehicles and Traffic) to replace references of the Bicycle Pedestrian Safety Commission with references to the Advisory Transportation Commission.

Relevant Materials

- Ordinance 2024-27
- Current Bloomington Municipal Code Sections governing Traffic Commission, Bicycle and Pedestrian Safety Commission, and Parking Commission
- May 2024 Memo to Mayor from Planning and Transportation Department
- Minutes from July 8, 2024 Bicycle and Pedestrian Safety Commission meeting
- Minutes from July 24, 2024 Traffic Commission meeting

Summary

Ordinance 2024-27 would dissolve three traffic-related commissions (Traffic Commission, Bicycle and Pedestrian Safety Commission, and Parking Commission) and create one Advisory Transportation Commission (ATC) in their stead. This proposal comes forward after several months of discussions with the Council at the [October 15, 2024 Special Committee on Council Processes Meeting](#), as well as the [November 13 Consensus Building Activity](#).

The proposal remains largely unchanged since its initial presentation on November 13th, with two revisions to the appointment section: it now clarifies that current City employees are not eligible to serve on the ATC and requires the Council for Community Accessibility to submit at least three nominees for the mayor's consideration for appointment.



The Planning and Transportation Department's [Memo to the Mayor from May 2024](#) explains the purpose of consolidating these three commissions into one, including the goal to reduce traffic deaths and serious injuries on the City's roadways to zero by the Year 2039, as adopted by [Resolution 2024-07](#).

During the November 13 Consensus Building Activity Meeting, Planning Services Manager Ryan Robling gave a brief presentation to the Council on the reasoning behind this change. Notably, Robling notes the challenges with the current structure of having multiple City commissions with overlapping duties, a lack of coordinated decision-making, and difficulty for the public to understand which entity to go to for their needs. Consolidating these three commissions into one is also consistent with [Recommendation 2 of the 2022 Novak report](#) that assessed and reviewed the City's Boards and Commissions.

The new proposed code provisions governing the ATC specify its purpose, the appointment structure and terms, its powers and duties, procedure and scheduling, and staffing.

Purpose (proposed Section 2.12.070(1)): The purpose of the new ATC is to provide a comprehensive framework with clearly identified tasks and responsibilities for helping the City achieve its transportation goals. In addition, the ATC will provide recommendations and guidance to the Mayor and Council, and it will act as a steering committee for future transportation studies and grant programs.

Appointments and Terms (proposed Section 2.12.070(2) and (3)): The proposed appointment and term structure of the new ATC is designed to address issues with equity in the current three-commission structure with varying membership requirements and appointing entities involved in the process.

Powers and Duties (proposed Section 2.12.070(4)): The new ATC will be responsible for reviewing all transportation projects, as well as reviewing changes to relevant Bloomington Municipal Code sections, especially relevant sections from [Title 15 \(Vehicles and Traffic\)](#) and [Title 12 \(Streets, Sidewalks, and Storm Sewers\)](#), and determining whether those proposed changes are consistent with the Comprehensive Plan, best practices, sustainable design, equitable access, community-based solutions, and adequate public input. The new ATC will also be heavily involved with transportation studies, activities, programs, and projects, as well as education activities on transportation safety, serving additionally as a forum for the public on transportation-related matters. The ATC will be responsible for making recommendations on public parking policy and applying for city appropriations and grants when necessary.

Procedure and Scheduling (proposed Section 2.12.070(5)): The new ATC will be responsible for establishing its own rules and procedures under this section.

Staffing (proposed Section 2.12.070(6)): The new ATC will be staffed by the Engineering Department, with additional staffing by the Planning & Transportation Department when serving as a steering committee.



City of Bloomington Indiana

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All three commissions discussed this proposal with Planning Services Manager Robling in meetings from this past summer. Minutes from the Bicycle and Pedestrian Safety Commission (July 8, 2024) and Traffic Commission (July 24, 2024) meetings are enclosed in this packet and were also included in the [November 13 Consensus Building Activity Packet Addendum](#). Minutes from the Parking Commission ([July 25, 2024](#)) meeting at which the proposal was discussed are not yet available.

Contact

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Ryan Robling, Planning Services Manager, 812-349-3459, roblingr@bloomington.in.gov

ORDINANCE 2024-27

**TO AMEND TITLE 2 OF THE BLOOMINGTON MUNICIPAL CODE
ENTITLED "ADMINISTRATION AND PERSONNEL"**

Re: The Establishment of the Advisory Transportation Commission

- WHEREAS, in April of 2024, the City adopted Resolution 2024-07 establishing the goal of reducing traffic deaths and serious injuries on the City’s roadways to zero in the city by the Year 2039; and
- WHEREAS, in January 2018, the Bloomington Common Council passed Resolution 18-01, adopting the City’s Comprehensive Plan, which serves as the long-range vision for the community and upon which future transportation and land use decisions are predicated; and
- WHEREAS, the Comprehensive Plan outlines broad goals, policies, and programs to promote the health and safety of the city’s residents, promote environmentally sustainable practices, encourage public engagement, and strengthen the economic well-being of the community; and
- WHEREAS, the Comprehensive Plan Policy 1.6.1 states, “foster inclusive and representative engagement to steer and direct development processes toward community benefit.” (Comprehensive Plan, p. 29); and
- WHEREAS, the Comprehensive Plan outlines transportation as a basic need stating that “rights of way are the foundation of the transportation systems and must accommodate the diverse needs of the population, from a child walking to school to a delivery truck taking products to a local restaurant;” (Comprehensive Plan, p. 67) and
- WHEREAS, the Comprehensive Plan Goal 6.1 states, “increase sustainability: improve the sustainability of the transportation system” (Comprehensive Plan, p. 74); and
- WHEREAS, the Comprehensive Plan Goal 6.4 states, "prioritize non-automotive modes: continue to integrate all modes into the transportation network and to prioritize bicycle, pedestrian, public transit, and other non-automotive modes to make our network equally accessible, safe, and efficient for all users” (Comprehensive Plan, p. 75); and
- WHEREAS, the Comprehensive Plan Goal 6.6 states, “optimize public space for parking: plan and develop parking for cars and bicycles with a focus on efficiency and equity” (Comprehensive Plan, p. 75); and
- WHEREAS, the Comprehensive Plan Goal 6.8.1 states, "involve people with disabilities in decision-making. Establish a transparent, equitable public process that include people with low vision, mobility challenges, and other disabilities in the full range of transportation decisions from design to operations.” (Comprehensive Plan, p. 75); and
- WHEREAS, in March 2021, the Bloomington Common Council passed Resolution 21-08, adopting the City’s Climate Action Plan which is intended to guide City activities and funding priorities for climate resiliency; and
- WHEREAS, the Climate Action Plan Goal TL1-A-1 states, “Update the City's Transportation Plan and Metropolitan Transportation Plan to incorporate reductions in carbon emissions and vehicle miles traveled, improved bicycle, pedestrian and transit service standards, and a policy requiring project evaluation to include criteria on climate, equity, economic benefit, health, safety, and cost effectiveness.” (Climate Action Plan, p. 20); and

- WHEREAS, In June 2020, the Bloomington Common Council passed Resolution 20-08, adopting the City’s Transportation Demand Management Program Plan which is intended to guide City activities to efficiently manage parking and to utilize transportation management strategies; and
- WHEREAS, the Transportation Demand Management Program Plan contains recommended transportation demand management strategies which fall into nine broad categories that include: technology accelerators; financial incentives; travel time incentives; marketing & education; mode of transportation; departure time; route; trip reduction; and location/design; and
- WHEREAS, the Traffic Commission, Bicycle Pedestrian Safety Commission, and the Parking Commission in their current design have faced challenges in delivering impactful transportation-related recommendations to common council and appropriate city officials; and
- WHEREAS, a transportation-related policy oversight body is necessary to ensure that transportation projects are consistent with the comprehensive plan and other applicable city adopted plans, are consistent with the best practices for eliminating all transportation-related fatalities and serious injuries within the city, are consistent with promoting sustainable design, and equitable access to all transportation facility users, and has provided for community-based solutions and allowed for adequate public input;

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

SECTION 1. Section 2.12.070, entitled “Traffic commission” shall be repealed and replaced.

Delete

- (1) Purpose—Duties. It shall be the duty of the commission, and to this end it shall have the authority within the limits of the funds at its disposal, to coordinate traffic activities, to carry on educational activities in traffic matters, to supervise the preparation and publication of traffic reports, to receive complaints having to do with traffic matters, and to recommend to the common council and to appropriate city officials ways and means for improving traffic conditions and the administration and enforcement of traffic regulations.
- (2) Appointments. The commission shall consist of the following nine members: a designee of the director of engineering, a designee of the director of public works, a designee of the chief of police and six additional members who shall be appointed by the common council. All terms shall be for two years.
- (3) Qualifications. Each common council appointee shall be a resident of the city with preference being given so that each councilmanic district is represented.
- (4) Meetings. Meetings will be held monthly.
- (5) Procedure. The commission shall establish its own rules of operating procedure which may be amended from time to time by a majority vote.

Add

Section 2.12.070, entitled “Advisory Transportation Commission.”

- (1) Purpose. The Advisory Transportation Commission (hereinafter referred to as “ATC”) is established with the explicit purpose of guiding the city’s transportation endeavors through a comprehensive and visionary framework which seeks to provide adequate and safe access to all right-of-way users. The ATC shall provide recommendations and guidance to the mayor and common council in the pursuit of developing and implementing a city-wide policy to eliminate all transportation-related fatalities and serious injuries to pedestrians, cyclists, transit users, motorists, and passengers; shall promote sustainable and multimodal transportation; shall foster equitable access; and shall promote deliberate integration of community-centric design. The ATC shall also serve as a

standing steering committee for future transportation related studies and grant programs.

- (2) Appointments. The ATC shall consist of nine members, none of whom may hold an employment position with the city, appointed as follows:
 - (a) One member appointed by the mayor shall be a member from the council for community accessibility or a designated representative. The council for community accessibility shall submit a list of at least three names to the mayor for consideration;
 - (b) One member appointed by the public transportation corporation board of directors shall be a member or a designated representative;
 - (c) One member appointed by the plan commission shall be a member or a designated representative;
 - (d) One member appointed by the board of public works shall be a member or a designated representative;
 - (e) One member appointed by the common council shall be from among its membership;
 - (f) Two members shall be appointed by the council, and shall be residents living within city limits who have demonstrated experience using forms of travel other than personal motor vehicles as their primary method of transportation;
 - (g) Two members shall be appointed by the council, and shall be residents living within the city limits. Preference for appointments shall be given to persons belonging to the Bloomington/Monroe County human rights commission; board members or employees of Monroe County Community School Corporation; board members or employees of nonprofit organizations which operate at property that is owned or leased by the non-profit organization within city limits; and members of community organizations dedicated to serving marginalized groups.
- (3) Terms. Members appointed from the membership of the public transportation corporation board of directors, plan commission, board of public works, and common council shall serve a term coextensive with their terms on the body from which they were appointed or until that body appoints another at its first regular meeting of the year. Members appointed from the council for community accessibility, members who are acting as appointed representatives, and members appointed by common council who are not among its membership shall serve a two year term.
- (4) Powers and Duties. The ATC powers and duties shall include, but are not limited to:
 - (a) Coordinate, supervise, and, when necessary, approve transportation related studies, activities, programs, and projects, including acting as a standing steering committee for future transportation related studies and grant programs.
 - (b) Review all transportation projects, proposed changes to Title 15 - Vehicles and Traffic, relevant proposed changes to Title 12 - Streets, Sidewalks and Storm Sewers, and other applicable changes to the Bloomington Municipal Code to determine if the proposed change:
 - (i) is consistent with the comprehensive plan, and other applicable city adopted plans;
 - (ii) is consistent with the best practices for eliminating all transportation-related fatalities and serious injuries within the city;
 - (iii) is consistent with promoting sustainable design, and equitable access to all transportation facility users; and
 - (iv) has provided for community-based solutions and allowed for adequate public input.
 - (c) Provide a forum for members of the public to submit transportation-related testimonials, inquires, and requests;
 - (d) Conduct education activities in matters related to transportation safety in an effort to both eliminate all transportation-related fatalities and serious injuries, and promote multimodal transportation within the city;

- (e) Make recommendations on public parking policy, including but not limited to: pricing, hours of operation, addition or removal of parking spaces, and changes when necessary to city code, enforcement procedures, or any other aspect of parking management policy;
 - (f) Applying for appropriations through the mayor, or researching and applying for grants, gifts, or other funds from public or private agencies, for the purpose of carrying out any of the provisions of this section.
- (5) Procedure and Scheduling. The ATC shall establish its own rules and procedures, subject to amendment by a majority vote. This shall include the ability to define its meeting schedule within the scope of the established rules and procedures.
 - (6) Staff. The commission shall be primarily staffed by the engineering department. When serving as a steering committee, the ATC shall be staffed by the planning and transportation department.

SECTION 2. Section 2.12.080, entitled "Bloomington Bicycle Pedestrian Safety Commission" shall be repealed and reserved for future use.

Delete

- (1) Purpose. The purpose of this commission is to promote and encourage bicycling, walking and running in a safe and efficient manner in the City of Bloomington for the purpose of health, recreation and transportation.
- (2) Appointments. The commission shall consist of seven members appointed in the following manner:
 - (A) The mayor shall make four appointments. Preference for two of those four appointments will be given one member from the Bloomington Bicycle Club Inc. and one member from the Bloomington Track Club Inc. The above named organizations shall submit a list of at least three names to the mayor for consideration.
 - (B) The Common Council shall make three appointments. Preference for one of those three appointments will be given to one member from the Indiana University Student Association. The above named organization shall submit a list of at least three names to the common council for consideration.
- (3) Terms. The initial terms of the members shall be staggered. All subsequent terms shall be for two years.
- (4) Removal. Members may be removed for cause by the mayor or common council. "Cause" shall include, but not be limited to, failure to attend three consecutive regularly scheduled or four regularly scheduled commission meetings within a twelve-month period. The commissioner shall have the right to submit in writing any extenuating circumstances to the mayor or common council before the formal decision to remove is reached. However, acceptance of extenuating circumstances puts the commissioner on notice that further excessive absenteeism will result in removal.
- (5) Meetings. The commission shall meet at times and places as agreed on by the Commission and shall advertise those meeting times and places in accordance with the law. In any event the commissioner shall meet no less than six times per calendar year.
- (6) Duties. The duties of this commission shall be as follows:
 - (A) To serve as a citizens forum for discussion and recommendation of improvement to existing facilities and planning of new projects concerning safe access for cyclists, pedestrians and runners;
 - (B) To prepare reports and recommendations to the mayor, common council, plan commission and planning and transportation department as needed, concerning the needs of cyclists, pedestrians and runners within the city;
 - (C) To foster and develop safety programs for cyclists, pedestrians and runners; and,
 - (D) To encourage the hosting of cycling, walking and running events conducted in a safe manner which will attract visitors from outside of the City.

SECTION 3. Section 2.12.110, entitled “Parking Commission” shall be repealed and reserved for future use.

Delete

- (a) Purpose. It shall be the primary purpose of the parking commission (commission), in coordination with decision-makers and other entities as is necessary or prudent:
 - (1) To develop, implement, maintain, and promote a comprehensive policy on parking that takes into account the entirety of, and furthers the objectives of, the city's comprehensive plan; and
 - (2) To coordinate parking activities, to carry on educational activities in parking matters, to supervise the preparation and publication of parking reports, to receive comments and concerns having to do with parking matters, and to recommend to the common council and to appropriate city officials ways and means for achieving the city's comprehensive plan objectives through the administration of parking policies and the enforcement of parking regulations.
- (b) Composition—Appointments. The parking commission shall be composed of nine voting members. These voting members shall be composed of five members appointed by the mayor and four members appointed by the common council. Each appointing authority may also appoint a standing alternate for each of its appointees and such alternate may participate with the commission at any meeting where the regular member is disqualified or is otherwise unable to participate. All alternate members appointed hereunder shall meet all qualification requirements of the regular member for whom they serve as alternate.
- (c) Qualifications of Voting Membership.
 - (1) One member appointed by the mayor and one member appointed by the common council shall be a merchant owning and operating a business located at an address within the city limits;
 - (2) One member appointed by the mayor shall be a board member or an employee of a non-profit organization which operates at property that is owned or leased by the non-profit organization within the city limits;
 - (3) Four members, one appointed by the mayor and three appointed by the council, shall be residents living within the city limits;
 - (4) One member appointed by the common council shall be from among its membership; and
 - (5) One member appointed by the mayor shall be from within the planning and transportation department, engineering department, or department of public works.
- (d) Terms. The initial terms of three mayoral and two council citizen appointments shall expire on January 31, 2018. The terms of the remaining initial citizen appointments shall expire on January 31, 2019. Thereafter, all terms of citizen appointments shall be for two years and expire on January 31. The terms for the one mayoral appointment made from within the planning and transportation department and the one council appointment made from within the members of the council shall be for one year and expire on January 31.
- (e) Powers and Duties. The commission shall meet at least one time each month, unless it votes to cancel the meeting. Its powers and duties shall include, but are not limited to:
 - (1) Accessing all data regarding the city's parking inventory, including usage, capital and operating costs, so long as the data is released in a manner consistent with exemptions from disclosure of public records set forth in Indiana Code § 5-14-3-4;
 - (2) Reviewing the performance of all meters, lots, garages, and neighborhood zones in the city's parking inventory, and reviewing the performance of all divisions of city departments devoted specifically to parking management;
 - (3) Making recommendations on parking policy, including but not limited to: pricing, hours of operation, addition or removal of parking spaces, and changes when necessary to city code, enforcement procedures, or any other aspect of parking management policy;
 - (4) Submitting an annual report of its activities and programs to the mayor and council by October of each year;
 - (5) Adopting rules and regulations for the conduct of its business; and

- (6) Applying for appropriations through the mayor, or researching and applying for grants, gifts, or other funds from public or private agencies, for the purpose of carrying out any of the provisions of this section.
- (f) Staff. The commission shall be staffed by the planning and transportation department.

SECTION 4. Chapter 15.26., entitled “Traffic Calming and Greenways Program” shall be amended by replacing all references to “Bicycle Pedestrian Safety Commission” with references to “Advisory Transportation Commission.”

SECTION 5. 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 6. This ordinance shall be in effect on January 1st, 2025 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 _____, 2024.

ISABEL PIEDMONT-SMITH, 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 _____, 2024.

NICOLE BOLDEN, Clerk,
City of Bloomington

SIGNED and APPROVED by me upon this _____ day of _____, 2024.

KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS

This ordinance amends Title 2 of the Bloomington Municipal Code (Administration and Personnel) to remove the Traffic Commission, Bicycle Pedestrian Safety Commission, and Parking Commission and establish a new nine-member Advisory Transportation Commission. The Advisory Transportation Commission will make recommendations on relevant transportation and parking sections of the Bloomington Municipal Code, review all transportation-related projects, and propose policies that promote safe, equitable, and sustainable transportation and parking decisions. Additionally, this ordinance amends Title 15 of the Bloomington Municipal Code (Vehicles and Traffic) to replace references of the Bicycle Pedestrian Safety Commission with references to the Advisory Transportation Commission.

2.12.070 Traffic commission.

- (1) Purpose—Duties. It shall be the duty of the commission, and to this end it shall have the authority within the limits of the funds at its disposal, to coordinate traffic activities, to carry on educational activities in traffic matters, to supervise the preparation and publication of traffic reports, to receive complaints having to do with traffic matters, and to recommend to the common council and to appropriate city officials ways and means for improving traffic conditions and the administration and enforcement of traffic regulations.
- (2) Appointments. The commission shall consist of the following nine members: a designee of the director of engineering, a designee of the director of public works, a designee of the chief of police and six additional members who shall be appointed by the common council. All terms shall be for two years.
- (3) Qualifications. Each common council appointee shall be a resident of the city with preference being given so that each councilmanic district is represented.
- (4) Meetings. Meetings will be held monthly.
- (5) Procedure. The commission shall establish its own rules of operating procedure which may be amended from time to time by a majority vote.

(Ord. 97-03 § 7, 1997; Ord. 89-14 § 2, 1989; Ord. 87-20 § 3, 1987; Ord. 83-6 § 2 (part), 1983).

(Ord. No. 14-11, §§ 25, 26, 7-2-2014; Ord. No. 21-11, § III, 4-7-2021)

2.12.080 Bloomington Bicycle and Pedestrian Safety Commission.

- (1) Purpose. The purpose of this commission is to promote and encourage bicycling, walking and running in a safe and efficient manner in the City of Bloomington for the purpose of health, recreation and transportation.
- (2) Appointments. The commission shall consist of seven members appointed in the following manner:
 - (A) The mayor shall make four appointments. Preference for two of those four appointments will be given one member from the Bloomington Bicycle Club Inc. and one member from the Bloomington Track Club Inc. The above named organizations shall submit a list of at least three names to the mayor for consideration.
 - (B) The Common Council shall make three appointments. Preference for one of those three appointments will be given to one member from the Indiana University Student Association. The above named organization shall submit a list of at least three names to the common council for consideration.
- (3) Terms. The initial terms of the members shall be staggered. All subsequent terms shall be for two years.
- (4) Removal. Members may be removed for cause by the mayor or common council. "Cause" shall include, but not be limited to, failure to attend three consecutive regularly scheduled or four regularly scheduled commission meetings within a twelve-month period. The commissioner shall have the right to submit in writing any extenuating circumstances to the mayor or common council before the formal decision to remove is reached. However, acceptance of extenuating circumstances puts the commissioner on notice that further excessive absenteeism will result in removal.
- (5) Meetings. The commission shall meet at times and places as agreed on by the Commission and shall advertise those meeting times and places in accordance with the law. In any event the commissioner shall meet no less than six times per calendar year.
- (6) Duties. The duties of this commission shall be as follows:

-
- (A) To serve as a citizens forum for discussion and recommendation of improvement to existing facilities and planning of new projects concerning safe access for cyclists, pedestrians and runners;
 - (B) To prepare reports and recommendations to the mayor, common council, plan commission and planning and transportation department as needed, concerning the needs of cyclists, pedestrians and runners within the city;
 - (C) To foster and develop safety programs for cyclists, pedestrians and runners; and,
 - (D) To encourage the hosting of cycling, walking and running events conducted in a safe manner which will attract visitors from outside of the City.

(Ord. 02-15 § 1, 2002; Ord. 89-22 §§ 1, 2, 1989).

(Ord. No. 14-11, §§ 27—31, 7-2-2014)

2.12.110 Parking commission.

- (a) Purpose. It shall be the primary purpose of the parking commission (commission), in coordination with decision-makers and other entities as is necessary or prudent:
 - (1) To develop, implement, maintain, and promote a comprehensive policy on parking that takes into account the entirety of, and furthers the objectives of, the city's comprehensive plan; and
 - (2) To coordinate parking activities, to carry on educational activities in parking matters, to supervise the preparation and publication of parking reports, to receive comments and concerns having to do with parking matters, and to recommend to the common council and to appropriate city officials ways and means for achieving the city's comprehensive plan objectives through the administration of parking policies and the enforcement of parking regulations.
- (b) Composition—Appointments. The parking commission shall be composed of nine voting members. These voting members shall be composed of five members appointed by the mayor and four members appointed by the common council. Each appointing authority may also appoint a standing alternate for each of its appointees and such alternate may participate with the commission at any meeting where the regular member is disqualified or is otherwise unable to participate. All alternate members appointed hereunder shall meet all qualification requirements of the regular member for whom they serve as alternate.
- (c) Qualifications of Voting Membership.
 - (1) One member appointed by the mayor and one member appointed by the common council shall be a merchant owning and operating a business located at an address within the city limits;
 - (2) One member appointed by the mayor shall be a board member or an employee of a non-profit organization which operates at property that is owned or leased by the non-profit organization within the city limits;
 - (3) Four members, one appointed by the mayor and three appointed by the council, shall be residents living within the city limits;
 - (4) One member appointed by the common council shall be from among its membership; and
 - (5) One member appointed by the mayor shall be from within the planning and transportation department, engineering department, or department of public works.
- (d) Terms. The initial terms of three mayoral and two council citizen appointments shall expire on January 31, 2018. The terms of the remaining initial citizen appointments shall expire on January 31, 2019. Thereafter, all terms of citizen appointments shall be for two years and expire on January 31. The terms for the one

mayoral appointment made from within the planning and transportation department and the one council appointment made from within the members of the council shall be for one year and expire on January 31.

- (e) Powers and Duties. The commission shall meet at least one time each month, unless it votes to cancel the meeting. Its powers and duties shall include, but are not limited to:
- (1) Accessing all data regarding the city's parking inventory, including usage, capital and operating costs, so long as the data is released in a manner consistent with exemptions from disclosure of public records set forth in Indiana Code § 5-14-3-4;
 - (2) Reviewing the performance of all meters, lots, garages, and neighborhood zones in the city's parking inventory, and reviewing the performance of all divisions of city departments devoted specifically to parking management;
 - (3) Making recommendations on parking policy, including but not limited to: pricing, hours of operation, addition or removal of parking spaces, and changes when necessary to city code, enforcement procedures, or any other aspect of parking management policy;
 - (4) Submitting an annual report of its activities and programs to the mayor and council by October of each year;
 - (5) Adopting rules and regulations for the conduct of its business; and
 - (6) Applying for appropriations through the mayor, or researching and applying for grants, gifts, or other funds from public or private agencies, for the purpose of carrying out any of the provisions of this section.
- (f) Staff. The commission shall be staffed by the planning and transportation department.

(Ord. No. 16-22, § 1, 11-2-2016; Ord. No. 19-14, § 1, 8-7-2019; Ord. No. 21-11, § IV, 4-7-2021; Ord. No. 22-04, § 1, 2-7-2022)



MEMO TO OFFICE OF THE MAYOR**Date:** May 2024**FROM:** Planning and Transportation Department**REGARDING:** Combination of Transportation-Related Boards to Advisory Transportation Commission

The existing Traffic Commission, Bloomington Bicycle and Pedestrian Safety Commission, and Parking Commission will be dissolved and removed from Title 2.12 Boards, Commissions, and Councils. In their place, a new unified Advisory Transportation Commission (ATC) will be created.

The ATC will have specific goals, including primarily the provision of guidance to the City to ensure safe and adequate access for all roadway users in its effort to eliminate transportation-related fatalities and serious injuries. It will also promote sustainable, multimodal transportation, equitable access, and community-centric design, and will serve as a standing steering committee for future transportation studies and grant programs.

The ATC will be primarily staffed by the City's Engineering Department, though it will also work regularly and closely with the Planning & Transportation and Public Works departments.

Appointments

The ATC will consist of nine members. The mayor will appoint a member or designated representative from both the Council for Community Accessibility and the Board of Public Safety. The Common Council will appoint four members from the city's population, with preference given to those involved in community groups that work with underserved or marginalized populations. Additionally, one ex-officio member or designated representative will be appointed from each of the Plan Commission, Board of Public Works, and Common Council.

Members appointed from the Council for Community Accessibility, Board of Public Safety, Plan Commission, Board of Public Works, and Common Council will serve terms that coincide with their terms on those bodies. Representatives not serving on those bodies will serve four-year terms. Members appointed by the Common Council who are not among its membership will serve two-year terms.

Duties

The ATC will be responsible for reviewing all proposed changes to Title 15, as well as any relevant proposed changes to the Bloomington Municipal Code. Specific review criteria will be created for the first time ensuring that any proposal is consistent with the goals of eliminating all transportation-related fatalities and serious injuries, promoting sustainable and equitable design, and ensuring that proposals have allowed for



adequate public input. Following review, the ATC will forward a recommendation to the Common Council.

The ATC will also review and approve projects proceeding from the Traffic Calming & Greenways Program.

Next Steps

The Title 2 amendment, for the dissolution of the existing boards and the establishment of the Advisory Transportation Commission, will be presented to the Traffic Commission, Bloomington Bicycle and Pedestrian Safety Commission, and Parking Commission during their June and July meetings. While feedback will be collected to present to the Common Council, the boards will not be asked to vote. The Title 2 amendment will be brought to Common Council in September or October in order to allow for enough time for the ATC to be formed and ready to begin in January 2025.

Bicycle Pedestrian Safety Commission
MINUTES
July 8, 5:30 P.M.
In-person and virtual hybrid meeting
McCloskey Room, #135

1. Attendance City Staff: Ryan Robling, Steve Cotter P&R
Commissioners: Jaclyn Ray, Drew Yeager, Ann Edmonds, Rob Danzman, Pauly Tarricone (zoom)
absent: Kori Renn, Stephanie Hatton,
Public who spoke: only recorded names of the public who made comments, see below
2. Approval of Minutes - June 10, 2024 **Drew** moves, **Rob** seconds **All** in favor: aye none opposed
3. New Business: **Ann**: get updates from missing Local-Motion grant recipients, heard from B&G Club, MCCSC program, not heard: MCPL, YMCA event happened, Bike Project from previous years **Drew**: met with student body president to meet with IU's transportation person and to meet with Hank in regards to getting more student involvement in City projects **Rob**: also more IU presence in general **Drew**: fear IU may not want to be involved, also dirt path in Switchyard and Hank said P&R already planning to pave it
4. Old Business:
 - a. Advisory Transportation Commission Staff Update: **Ryan**: draft presentation ATC shown, in feedback stage **Jaclyn**: 4 citizens? **Ryan**: 8 citizens **Drew**: 21 down to 8, gov't not supposed to be easy and fast, should be slow and safe, reason to have commissions to hear from the community **Ryan**: 9, 3rd St. bike lane took several years, safety needs to move quicker **Drew**: slow because of IU not community **Ryan**: due to bureaucratic red tape, safety cannot take time **Jaclyn**: 9 citizens **Ryan**: vetted thoroughly by council, all roadway users **Jaclyn**: so few cycle but everyone drives **Ann**: if doing their homework on their boards, already committed to a whole lot of time, this is another chunk of time, even more responsibility than we already have **Drew**: those 9 become czars **Ann**: padding their resume **Ryan**: this commission more susceptible to resume padding, we need the decision makers to hear feedback, needs to work both ways, 30 years of this commission and we are at an all-time high of deaths and serious injury of cyclists and pedestrians **Ann**: 30 year is not accomplishing safety, make good things better but not look for places where problems need to be solved **Ryan**: the public is not satisfied in how we prioritize projects **Ann**: also in purpose is federal funding for SS4A **Ryan**: no, our vision zero statement is separate, happening at the same time **Ann**: thought it was a requirement to get the funds **Ryan**: yes, happening at the same time **Rob**: how much impact do we have? **Ryan**: ton of feedback, not a vote **Rob**: when you hear a disagreement, how to repackage it that is helpful to you? "Consolidation of power" may not be helpful so what do you want to take back? Action items? **Ryan**: I encourage everyone to email me **Drew**: capped at 9? Could you increase that number? **Ryan**: hard to make quorum, State of Indiana sets quorum **Ann**: expand a bit for 'wild card' members? someone not on another commission but who advocates for safety **Jaclyn**: how much time do ppl have equity wise **Ann**: Plan commission is a heavy lift **Ryan**: rules to appoint reps, they are the conduit **Jaclyn**: how? **Ryan**: the City Engineer quarterly report to mayor and council **Jaclyn**: actual funds? **Ryan**: local-motion grant are the only funds, almost no funds, can look for funds into the future **Ann**: we will have a vote on projects that come up for consideration? **Ryan**: Neighborhood Greenways are required to be reviewed by BPSC, any Title 15 amendment will be reviewed, eventually everything will be reviewed by this body, similar to greenway projects **Ann**: sidewalks, council sidewalk committee used to be political, changed to be more based on data, does ATC have more of a say related to sidewalk committee? **Ryan**: currently a council committee, staff are invited to weigh in, could ask to incorporate **Drew**: what are pros for public? I know the benefits to staff **Ryan**: concern we hear from public that there are too many meetings to go to, e.g.: how to get a stop-sign in your neighborhood? **Drew**: they are still not going to know where to find the one committee, I don't see it solving the problem, in fact one commission might not care about a stop sign but another does **Ryan**: but currently the whims of the commission make the decisions, the ATC will design the rules for any decision made *on a slide, they will have to have findings **Ann**: spent time working with staff refining the Resident Led matrix based on data, we want to expand that idea to allocate resources on cost-benefit model, I don't see that **Drew**: add to that, agree with the goals but this plan doesn't get to that point in the most efficient way, is there a better way to do it? City improve communication? Wrong approach to great goal. **Ann**: Resident-Led based on data but never understood Staff-Led **Ryan**: I 100% agree, current process the prioritization makes sense to me but ppl are dying on our streets, SS4A will inform the T.Plan then inform this committee, this is the body not the muscle **Rob**: 'E' enforcement, that has been anemic, not

pointed at the staff, ATC would benefit from this, only one member from public safety, seems like a big part, there will be ppl that break rules **Ryan:** can talk about enforcement **Rob:** we've asked **Ryan:** traffic commish has a member of the Police Dept., we also don't have an engineer to come to this commission, limited amount of staff time, some community members also have problems with police voting, moving it to ATC may slightly ease this, (back to presentation) last 'E' is Education **Jaclyn:** parking commish comment on parking garages? **Ryan:** no but could go to ATC, then make a recommendation to council or planning commission **Drew:** these seem like rule changes **Ryan:** no difference, you could weigh in, but there is a current structure that staff tries to stick to **Drew:** nothing stopping us then? **Ryan:** feel free to weigh in **Drew:** my main concern is lack of public involvement, couldn't we do a sub-structure to council committee then commission? 3 to 1 committees with 1/3 members of the public, communication is inefficient, we need to build a pipeline to getting things done **Ryan:** internally communication is great, decision-making bodies are not communicating, 7 ppl here with no authority **Drew:** to increase communication this is reducing ppl talking 21 to 9 citizens, could the commissions communicate better? **Ryan:** you can do that now, burden on Ann but I'm saying the other way around and that there is a person there with the duty to act on the communication heard, we need a structural change so they are required to hear it **Drew:** you are saying we need decision makers together but my concern is the members of the public present, cutting out stakeholders **Ryan:** do you feel more heard with a vote on this body? **Drew:** no **Ryan:** they should be required to hear your concern and decision-makers should be required to address it **Rob:** many times we listen to public comment and just move forward without response, sometimes we address it, there is subjectivity to what we choose to respond to **Drew:** but anything we vote on we can make council accountable **Ryan:** I think the public should have the weight **Jaclyn:** ATC communicate better with public? BPSC do not do a good job **Ryan:** good idea **Drew:** that is a drawback to lose the number of people to spread out information about transportation so actually losing contact points **Ryan:** you will still be advocates to spread the word, we don't bring every decision to this commission, if there was a new body that could maintain an email list, social media, etc. **Ann:** frequency of meetings? **Ryan:** up to ATC, there are huge agendas that happen in the City and they make it happen, this is an open conversation, the ATC will have a structure **Steve Cotter:** I appreciate the position you're in with staff time, I think Bloomington is special, we have committed and intelligent ppl here, they have improved projects, lots of staff turnover and this body brings that new staff up to speed, low turn-out tonight due to summer, inefficient yes but not fair to say we still have fatalities in town, this commission does help reduce it, we are in a national epidemic, this commission is in a better place to advocate for safety, e.g. Right turn on red, this body advocated for that, the pipeline point is good, communication needs to be improved, they are ambassadors, venue for the public to come and share things that they might not be able to do with a bigger agenda, I'd hate to see it go **Ryan:** I don't mean to disparage this body once again, fatalities are not on your shoulders, no right turn on red came from council **Steve:** I do agree, duties and responsibilities of bpsc need improvement to be clear more rigid, maybe quarterly meeting? **Ann:** anyone from public who would like to speak on this? **Dave Askins:** issue of applying for grants, recall 2020 friction points community crossing project, no striped bike lanes, they did get added but the general policy question: shouldn't the council have more power to choose projects? Would this new body have power to choose community crossing projects? **Ryan:** yes, they would be involved in things like that, that one is staff-led, but that's a great point, we don't ask any commission about what we are proposing, yes, every transportation decision would go through this commission if formed

5. Reports from Commissioners: **Jaclyn:** B-line at University St. in Hopewell Plaza: taking into consideration the 400-person petition to keep bikes and peds separated on all MUPs, can we not mix the two at the Kroger bus stop area? ...big mistake to extend the pedestrian plaza there and mix bikes and peds. The City will regret that. No one likes the SYP Plaza area where cyclists ride through peds.

6. Public Comment none

7. Adjourn

BLOOMINGTON TRAFFIC COMMISSION
MINUTES
July 24, 2024

- I. Call to Order**
Ryterband, Moore, Alexander, Love, Knoke, Shadday, Woerner – in person
- II. Approval of Minutes**
- III. Communications from Commission**
A. Alexander gave a report about refuge island on 3rd and Grant.
- IV. Public Comment***
- V. Reports from Staff**
- VI. Old Business***
- VII. New Business***
 - A. TC-24-03: Limit Vehicular Access to a Portion of the Alley between E. Kirkwood Ave. and E. 4th St. – *Ryan Robling, Planning and Transportation Department*
Forward TC-24-03 Motion: Alexander Second: Moore. Motion Passed: 3-2-2 Nays: Knoke, Love Abstentions: Shadday, Ryterband.
 - i. Robling presented
 - ii. Galen Cassady gave a petitioners statement
 - iii. Michael Cassady gave some additional background and information.
 - iv. Shadday asked about amount of damage to private property.
 - v. Shadday asked about other businesses along the alley, and if the Cassady's have reached out to them.
 - 1. Michael Cassady stated that he has reached out to some adjacent businesses.
 - 2. Galen gave additional feedback regarding from the Buskirk-Chumley Theater.
 - vi. Alexander asked for clarification about alleys that seem to be closed to vehicular traffic.
 - 1. Robling explained that those alleys were designed to prevent vehicular traffic prior to the creation of Title 15.
 - vii. Ryterband asked if alleys that seem to be closed to vehicular traffic have been vacated, and if not should they be included in a Title 15 amendment.

- viii. Knoke asked about how effective the current speed bumps appear to be at slowing cars down.
 - 1. Cassady answered that they had seen some benefits but not to their desired result.
- ix. Knoke asked if other local businesses have had similar complaints about their alleys.
 - 1. Robling responded that this is the first such complaint.
- x. Love asked for clarification on where the restriction would start, and if it would have effects on delivery vehicles.
- xi. Ryterband asked for official positions on alleyways.
- xii. Motion was erroneously identified as failed. The final tally was in favor of the motion with a final vote of 3-2-2.

B. TC-24-04: Advisory Transportation Commission Draft Review – *Ryan Robling, Planning and Transportation Department*

- i. Robling presented.
- ii. Ryterband exited the meeting.
- iii. Shadday asked about the new commission incorporating what is now being reviewed and completed by Parking Commission, and if the new commission could take on that responsibility along with other responsibilities.
 - 1. Robling answered that the current structure of commissions does not lead to a holistic approach to transportation planning and that parking management is a form of transportation management.
- iv. Shadday asked if the work load will result in longer meetings for the new commission.
 - 1. Robling answered that the current structure leads to many meetings being cancelled.
- v. Knoke asked the new commission will have powers and duties that the three existing commissions do not currently have.
 - 1. Robling answered that to start no, the new commission will take on the responsibilities shared by the existing commissions. Additional duties and powers will likely come along as the commission grows.

VIII. Traffic Inquiries

IX. Adjournment

A. 5:43



MEMO FROM COUNCIL OFFICE:

To: Members of the Common Council

From: Ash Kulak, Deputy Administrator/Deputy Attorney

Date: November 27, 2024

Re: Resolution 2024-26 - To Approve the Interlocal Agreement Between Monroe County, the Town of Ellettsville and the City of Bloomington for Animal Shelter Operation for the Year 2025

Synopsis

This resolution authorizes execution, by the Mayor and Director of Animal Care and Control, of the Animal Shelter Interlocal Agreement for Fiscal Year 2025 between the City of Bloomington, Monroe County and Town of Ellettsville. The agreement provides that Monroe County shall pay the City of Bloomington the sum of \$433,122.80 for 2025 in return for the space the City provides to the County and services it renders on the County's behalf. The agreement further provides that the Town of Ellettsville shall pay to the City of Bloomington the sum of \$23,158.30 for 2025 in return for the space the City provides the Town of Ellettsville and services it renders on the Town of Ellettsville's behalf.

Relevant Materials

- Resolution 2024-26
- Animal Shelter Interlocal Agreement for Fiscal Year 2025
- Staff Memo from Aleksandrina Pratt, Assistant City Attorney

Summary

Resolution 2024-26 authorizes the signing of an Animal Shelter Interlocal agreement between Monroe County, the Town of Ellettsville, and the City regarding the funding for animal shelter operations in fiscal year 2025. [Indiana Code 36-1-7-2](#) allows governmental entities to jointly exercise powers or for one entity to exercise a power on behalf of others by entering into a written agreement. This resolution would authorize such an agreement.

The agreement provides that the City will continue providing animal shelter services to both the County and Ellettsville. It further provides that the County will reimburse the City \$433,122.80 and Ellettsville will reimburse the City \$23,158.30 for past animal shelter operation expenditures (totaling \$456,281.10). The amount of payment is based upon a long-standing formula that takes into account the cost of shelter operations, offset by revenues, and the percentage of shelter operations attributable to animals coming from these jurisdictions during the previous full calendar year.

Contact

Virgil Sauder, Animal Shelter Director, sauderv@bloomington.in.gov, 812-349-3492

Aleksandrina Pratt, Assistant City Attorney, aleksandrina.pratt@bloomington.in.gov, 812-349-3426

RESOLUTION 2024-26
TO APPROVE THE INTERLOCAL AGREEMENT
BETWEEN MONROE COUNTY, THE TOWN OF ELLETTSVILLE
AND THE CITY OF BLOOMINGTON FOR
ANIMAL SHELTER OPERATION FOR THE YEAR 2025

WHEREAS, the Common Council of the City of Bloomington desires to contract with Monroe County and the Town of Ellettsville, through the authority of I.C. § 36-1-7 et seq., to provide services and facilities to Monroe County and the Town of Ellettsville for animal care and control in consideration of payment therefore; and

WHEREAS, an agreement has been reached between the City of Bloomington, Monroe County and the Town of Ellettsville to provide said services and facilities for 2025;

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

Section 1. The Common Council hereby approves the Animal Shelter Interlocal Agreement For Fiscal Year 2025 attached hereto and incorporated herein and authorizes the Mayor and the Director of the Animal Shelter to execute the Agreement as attested to by the Clerk of the City of Bloomington.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this ____ day of December, 2024.

ISABEL PIEDMON-SMITH, 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 December, 2024.

NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED and APPROVED by me upon this _____ day of December, 2024.

KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS

This resolution authorizes execution, by the Mayor and Director of Animal Care and Control, of the Animal Shelter Interlocal Agreement for Fiscal Year 2025 between the City of Bloomington, Monroe County and Town of Ellettsville. The agreement provides that Monroe County shall pay the City of Bloomington the sum of \$433,122.80 for 2025 in return for the space the City provides to the County and services it renders on the County's behalf. The agreement further provides that the Town of Ellettsville shall pay to the City of Bloomington the sum of \$23,158.30 for 2025 in return for the space the City provides the Town of Ellettsville and services it renders on the Town of Ellettsville's behalf.

**ANIMAL SHELTER AND MANAGEMENT INTERLOCAL AGREEMENT
FOR FISCAL YEAR 2025**

WHEREAS, the City of Bloomington, Department of Public Works, Animal Care & Control Division (“ACCD”) operates the Bloomington Animal Shelter (“Shelter”) for the care and control of animals within the corporate boundaries of the City of Bloomington (“City”); and,

WHEREAS, ACCD enforces licensing, and animal care and animal control ordinances within the corporate boundaries of the City, including impoundment, adoptions and euthanization of animals at the Shelter; and,

WHEREAS, the Monroe County Animal Management Officers exercise similar functions within Monroe County (“County”), but utilize the Shelter premises and staff for impoundment, adoptions and euthanization of animals; and,

WHEREAS, the County Animal Management Officers exercise similar functions within the town limits of the Town of Ellettsville (“Town”), but utilize the Shelter premises and staff for impoundment, adoptions and euthanization of animals; and,

WHEREAS, the Town finds it in the best interest of its citizens to contract with the County for the animal management services and with the City for animal shelter use; and,

WHEREAS, the County finds it in the best interest of its citizens to contract with the City for animal shelter use and to provide the Town animal management services; and,

WHEREAS, the City, the Town, and the County are empowered pursuant to Indiana Code § 36-1-7 to contract together on the basis of mutual advantage to provide services and facilities in a manner and pursuant to forms of governmental organization that will accord best with geographic, economic, population and other factors influencing the needs and development of local government.

NOW, THEREFORE, in consideration of the mutual terms, covenants, and conditions herein agreed, the parties agree as follows:

1. The duration of the Animal Shelter and Management Interlocal Agreement (“Agreement”) shall be for one (1) year, commencing January 1, 2025, and ending on December 31, 2025.
2. The City agrees to provide the Town and the County the following:
 - a. The impoundment, general animal care, adoption and euthanization of animals for the Town and County.
 - b. Use of supplies and equipment in the Shelter by the County personnel;
 - c. Assistance to the Town and County in answering phone calls, dispatching service calls and explaining the County animal management laws to callers; and

- d. Acceptance and recording payments for County license fees, and remitting these funds to the County monthly.
3. The County shall administer and enforce County Animal Management laws, including relevant kennel regulations, within the corporate limits of the Town.
4. The County agrees to pay the City the sum of \$433,122.80 in reimbursement for Shelter operations expenditures.
5. The Town agrees to pay the City, the sum of \$23,158.30 in reimbursement for Shelter operations expenditures.
6. The level of cooperation recited in this Agreement is intended to exist for the purpose of efficient and effective delivery of governmental services to the citizens of the City, Town, and County; however, the parties recognize that modifications may be required, either to the Agreement itself, or to the practices and procedures that bring the recitals contained within this document to fruition.
7. The City, the Town, and the County departments affected by the terms of this Agreement will continue to communicate and cooperate together to assure that the purposes of this Agreement are achieved on behalf of and to the benefit of the citizens of the respective political subdivisions.
8. This agreement shall be administered through a joint board composed of representatives of the City, County and Town.
9. Payments shall be made semi-annually to the Controller of the City, upon the timely submission by the City of a claim. Such claims should be submitted to the Monroe County Board of Commissioners, Room 322, Courthouse, Bloomington, Indiana 47404 and the Town Council of Ellettsville, P. O. Box 8, Ellettsville, Indiana, 47429. This Agreement delegates to the Controller of the City the duty to receive, disburse, and account for all monies of this joint undertaking.
10. The City, the Town or the County may terminate this agreement, in whole or in part, at any time upon ninety (90)-day written notice to the others when it is in the best interest of any party. The City shall be paid any outstanding charges that are supported by verifiable documentation. The City shall promptly submit its termination claim to the Town and County to be reviewed and paid, assuming all charges are verified. If the City, the Town or the County has any property in its possession belonging to any of the others, such property shall be promptly returned to the rightful owner or disposed of in the manner the other parties direct.

THE PARTIES, intending to be bound, have executed this AGREEMENT FOR FISCAL YEAR 2025 on this 25 day of November, 2024.

TOWN OF ELLETTSVILLE, INDIANA



SCOTT OLDHAM, PRESIDENT
ELLETTSVILLE TOWN COUNCIL

DATE: 11/25/2024

ATTEST:

Noelle H. Conyer

NOELLE CONYER, CLERK TREASURER

DATE: 11/25/2024

CITY OF BLOOMINGTON

MONROE COUNTY COMMISSIONERS

KERRY THOMPSON, MAYOR

JULIE THOMAS, PRESIDENT

DATE: _____

DATE: _____

LEE JONES, COMMISSIONER

DATE: _____

PENNY GITHENS, VICE PRESIDENT

DATE: _____

ATTEST:

ATTEST:

NICOLE BOLDEN, CLERK

BRIANNE GREGORY, COUNTY AUDITOR

DATE: _____

DATE: _____



Memorandum

TO: City of Bloomington Common Council
FROM: Virgil Sauder, Director of Animal Care and Control
Aleksandra Pratt, Assistant City Attorney
DATE: November 19, 2024
RE: 2025 Animal Interlocal Agreement

The City of Bloomington, Monroe County, and the Town of Ellettsville have agreed to renew the annual Animal Interlocal Agreement. This Agreement provides that the City of Bloomington will house, care for and euthanize animals from Monroe County and the Town of Ellettsville at the City's shelter, and provide related services such as adoptions, responding to inquiries from the public and receiving and recording fees as applicable. In exchange, Monroe County and the Town of Ellettsville agree to pay the City a percentage of the Animal Shelter Operations Program 2023 Expenditures for those services. The amount of revenue to be paid to the City under the Agreement for 2025 will be deposited into the General Fund and used to fund the operations of the City.

2025 Change in Amount of Animal Shelter Operations

There are four main programs that go into the Animal Care and Control Budget: Animal Shelter Operations, Animal Control Field Operations, Education Program and Volunteer Program. When the formula was first agreed upon the portion of the Animal Care and Control budget that was considered to be Animal Shelter Operations was 56% of the total. Over the years, the Animal Shelter Operations growth has outpaced the other programs, taking over a larger portion of the overall Animal Care and Control budget. The percentage used for the 2025 interlocal calculation was increased to 65%. Monroe County and the Town of Ellettsville have agreed to these changes.

Formula for Interlocal calculation

The formula to calculate the Agreement amount looks at the actual numbers for expenditures and animal intake from the previous full year. Animal Shelter Operations expenditures are reduced by Actual Adoption Revenue and then this is divided by the total number of animals to obtain a cost per animal. This cost per animal is then applied to the number of animals received from Monroe County and Town of Ellettsville sources to obtain the Interlocal costs.

Cost Per Animal Calculation

(65% of 2023 expenditures - 2023 Adoption Revenue)/number of animals in 2023

2023 Animal Care and Control Expenditures	\$1,771,891.35
Animal Shelter Operations (65% of total)	\$1,151,729.38
2023 Adoption Revenue	\$97,090
Animal Shelter Operations Expenses for Agreement	\$1,054,639.03
Cost per Animal: Operations expense divided by 3,370 (total intake for 2023)	\$312.95

2023 Breakdown of incoming Animals by Jurisdiction and Source

Jurisdiction	ACO p/u	Surrender	Stray	Total
City	572	421	489	1,482
Counties Other than Monroe	0	243	187	430
Monroe County	332	364	688	1,384
Ellettsville	7	29	38	74
Combined Ellettsville and Monroe County	339	393	726	1,458

* ACO p/u - these are animals picked up in the field by City and County Animal Control Officers

Surrender - These are owned animals surrendered to the the shelter

Stray - Roaming animals brought to the shelter by citizens

2025 Agreement Amounts (Cost per animals x number of animals)

Jurisdiction	Total number of animals	Interlocal Cost
Monroe County	1384	\$433,122.80
Ellettsville	74	\$23,158.30
Combined Ellettsville and Monroe County	1,458	\$456,281.10

The Agreement will have a minor fiscal impact on the City in that it entails the receipt of \$456,281.10 from Monroe County and the Town of Ellettsville.



MEMO FROM COUNCIL OFFICE:

To: Members of the Common Council

From: Ash Kulak, Deputy Administrator/Attorney

Date: November 27, 2024

Re: Resolution 2024-27 – Approval of an Interlocal Cooperation Agreement Between The City of Bloomington and Monroe County, Indiana – Re: Building Code Authority

Synopsis

The Interlocal Cooperation Agreement extends through January 1, 2027 the long-term arrangement between the City of Bloomington and Monroe County to combine and coordinate the provision of certain building code services. This interlocal cooperation is authorized by Indiana Code § 36-1-7 et seq.

Relevant Materials

- Resolution 2024-27
- Exhibit A - Interlocal Cooperation Agreement Between the City of Bloomington and Monroe County, Indiana Regarding Building Code Authority
- Staff Memo from Corporation Counsel Rice

Summary

Resolution 2024-27 approves an Interlocal Agreement with the County that would extend the County's authority over the administration of building codes for the next two calendar years, through January 1, 2027.

Since 1996, when the County adopted a comprehensive plan and was able to exercise zoning authority over unincorporated areas outside of the City of Bloomington, also known as the former 2-mile fringe, the City and County have had agreements over building codes and, for most of that time, the planning and zoning jurisdictions. The principal benefit of the agreement is to provide a convenient and efficient mechanism for citizens of Monroe County and the City of Bloomington to obtain building permits, which the County processes on behalf of the City.

The two biggest changes from last year include the extension of the term by two calendar years instead of one, and a quarterly staff meeting provision.

Interlocal agreements are authorized and governed by [I.C. 36-1-7](#) and following statutes and must include the:

- duration;
- purpose;
- manner of financing, budgeting, staffing and supplying the joint undertaking;
- method(s) for partially or completely terminating the agreement and for disposing of property in the event of a partial or complete termination;



City of Bloomington Indiana

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- administration either through a separate entity or a joint board with powers as delegated by the agreement; and
- manner of acquiring, holding, and disposing of property used in the joint undertaking (when a joint board is created).
- In addition, these agreements may include any other appropriate matters.

[I.C. 36-1-7-3.](#)

Contact

Margie Rice, Corporation Counsel, margie.rice@bloomington.in.gov, (812) 349-3426

RESOLUTION 2024-27
APPROVAL OF INTERLOCAL COOPERATION AGREEMENT BETWEEN THE
CITY OF BLOOMINGTON AND MONROE COUNTY, INDIANA –
Re: Building Code Authority

WHEREAS, Indiana Code allows governmental entities to jointly exercise powers through interlocal cooperation agreements; and

WHEREAS, the City of Bloomington and Monroe County have exercised such powers since 1996 in order to coordinate and combine certain building code services, as explained and set forth in the attached Interlocal Cooperation Agreement; and

WHEREAS, it is in the best interests of the citizens of Bloomington that such cooperation continue to through January 1, 2027;

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

SECTION 1. It is in the best interests of the citizens of Bloomington, Indiana, to coordinate and combine certain building code services through interlocal cooperation with Monroe County Government as has been done since 1996; therefore, the City of Bloomington intends to continue such cooperation from the end of the day on January 1, 2025 through January 1, 2027, under the terms of the attached Interlocal Cooperation Agreement (Exhibit A).

SECTION 2. The Common Council of the City of Bloomington, as the fiscal and legislative body of the City of Bloomington, in Monroe County, Indiana, hereby approves the Interlocal Cooperation Agreement, pursuant to Indiana Code § 36-1-7, et seq.

PASSED AND ADOPTED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2024.

ISABEL PIEDMONT-SMITH, 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 _____, 2024.

NICOLE BOLDEN, Clerk
City of Bloomington

SIGNED and APPROVED by me upon this _____ day of _____, 2024.

KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS

The Interlocal Cooperation Agreement extends through January 1, 2027 the long-term arrangement between the City of Bloomington and Monroe County to combine and coordinate the provision of certain building code services. This interlocal cooperation is authorized by Indiana Code § 36-1-7 et seq.

INTERLOCAL COOPERATION AGREEMENT BETWEEN THE
CITY OF BLOOMINGTON AND MONROE COUNTY, INDIANA
REGARDING BUILDING CODE AUTHORITY
EXTENSION FOR YEARS 2025 AND 2026

WHEREAS, Indiana Code § 36-1-7-1 et seq. permits governmental entities to jointly exercise powers through interlocal cooperation agreements; and

WHEREAS, in 1996, the City of Bloomington, Indiana ("City"), acting by and through its Mayor and its Common Council, and the County of Monroe, Indiana ("County"), acting by and through its Board of Commissioners and its County Council, determined that the interests of the citizens of Monroe County, Indiana, would be better served by coordinating and combining certain City and County building code services through an interlocal cooperation agreement; and

WHEREAS, in 1996, the City and the County entered into a five-year interlocal cooperation agreement, effective beginning April 1, 1997, that conferred County-wide Building Code administration authority on the Monroe County Building Department; and

WHEREAS, the term of the original interlocal agreement has been extended, through subsequent agreements, through December 31, 2024;

WHEREAS, the City and the County have determined that it continues to be more cost effective and convenient for the citizens of Monroe County, Indiana, to continue to have the authority, power and responsibility for local building code administration, including permit application processing, project inspection, and permit issuance vested in a single entity, the Monroe County Building Department; and

WHEREAS, this Interlocal Cooperation Agreement ("Agreement") reflects the commitments and understandings agreed to by the City and the County in order to efficiently and effectively provide the transfer of powers between the City and the County for Calendar Years 2025 and 2026;

NOW, THEREFORE, the City and the County hereby agree as follows:

Part 1. Definitions.

"Building Permit" shall include without limitation any permit for construction, remodeling, demolition, moving, plumbing, electrical, or any other permit that affects construction, demolition, use and/or occupancy of land, buildings or structures, provided that such permit is within the scope of "Building Code Jurisdiction" as defined herein.

"Building Code Jurisdiction" refers to applicability, administration and enforcement of City and County ordinances adopting state building, plumbing, electrical, mechanical, energy

conservation, swimming pool, and fire safety codes; specifically, this term refers to Monroe County Code Chapter 430 and to those portions of Bloomington Municipal Code Title 17 that concern such State codes.

"City Zoning Jurisdiction Area" refers to those portions of the County over which the City, by law or by interlocal cooperation agreement, possesses planning, zoning, and subdivision control authority.

"County Zoning Jurisdiction Area" refers to those portions of the County over which the County, by law or by interlocal cooperation agreement, possesses planning, zoning, and subdivision control authority.

Part 2. Building Code Jurisdiction.

The Monroe County Building Department shall enforce all State building, plumbing, electrical, mechanical, energy conservation, and fire building safety codes, as adopted by City and County ordinances, within the corporate limits of the City, and within all other unincorporated areas of Monroe County, Indiana. The City will administer planning, zoning, and subdivision compliance functions within the City Zoning Jurisdiction Area, including, without limitation, the assignment of street addresses.

- A. The Monroe County Building Department shall accept building permit applications and will provide review, issue permits, receive fees, and provide inspections and enforcement, as required, for all buildings within the County in accordance with County Building Codes.
- B. City zoning compliance review and the issuance of a Certificate of Zoning Compliance ("CZC") by the City are conditions precedent to the issuance of a building permit for any project located within the City Zoning Jurisdiction Area. For projects located within the City Zoning Jurisdiction Area, the County will collect the City Zoning Compliance Review Fee, in the amount established by the City, in addition to the County Building Permit Fee.
- C. The County will not issue a building permit for a project located within the City Zoning Jurisdiction Area unless and until a Certificate of Zoning Compliance has been issued for the project by the City. The County will transcribe the CZC conditions required by the City onto the building permit; and the County will require compliance with the conditions as part of any temporary or permanent Certificate of Occupancy issued for the project by the County.
- D. The City Planning and Transportation Department will send a staff person to the Monroe County Building Department once a work day to pick up and return all permit application materials until such time as the Monroe County Building Department is able to electronically transmit such application materials directly to the City Planning and Transportation Department. Both parties agree to make their best efforts to expedite the processing of permits under this agreement, and specifically, County agrees to insure that permit applications are ready to be picked up by the City Planning and Transportation Department as soon as reasonably possible after receipt by the County, and City agrees to review and act upon all permit applications as soon as reasonably possible after receipt from the County.

- E. The City will inspect and enforce zoning and subdivision compliance and administer bonds within the City Zoning Jurisdiction Area. The Monroe County Building Department will e-mail the City Planning and Transportation Department a Notice of Certificate of Occupancy Inspection to allow the City and the County inspections to take place simultaneously where reasonably possible. The County and the City will cooperate in providing information requested by the other party in a timely fashion.
- F. The County will not issue any construction, remodel, demolition, moving, or any other type of permit that might change the disposition of a structure to a residential rental within the corporate limits of the City until the City Code Enforcement Division of the Department of Housing and Neighborhood Development ("HAND") has completed plan review and released the application. The County will schedule all final inspections of those permits with HAND where reasonably possible. The County will not issue a Certificate of Occupancy to a residential rental property within the corporate limits of the City unless and until compliance with the City of Bloomington Property Maintenance Code has been determined by HAND.
- G. For projects located within the corporate limits of the City, the County agrees to recognize and enforce Section 20.04.110 of the Bloomington Municipal Code which provides for the waiver of fees under specified conditions for eligible affordable housing and sustainable development projects.
- H. In recognition of the City's investment in the GIS mapping system, the County agrees to collect and verify GIS data for the City in a manner consistent with both the informational needs of the City and the information gathering and processing capabilities of the County. The County shall provide such data as is customarily obtained through building permit administration and planning subdivision approvals. The County will cooperate in enhancing its computer capability and compatibility for information exchange with the City.
- I. The County will notify the appropriate Fire Department for fire code inspections and shall transcribe all notations requested by the Fire Department, with jurisdiction over the project area, on to temporary and permanent Certificates of Occupancy. The County will notify the City Fire Department to coordinate review, response, and comment to the State Fire and Building Safety Commission regarding all applications for variance within the corporate boundaries of the City.
- J. The County shall inspect for compliance with all City of Bloomington Utilities regulations and any City ordinances governing construction/connection of utilities related to permit activity between the building and the connection to City's meter or main.
- K. The County shall issue stop work orders on Building Permits issued by the County where violations of applicable City zoning/subdivision or historic preservation regulations, including erosion control, would result from continued construction activity, or where work is stayed due to an appeal to the Board of Zoning Appeals as provided in Indiana Code § 36-7-4-1001. The County shall issue such stop work orders upon written request of the City Planning and Transportation Director, the Director of Engineering, or the Director of Housing and

Neighborhood Development. Enforcement action shall be taken by the governmental entity whose ordinances or conditions of approval have been violated.

Part 3. Recitals of Commitment, Purpose, Duration, and Renewal of Agreement.

- A. The level of cooperation recited in this Agreement is intended to exist in perpetuity for the efficient and effective delivery of governmental services to the citizens of Monroe County. However, the parties recognize that modifications may be required, both to the Agreement itself, and to the practices and procedures that bring the recitals contained within this document to fruition.
- B. The County will collect the City Zoning Compliance Review Fee specified by the City, pursuant to Part 2, Paragraph B of this Agreement, and will transmit the collected fees to the City on a quarterly basis. Payments to the City will be made as promptly as possible after April 1, July 1, October 1, and January 1 of each year of this Agreement, allowing for the County's claim processing procedures. No other payments will be due to the City, from the County, under this Agreement.
- C. The term of this Agreement shall be from January 2, 2025, through January 1, 2027. This Agreement may be renewed by mutual agreement of the parties for an appropriate term of years.
- D. The City and County departments affected by the terms of this Agreement will continue to communicate and cooperate together to assure that the purposes of this Agreement are achieved on behalf of and to the benefit of the citizens of Monroe County, Indiana. To that end, the City and County agree to hold, at a minimum, quarterly meetings in order to improve and facilitate improved coordination between the City and County. Those meetings shall be held at a mutually-agreed upon time and place in February, May, August, and November of each year.

Part 4. Interpretation and Severability.

- A. Because the jurisdictional approach set forth in this Agreement departs from current practice, the parties acknowledge and agree that this Agreement shall be liberally construed so that the parties can cooperatively address unforeseen problems through the implementation of policies, with minimal need for Agreement amendment.
- B. If any provision of this Agreement is declared, by a court of competent jurisdiction, to be invalid, null, void, or unenforceable, the remaining provisions shall not be affected and shall have full force and effect.

Part 5. Approval, Consent and/or Cooperation.

Whenever this Agreement requires the approval, consent and/or cooperation of a party (or parties), said approval, consent and/or cooperation shall not be unreasonably withheld.

Part 6. Appropriation of Funds.

The parties acknowledge and agree that the performance of this Agreement is subject to the appropriation of sufficient funds by their respective councils. The parties agree to make a good faith effort to obtain all necessary appropriations from their councils and to comply with all provisions of this Agreement to the extent feasible under current or future appropriations.

SO AGREED this_____day of_____, 2024.

MONROE COUNTY, INDIANA

CITY OF BLOOMINGTON, INDIANA

JULIE THOMAS, President
Monroe County Board of Commissioners

KERRY THOMSON, Mayor

TRENT DECKARD, President
Monroe County Council

ISABEL PIEDMONT-SMITH, President
Bloomington Common Council

ATTEST:

ATTEST:

BRIANNE GREGORY, Auditor

NICOLE BOLDEN, City Clerk



MEMORANDUM

CITY OF BLOOMINGTON LEGAL DEPARTMENT

TO: City of Bloomington Common Council Members
FROM: Margie Rice, Corporation Counsel
RE: Interlocal Cooperation for Building Code Authority
DATE: November 21, 2024

Monroe County and the City of Bloomington have a long history of working together, via interlocal agreements, to provide services to those who reside in Monroe County.

The first agreement to share a Building Department was entered into in 1996, to be effective in the spring of 1997. The partnership is still working, and we wish to continue working together so that those who are building inside the boundaries of Monroe County have consistent service when it comes to building permits and related inspections.

This extension will provide for an additional two years, extending our partnership for calendar years 2025 and 2026. We will then reevaluate if any changes need to be made. The only substantive change was to provide for quarterly staff meetings to improve communication between the City and County Planning Departments, so that the process is smooth not only for staff, but importantly, for the end users.

MEMO FROM COUNCIL OFFICE:

To: Members of the Common Council

From: Ash Kulak, Deputy Administrator / Deputy Attorney

Date: November 15, 2024, revised November 27, 2024

Re: Resolution 2024-23 – To Amend the City of Bloomington’s Transportation Plan in Order to Incorporate the Safe Streets and Roads for All (SS4A) Safety Action Plan

Synopsis

Pursuant to state law and as directed by the Common Council in Resolution 2024-07, this resolution amends the City of Bloomington’s Transportation Plan in order to incorporate the Safe Streets and Roads for All (SS4A) Safety Action Plan.

Relevant Materials

- Resolution 2024-20
- Amendment 01 to Resolution 2024-20, adopted 9-0 on November 20, 2024
- Certification form from Plan Commission
- *[revised material]* City of Bloomington Safe Streets and Roads for All Safety Action Plan “Attachment A as amended”
- *[new material]* Attachment B, Appendices A through C
- Staff Memo from Ryan Robling, Planning Services Manager

Update for December 4, 2024 Regular Session

This item was introduced at the November 20 Regular Session, at which the Council considered and adopted Amendment 01 (included herein). The amendment came at the request of the Planning Department and included a revised version of the SS4A Safety Action Plan and three appendices to include as additional attachments with the legislation.

The [original SS4A Plan included in the November 20 legislative packet](#) was still in draft form. A revised Plan, along with the three appendices and Amendment 01, was [included in a packet addendum](#) released the same day of the November 20 Regular Session. Because the Plan was substantially revised, though mostly in formatting and contextual, with little time for the public to review all of the changes, the Council decided by motion to postpone discussion of Resolution 2024-20 to the December 4, 2024 Regular Session. This item returns now for further discussion and final action.

Note that because this item was amended, the procedures below governing amendments by the legislative body to the proposal certified by the Plan Commission will apply. Notably, should the Council pass Resolution 2024-20 as amended, the legislation and amendment must return to the Plan Commission along with a written statement of reasons for the amendment. The Plan Commission would then have 60 days to consider the amendment, unless the Council extends the time.

Summary

Resolution 2024-20 would adopt the Safe Streets and Roads for All (SS4A) Action Plan as an amendment to the City's Transportation Plan. The Council adopted [Resolution 2024-07](#) on April 3, 2024, which started the process to incorporate SS4A in an amended Transportation Plan. Packet materials for that Resolution 2024-07 can be found on the council website for the [April 3 Regular Session](#).

The [Transportation Plan](#) was adopted by the City on July 17, 2019, as an amendment to the City's Comprehensive Plan. The Transportation Plan fulfilled the 2018 requirement to develop an updated Master Thoroughfare Plan, and it guides the City's transportation investments, policies, and operations to achieve the City's goals. More information about the Transportation Plan can be found online at: bloomington.in.gov/transportation/plan.

Comprehensive Plan Amendment Process

Proposals to amend the City's Comprehensive Plan are governed by state law under [Indiana Code \(I.C.\) 36-7-4-500 in the "500 Series – Comprehensive Plan."](#) Generally, a Comprehensive Plan is prepared by the Plan Commission and must be approved by resolution of the legislative body in accordance with statutory requirements. Note that local code (BMC [20.06.070\(a\)](#)) also sets forth the procedure for review and amendment of the Comprehensive Plan, which requires amendments to proceed according to the 500 Series and allows the Plan Commission to recommend and the Common Council to determine the appropriate interval for review of the Comprehensive Plan.

Amendments to the Comprehensive Plan must be approved according to the general procedures set forth in the 500 Series, which require the Plan Commission to prepare the comprehensive plan ([I.C. 36-7-4-501](#)), hold a public hearing on the plan ([I.C. 36-7-4-507](#)), and certify it to the legislative body ([I.C. 36-7-4-508](#)).

Under [I.C. 36-7-4-511](#), if the legislative body wants an amendment to the Comprehensive Plan, it may direct the Plan Commission to prepare one and submit it in the same manner as any other amendment to the Comprehensive Plan. The default deadline for this is sixty (60) days, but the legislative body may extend that time.

On April 9, 2024, the Common Council passed [Resolution 2024-07](#), which initiated the process to amend the Transportation Plan by establishing the goal of zero traffic deaths and serious injuries in the City's roadways by 2039, outlining the City's intention to pursue a comprehensive approach to achieve that objective, and requiring the adoption of the SS4A Safety Action Plan.

On October 7, 2024, Plan Commission prepared and voted to send the amendment to the Council with a positive recommendation by a vote of 6-1-0. The Plan Commission's proposal amends the City's Transportation Plan to incorporate the SS4A Safety Action Plan. The Plan Commission certified its proposal on October 15, 2024.

The following procedures apply to a proposal to amend the Comprehensive Plan:

- After the Plan Commission determines its recommendation on a proposal and a public hearing has been held, it certifies the proposal to the Council with either a favorable recommendation, an unfavorable recommendation, or no recommendation. This proposal received a favorable recommendation by the Plan Commission by a vote of 6-1-0.
- After the Plan Commission certifies the proposal, the legislative body may, by majority vote, adopt a resolution approving, rejecting, or amending the Comprehensive Plan. This resolution is NOT subject to approval or veto by the executive, who is not required to sign it.
- If the legislative body approves the proposal as certified by the Plan Commission, it becomes official for each unit that approves it and the clerk of the legislative body must place one copy of it on file in the office of the county recorder.
- Unlike zoning or development ordinance amendments, if the legislative body does nothing, the Comprehensive Plan or amendments as certified by the Plan Commission do NOT go into effect. This is because, under state statute, the Comprehensive Plan is not effective for a jurisdiction until it has been approved by a resolution of the legislative body.
- If the legislative body wants to reject or amend the proposal, it must return the Comprehensive Plan to the Plan Commission for its consideration, along with a written statement of reasons for the rejection or amendment. The Plan Commission then has 60 days to consider the rejection or amendment and file its report with the legislative body, unless the legislative body extends that time by a specific duration.
- If the Plan Commission approves of the legislative body's amendment(s) to its proposal, the amended Comprehensive Plan stands as of the date the Plan Commission files its report with the legislative body. If the Plan Commission disapproves of the legislative body's rejection or amendment, the legislative body's rejection or amendment only stands if confirmed by another resolution. However, if the Plan Commission does not file a report with the legislative body in its allotted time, the legislative body's rejection or amendment of the Comprehensive Plan becomes final.

These procedures may seem cumbersome but are designed to ensure that there is a dialogue between the Plan Commission and the Council.

Contact

Ryan Robling, Planning Services Manager, 812-349-3459, roblingr@bloomington.in.gov

RESOLUTION 2024-20

**TO AMEND THE CITY OF BLOOMINGTON’S TRANSPORTATION PLAN IN
ORDER TO INCORPORATE THE SAFE STREETS AND ROADS FOR ALL (SS4A)
SAFETY ACTION PLAN**

- WHEREAS, pursuant to IC 36-7-4-501, the Plan Commission is responsible for preparing comprehensive plans and amendments thereto and forwarding them to the Common Council; and
- WHEREAS, on May 22, 2019, with the passage of Resolution 19-01, the Common Council adopted the City’s current Transportation Plan as an amendment to the City’s Comprehensive Plan; and
- WHEREAS, the Common Council, via Resolution 2024-07, directed that a Transportation Plan amendment proposal be considered by the Plan Commission to adopt a Safe Streets and Roads for All (SS4A) Safety Action Plan; and
- WHEREAS, the Plan Commission has considered this case, MP-38-24, and recommended that an SS4A Safety Action Plan be amended into the Transportation Plan; and
- WHEREAS, the Plan Commission requests that the Common Council consider this petition;

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

SECTION 1. The City’s Transportation Plan is amended.

SECTION 2. An Amended Transportation Plan, including other materials that are incorporated therein by reference, is hereby adopted. Said addendum to the Transportation Plan consists of the following documents which are attached hereto and incorporated herein:

1. The proposal forwarded to the Common Council by the Plan Commission with a positive recommendation by a vote of 6 Ayes, 1 Nays, and 0 Abstentions., consisting of:
 - a. MP-38-24, (hereinafter “Attachment A”)

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 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.

PASSED by the Common Council of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2024.

ISABEL PIEDMONT-SMITH, 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 _____, 2024.

NICOLE BOLDEN, Clerk,
City of Bloomington

SIGNED and APPROVED by me upon this _____ day of _____, 2024.

KERRY THOMSON, Mayor
City of Bloomington

SYNOPSIS

Pursuant to state law and as directed by the Common Council in Resolution 2024-07, this resolution amends the City of Bloomington’s Transportation Plan in order to incorporate the Safe Streets and Roads for All (SS4A) Safety Action Plan.

*****Amendment Form*****

Resolution #: 2024-20
Amendment #: Am 01
Submitted By: Cm. Stosberg
Date: November 20, 2024

Proposed Amendment:

Section 2 of Resolution 2024-20 shall be amended by incorporating a revised version of the Safe Streets and Roads for All (SS4A) Safety Action Plan as “Attachment A as amended”. Section 2 of Resolution 2024-20 shall be further amended by inserting a new subdivision “b” to include three (3) associated appendices (hereinafter “Attachment B”), to read as follows:

SECTION 2. An Amended Transportation Plan, including other materials that are incorporated therein by reference, is hereby adopted. Said addendum to the Transportation Plan consists of the following documents which are attached hereto and incorporated herein:

1. The proposal forwarded to the Common Council by the Plan Commission with a positive recommendation by a vote of 6 Ayes, 1 Nays, and 0 Abstentions., consisting of:
 - a. MP-38-24, (hereinafter “Attachment A as amended”)
 - b. Appendices A through C, (hereinafter “Attachment B”)

Synopsis

This amendment is proposed by Cm. Stosberg at the request of Planning and Transportation staff. It includes a revised version of the SS4A Safety Action Plan that corrects typos, updates graphics, and improves clarity; incorporates three completed appendices; and makes several substantive changes to address errors, provides additional information and context, and reorganizes action items. Additionally, it includes detailed descriptions of potential future funding, staffing, and other requirements necessary for completion.

11/20/2024 Regular Session Action: Adopted 9-0

****RESOLUTION CERTIFICATION****

In accordance with IC 36-7-4-508 I hereby certify that the attached Resolution Number 2024-20 is a true and complete copy of Plan Commission Case Number MP-38-24 which was given a recommendation of approval by a vote of 6 Ayes, 1 Nays, and 0 Abstentions by the Bloomington City Plan Commission at a public hearing held on October 7, 2024.



Date: October 15, 2024

David Hittle, Secretary
Plan Commission

Received by the Common Council Office this _____ day of _____, 2024.

Nicole Bolden, City Clerk

Appropriation Ordinance #	Fiscal Impact Statement Ordinance #	Resolution #
_____	_____	_____

Type of Legislation:

Appropriation	End of Program	Penal Ordinance
Budget Transfer	New Program	Grant Approval
Salary Change	Bonding	Administrative
		Change
Zoning Change	Investments	Short-Term Borrowing
New Fees	Annexation	Other

If the legislation directly affects City funds, the following must be completed by the City Controller:

Cause of Request:

Planned Expenditure	_____	Emergency	_____
Unforeseen Need	_____	Other	_____

Funds Affected by Request:

Fund(s) Affected	_____	_____
Fund Balance as of January 1	\$ _____	\$ _____
Revenue to Date	\$ _____	\$ _____
Revenue Expected for Rest of year	\$ _____	\$ _____
Appropriations to Date	\$ _____	\$ _____
Unappropriated Balance	\$ _____	\$ _____
Effect of Proposed Legislation (+/-)	\$ _____	\$ _____
Projected Balance	\$ _____	\$ _____

Signature of Controller

Will the legislation have a major impact on existing City appropriations, fiscal liability or revenues?

Yes _____ No _____ XX

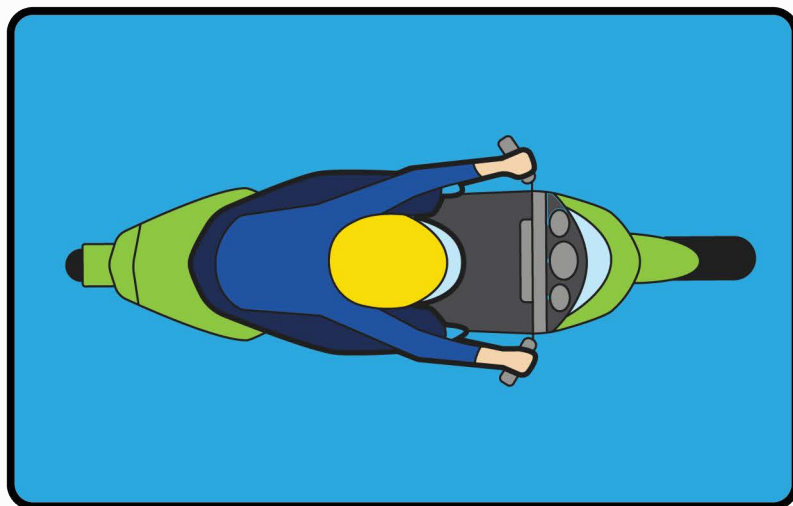
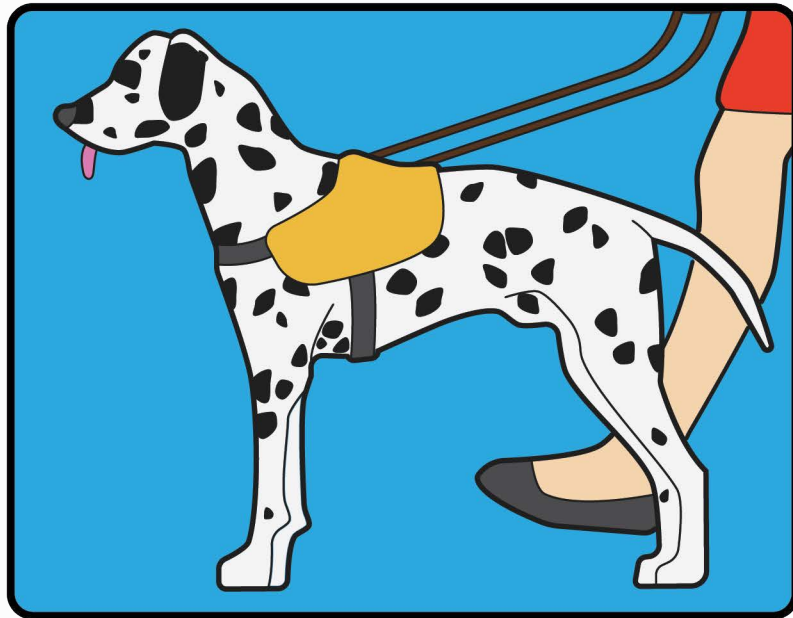
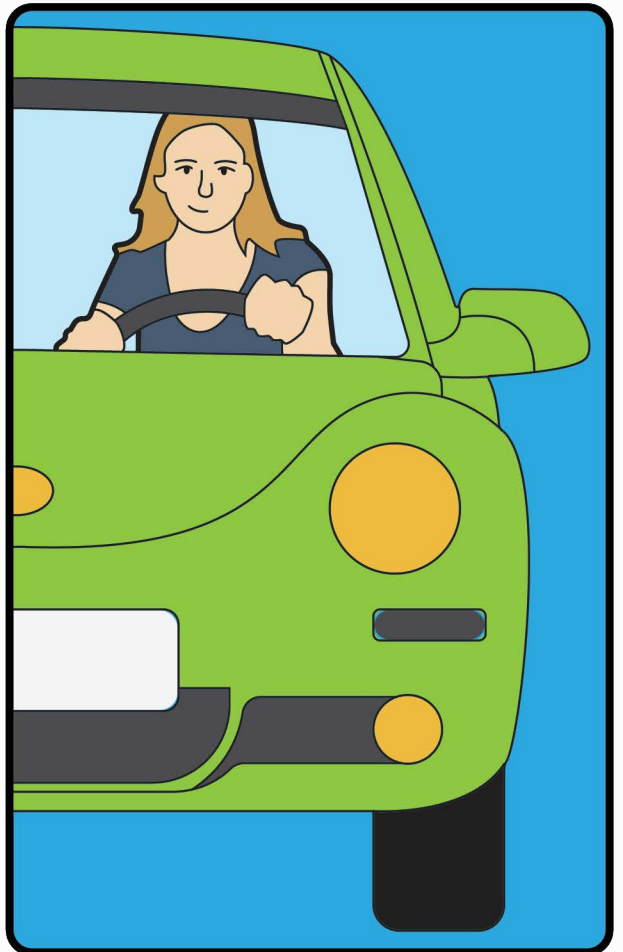
If the legislation will not have a major fiscal impact, explain briefly the reason for your conclusion.

Pursuant to state law and as directed by the Common Council in Resolution 2024-07, this resolution amends the City of Bloomington's Transportation Plan in order to incorporate the Safe Streets and Roads for All (SS4A) Safety Action Plan.

If the legislation will have a major fiscal impact, explain briefly what the effect on City costs and revenues will be and include factors which could lead to significant additional expenditures in the future. Be as specific as possible. (Continue on second sheet if necessary.)

BLOOMINGTON

SAFE STREETS FOR ALL



DRAFT

November 2024

DISCLAIMER: Information contained in this document is for planning purposes and should not be used for final design of any project. All results, recommendations, concept drawings, cost opinions, and commentary contained herein are based on limited data and information and on existing conditions that are subject to change. Further analysis and engineering design are necessary prior to implementing any of the recommendations contained herein.

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List of Abbreviations

ACS: American Community Survey

DUI: Driving Under the Influence

FHWA: Federal Highway Administration

FI: Fatal or Injury (all injury severities)

FSI: Fatal or Serious Injury

HIN: High Injury Network

HRN: High Risk Network

INDOT: Indiana Department of Transportation

PCSi: Proven Safety Countermeasure initiative

PHB: Pedestrian Hybrid Beacon

RRFB: Rectangular Rapid Flashing Beacon(s)

SRTS: Safe Routes to School

USDOT: United States Department of Transportation

VPD: Vehicles Per Day

VRU: Vulnerable Road User (includes Pedestrian or Bicyclists)

Acknowledgments

COMMUNITY ADVISORY COMMITTEE

Ann Edmonds, Bicycle & Pedestrian Safety Commission

Ben Dalton, Parking Commission

Casey Guarino, Council for Community Accessibility

Emma Williams, Human Rights Commission

Greg Alexander, Traffic Commission

Jaclyn Ray, Bicycle & Pedestrian Safety Commission

Jillian Kinzie, Plan Commission, MPO Policy Committee

Kate Rosenbarger, City Council District II Representative

Sarah Ryterband, Traffic Commission, MPO Policy Committee

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Sarah Skolaski, Designer and Outreach Support

Tariq Shihadah, Data Analyst

Cassandra Slack, Report Design and Layout

Bloomington is committed to making our streets safer for everybody.

The City of Bloomington is a City with vibrant neighborhoods, diverse and hardworking residents, a large university, and a thriving downtown. While Bloomington already has a lot to offer residents and is continually attracting new ones, we know that there is still work to do to make our roadways safer for all those that travel on our roadways, whether on foot, bike, in a vehicle, or on transit.

Between the years 2019-2023, there were 10,391 crashes on Bloomington's streets; 443 of these crashes resulted in either a life-changing injury or death. These crashes, notably, are more than a statistic to track. These crashes forever impact families, friends, and neighbors throughout Bloomington. As a community, we do not accept these crashes as status quo. We are ready to commit to being a better and safer community. We are ready to change.

This Transportation Safety Action Plan documents what is happening now and what we commit to do to increase the safety for everybody on all of Bloomington's streets. This plan includes implementable recommendations that we will carry out with community partners and advocates. This plan is our roadmap to our main priority - achieving the goal of zero deaths or serious injuries on our roads by 2039.

**We are committed to safer streets in Bloomington.
Join us.**

Sincerely,

Kerry Thomson

Mayor, City of Bloomington

Between 2019 and 2023, there were 443 fatal or life-altering crashes on Bloomington's streets.

These crashes have permanent and, often, devastating impacts on families, friends, and neighbors throughout the City. As such, the City of Bloomington is committed to implementing projects, programs, and policies that will work to reduce and, eventually, eliminate all serious and fatal crashes from our roadways to ensure that everybody using the City's streets – whether walking, biking, driving, or taking transit – can always reach their destinations safely. Our vision is:

Zero traffic deaths and serious injuries by 2039.

| Background

This Safety Action Plan (SAP) is Bloomington's roadmap to achieving our ambitious vision and should be used by City staff, elected officials, community advocates, residents, businesses, and all Bloomington residents committed to safer streets. This Plan includes four major sections:

- **Finding Our Focus.** In creating this Safety Action Plan, the City of Bloomington is joining Cities across the country and the world in working to eliminate serious injuries and fatalities from our roadways. This section introduces the concepts of Vision Zero and the Safe Systems approach, solidifies the relationship between safer streets and equity, and reviews past efforts in the region to improve roadways safety.
- **Setting the Stage.** This section provides an overview of what has historically happened and what is currently happening on our roadways, and how existing policies, programs, and projects impact people throughout the region. This section includes both quantitative and qualitative information about current conditions with a crash data analysis and information gathered through extensive public engagement efforts.
- **Getting to ZERO.** This section lays out programs, policies, and projects that aim to eliminate serious injuries and fatalities on Bloomington's streets by 2039. This section also outlines how these elements should be prioritized in order to be efficient, opportunistic, and effective.
- **Tracking Progress.** This section outlines how the City will measure whether our roadways are becoming safer for all using performance measures, annual reporting, and a crash data dashboard.

Finding Our Focus

Bloomington is joining an ever-growing number of cities throughout the county and world who are committed to eliminating transportation-related fatalities and serious injuries on their streets. This momentum started with the Vision Zero movement and is founded in the Safe Systems Approach.

Vision Zero

Vision Zero is a values-based philosophy that was developed in Sweden in the late 1990s that states that traffic deaths and serious injuries in our transportation systems are avoidable and unacceptable. The Vision Zero movement is one of the first large-scale efforts to look at traffic crashes as a systemic issue, versus blaming individual users. Vision Zero also pivoted from the acceptance of death and serious injuries as just the “cost” of having an efficient transportation system to stating that absolutely nobody should be killed or injured on our streets due to traffic-related causes.

While the Bloomington SAP is not, officially, a Vision Zero effort, much of this plan, its content, and recommendations align with Vision Zero philosophies and actions. More information about Vision Zero can be found at <https://visionzeronetwork.org/>.

Safe Systems Approach

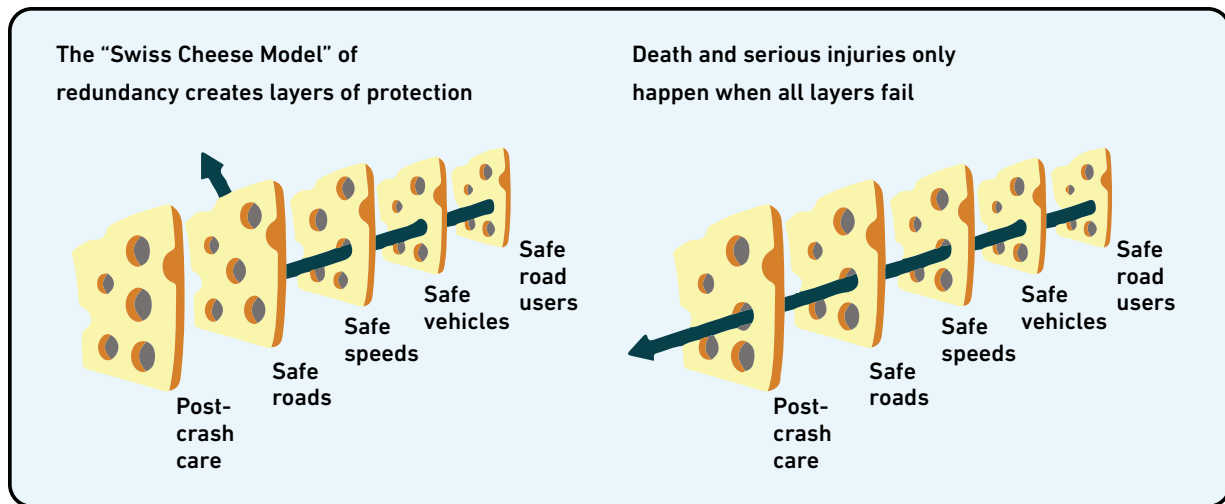
The Safe Systems approach is founded in the belief that humans are human - people will not always behave perfectly, won't always follow the rules, and may make bad decisions on the roadways. The Safe Systems approach confronts this reality by creating a multi-faceted system that acknowledges the many contributors to roadway safety outcomes – safe road users, post-crash care, safe roads, safe vehicles, and safe speeds – and works to create safety in redundancy.

This redundant approach means that even if one of these players “fails,” there will be multiple other players ready and waiting to ensure that the situation remains safe. For example, if an individual chooses to drive at excessive speeds, the design of the roadway (narrow lanes, separation between vehicles and pedestrians, speed humps, etc.) or other factors is likely to keep all roadway users safe.

The Safe System Approach is comprised of the following elements:

- **Safe Roads** – Design roadway environments to mitigate human mistakes and account for injury tolerance, to encourage safer behaviors, and to facilitate safe travel by the most vulnerable users.
- **Safe Speeds** – Promote safer speeds in all roadway environments through a combination of thoughtful, equitable, context-appropriate roadway design, appropriate speed-limit setting, targeted education, outreach campaigns, and enforcement.

- **Safe Vehicles** – Expand the availability of vehicle systems and features that help to prevent crashes and minimize the impact on both occupants and non-occupants.
- **Safe Road Users** – Encourage safe, responsible driving and behavior by people who use our roads and create conditions that prioritize their ability to reach their destination unharmed.
- **Post-Crash Care** – Enhance the survivability of crashes through expedient access to emergency medical care, while creating a safe working environment for vital first responders and preventing secondary crashes through robust traffic incident management practices



The Safe Systems Approach has six key principles:

- 1. Death and serious injury are unacceptable.** Although no crashes are desired, the Safe System approach focuses on eliminating crashes where people die or are seriously injured.
- 2. Humans make mistakes.** There is no perfect person, so human error should be expected and anticipated. Human mistakes should not result in life-changing injuries or death.
- 3. Humans are vulnerable.** Human bodies are subject to the laws of physics. They can only withstand so much force before a serious injury or death occurs.
- 4. Responsibility is shared.** Eliminating deaths and serious injuries on our roadways is a team effort. Elected officials, planners, engineers, vehicle designers, police, healthcare providers, emergency medical services, and people traveling need to work together to create a safe roadway network.
- 5. Safety is proactive.** Planners, engineers, and roadway designers know the factors that make streets safe or unsafe – a crash should not need to happen to prove that an area is unsafe. Best practices and research should be used to proactively identify and address dangerous locations.
- 6. Redundancy is crucial.** Even if one part of the transportation system fails, redundancy will be in place to make sure the transportation system stays safe for all users.

Road Safety & Equity

Transportation is a key element of people's daily lives that not only allows them to access their day-to-day needs and activities, but also serves as a place for the community to gather and socially interact. Additionally, transportation systems are complex and comprehensive, often overlapping with other systems, such as housing, land use, utilities, law enforcement, and climate efforts.

Policies and practices surrounding these systems can create inequitable transportation access for black, indigenous, and people of color (BIPOC) communities, those who are low income, and other marginalized groups, often due to a lack of representation and institutional power. Decades of racist policies and planning practices have long-standing and detrimental impacts to these communities in cities across the country.

Nationally, these practices have led specific demographic groups to disproportionately suffer the burdens of transportation systems, and many of these same national trends have likely affected demographically disadvantaged portions of the Bloomington community as well. Some of these burdens include higher exposure to pollution, public health and climate impacts, higher concentrations of traffic crashes, service gaps and inadequate infrastructure, and divisive highway construction. Local governments, like Bloomington, are responsible for reversing these practices and implementing planning practices and policies that respond to the needs of all people.

In developing this Plan, the City was intentional in ensuring the process used and the recommendations that were developed for the plan support the creation of a future equitable transportation network. Specifically, the planning process and the resulting plan was founded in the following principles:

- **Communities of Interest should participate in and influence transportation decision-making and outcomes.** Communities of Interest are defined as areas with populations that have a higher density of eight equity indicators: BIPOC, low-income households, people with disabilities, people with low English proficiency, children, elderly adults, students, and limited vehicle access.
- **One's race, income, physical ability, gender, age, and other demographic characteristics should not determine their safe access** to jobs, healthcare, childcare, education, public amenities, recreation, and quality food.
- **A person's race, income, physical ability, gender, age, and other demographic characteristics should not correlate with negative transportation-related outcomes** related to health, safety, or climate.
- **Safe and adequate sidewalks, bikeways, and trails should be accessible for and welcoming** to people of all cultural backgrounds, ages, and to people with disabilities.
- **The way a person gets around (mode) should not correlate with negative safety or health outcomes, disproportionate climate impacts, or limited access to opportunities.** Planning, maintenance, and funding efforts for different transportation modes, like walking, bicycling, micromobility, driving, carpooling, or public transportation should be prioritized in Communities of Interest first while considering community goals and overall system needs.

- **Public investments, safety improvements, and other transportation policies and programs in areas vulnerable to displacement should be paired with anti-displacement strategies** to empower residents to stay in their homes, encourage small businesses to remain in place, and strengthen the character of the community or neighborhood.

More information about how and why equity is foundational to this Safety Action Plan can be found in **Appendix C. Safe Streets for All Equity Framework.**



Crosswalk at Walnut Street and 6th Street

What We've Already Done

This plan is a major step in demonstrating the City of Bloomington's commitment to safer streets for all its residents. That said, this is not the first time the City or the region has created a plan, actions, policies, or programs that address roadway safety. The following table highlights many of Bloomington's past efforts and the roadway safety topics they touched upon.

Document Name	Safety Vision or Goals	Safety Data	Safety Actions	Equity	Roadway Design/ Countermeasures	Projects/ Priority Corridors	Funding/ Implementation
City of Bloomington Transportation Plan	x	x	x	x	x	x	x
City of Bloomington Comprehensive Plan	x		x	x			
City of Bloomington Climate Action Plan	x		x	x	x		x
City of Bloomington Bicycle and Pedestrian Transportation and Greenways System Plan	x	x	x	x	x	x	x
Bloomington, Indiana TDM Program Plan					x		x
City of Bloomington Right-of-Way Permitting					x		
City of Bloomington Capital Improvement							x
City of Bloomington Zoning Districts							
City of Bloomington Unified Development Ordinance					x		
City of Bloomington Boards and Commissions Structure							
City of Bloomington Traffic Calming and Greenways Program	x	x	x	x	x	x	x
City of Bloomington Scooter Guidelines	x		x			x	
City of Bloomington Sidewalk Repair Assistance Program	x		x			x	x
BMCMPD Transportation Improvement Program					x	x	x
BMCMPD Complete Streets Policy	x		x	x	x		x
Indiana Safe Routes to School Guidebook	x	x	x	x	x		x

Table 1: Summary of Actions and Considerations within Reviewed Documents

| Setting The Stage

There are many factors that contribute to how safe a City's streets are – design, operation, and user behaviors all play important roles and must be understood in order to make them better. This section describes the results of these factors on Bloomington's roads today using both quantitative and qualitative measures – a crash analysis and extensive public feedback, respectively. These methods were used to understand what the data says about what's happening on our streets

Crash Analysis

Crash data is one of the best tools we have to understand how and where people are severely injured or killed while traveling on Bloomington's streets. If the crash is reported to police, a report is generated that details crash characteristics like the location, contributing crash factors, and demographic information such as the gender and age of those involved.

The crash analysis conducted for Bloomington used data from the Indiana Department of Transportation (INDOT) for the most recent five years (2018 through 2022). It should be noted that while the data is the best available, it represents crashes that are reported to local law enforcement agencies, which makes it an incomplete picture because some crashes may not be reported (due to avoiding interactions with law enforcement, especially for those with past negative interactions with police, such as People of Color). Additionally, the report may not be accurate – severity may be underreported because the reporter may not have medical training, and some factors (such as speed or the reasons for the crash) are challenging to determine after the crash has happened. That said, crash data, while imperfect, is a valuable starting point in understanding current conditions. The following are key takeaways from Bloomington's crash analysis.

Vehicle-only crashes are the most common, but the risk of serious injury or death is much higher for crashes involving people walking, biking, or rolling. Only 4% of total crashes involve somebody walking, biking, or rolling, but over 38.5% of fatal crashes and 24% of serious injury crashes involve people using these modes.

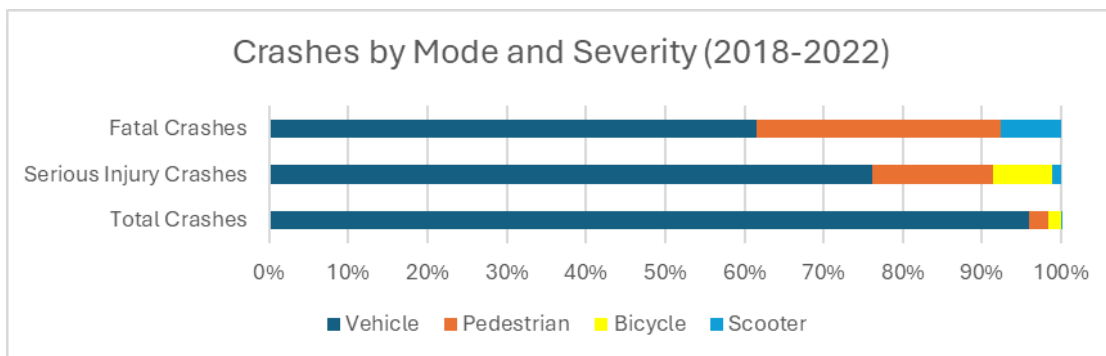


Figure 2. Crashes by Mode and Severity, 2018-2022

The majority of fatal or serious injury crashes occurred on arterial street and state highways. There were 262 fatal or serious injury crashes on arterial streets or state highways (60% of all fatal or serious injury crashes). Arterial streets and state highways make up only 20% of the city's roadway mileage. Figure 9 shows the classification of all streets in Bloomington for reference.

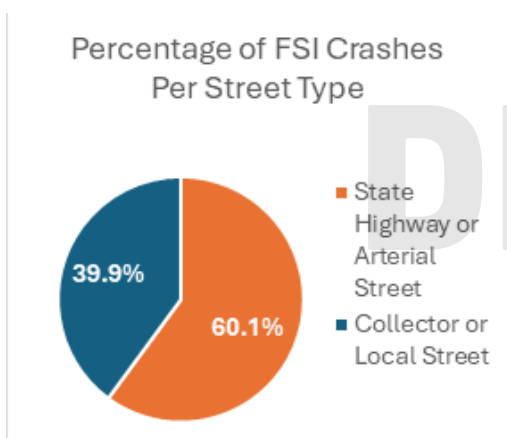


Figure 3. Percentage of FSI Crashes by Type of Street/Highway

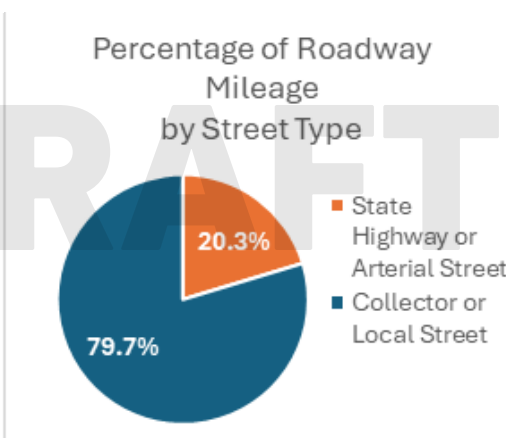


Figure 4. Percentage of Streets by Type of Street/Highway

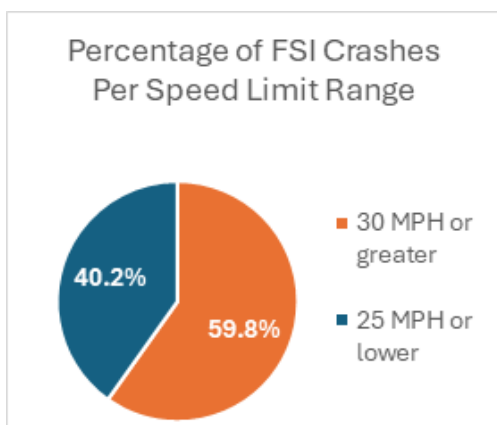


Figure 5. Percentage of FSI Per Speed Limit Range

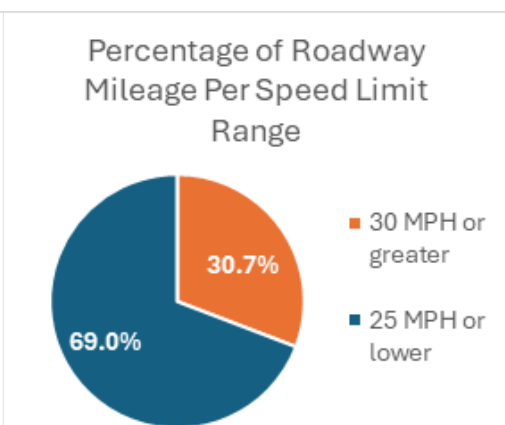


Figure 6. Percentage of Roadway Mileage Per Speed Limit Range

Fatal and Serious Injury Crashes 2019-2023

Legend

Crashes, 2019-2023

- Fatal
- Serious Injury

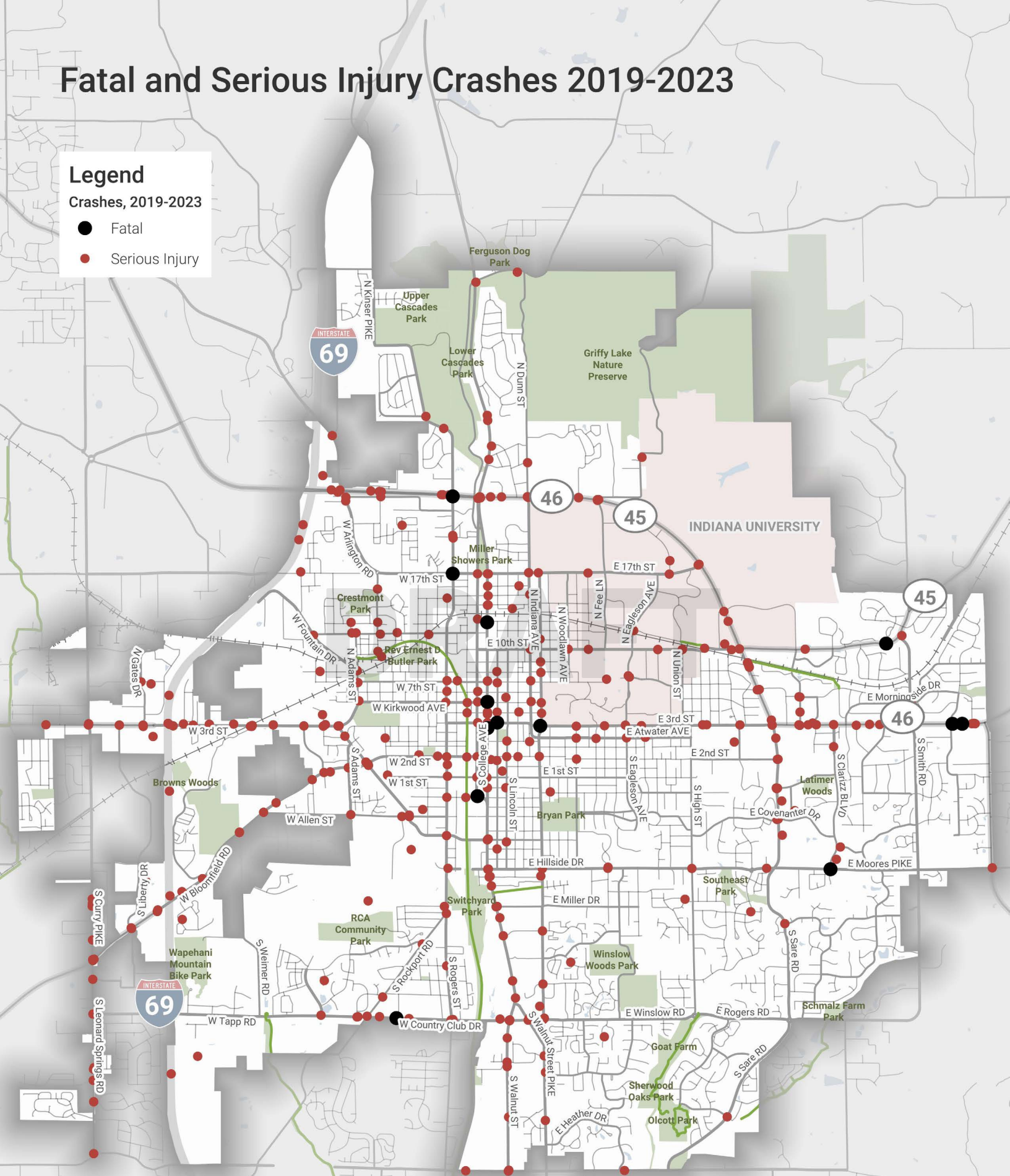


Figure 7. Location of Fatal or Serious Injury Crashes, 2019-2023



The streets in Bloomington with the largest clusters of fatal and serious injury crashes are:

- State Highway 45/46 (aka the Bypass)
- West 3rd Street
- East 3rd Street
- North Kinser Pike
- College Avenue
- Walnut Street
- South College Mall Road
- West Country Club Road/East Winslow Drive
- North and South Indiana Avenue
- Bloomfield Road
- Leonard Springs Road

These streets tend to have speed limits of 30, 35, 40, or 45 MPH and tend to have four or more lanes if they are two-way or two or more lanes if they are one-way. All of these streets are either INDOT state highways or city-owned arterials. Figure 8 and Figure 9 on the following pages show the speed limit and functional class of streets in Bloomington.



Community Advisory Committee Members Discussing The New Pedestrian and Bicycle Crossing on E 3rd Street

Street Functional Class

Legend

Street Functional Class

- Freeway
- State Highway
- Arterial
- Collector
- Local

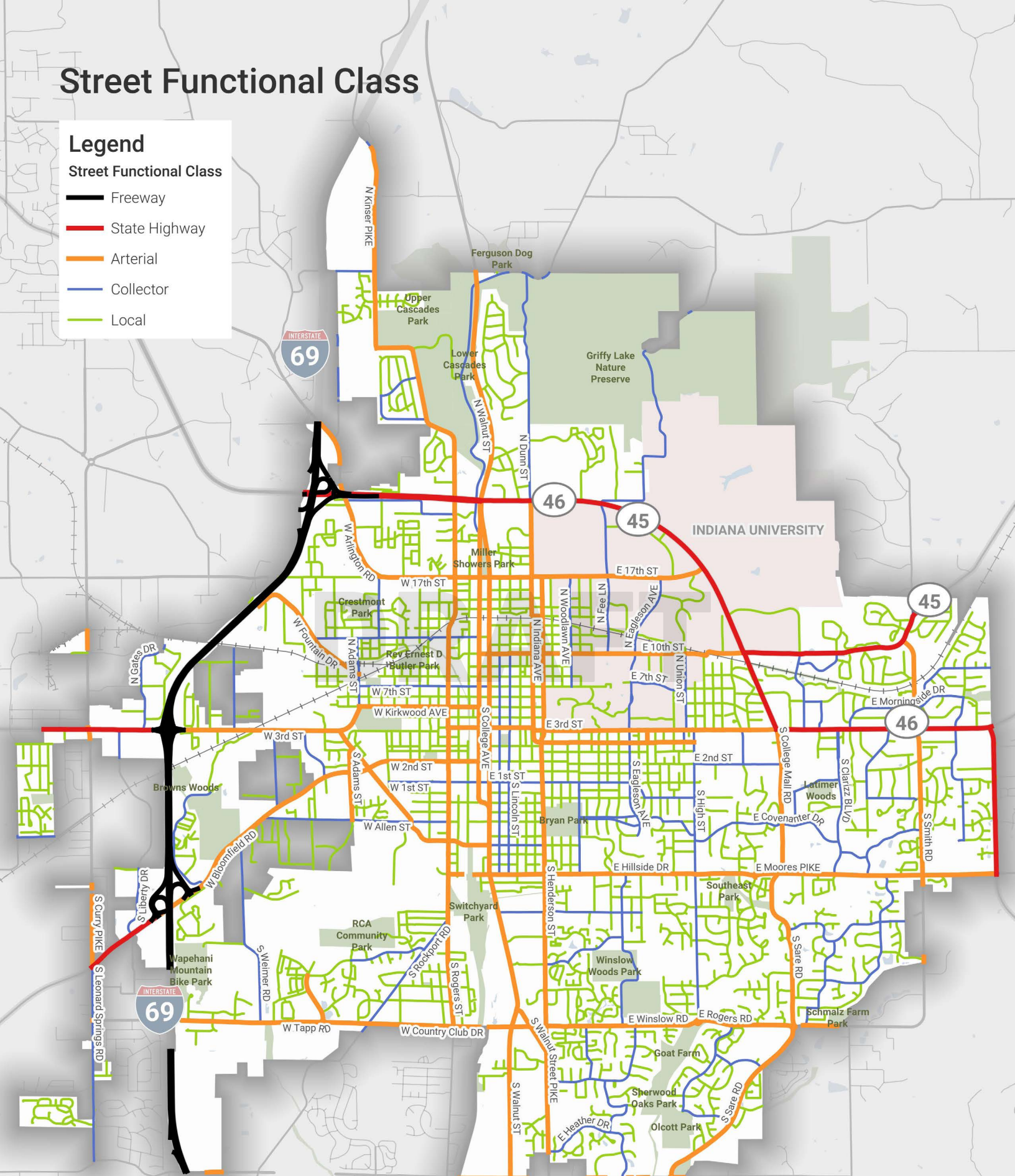


Figure 9. Functional Class of Streets in Bloomington

NOTE: Note: Functional classifications shown above are not intended to override those provided in the Transportation Plan.

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Rear-end and right angle crashes (“T-bone crashes”) are the leading fatal and serious injury crash types for people driving on Bloomington’s streets. “Failure to Yield the Right of Way” was the most common leading contributing factor for these same crashes. For crashes involving pedestrians or people riding scooters, “other” is the most common listed crash type. This crash type typically has more detailed information listed in the narrative of the crash report, however, this data was not available in the crash dataset used for analysis.

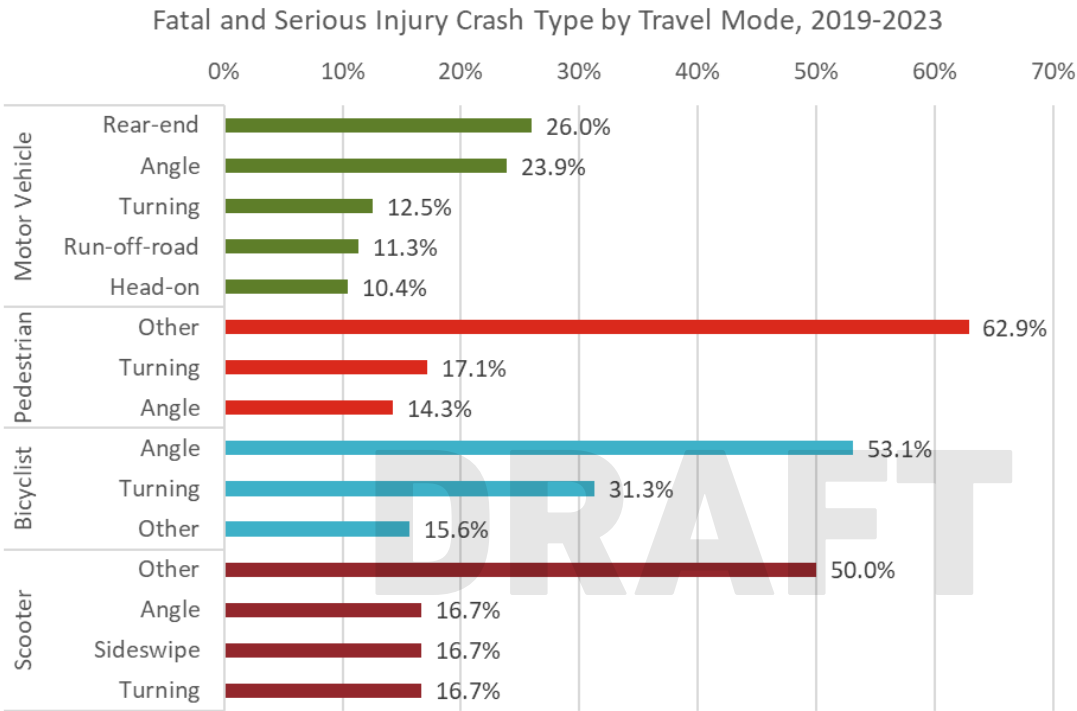


Figure 10. Crash Type by Mode of Travel for Fatal and Serious Injury Crashes, 2019-2023

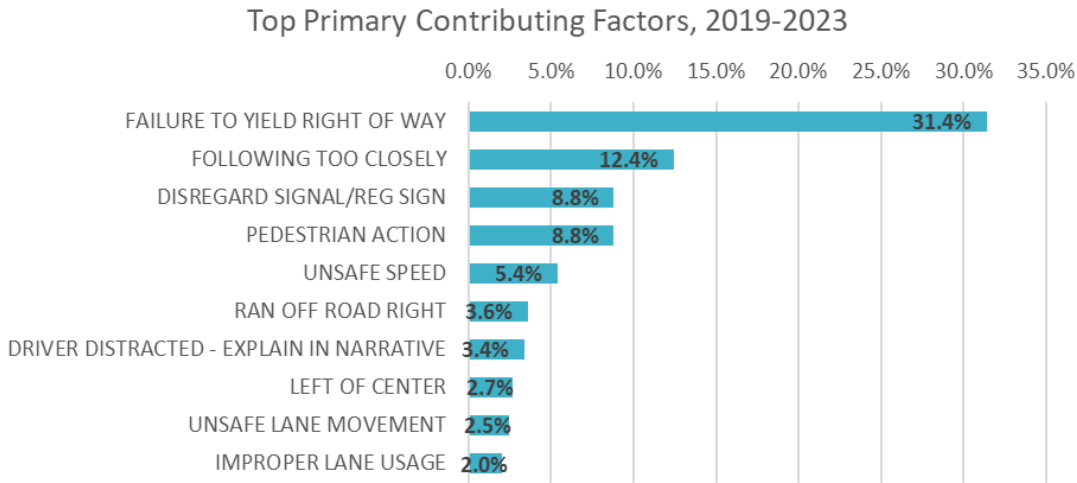
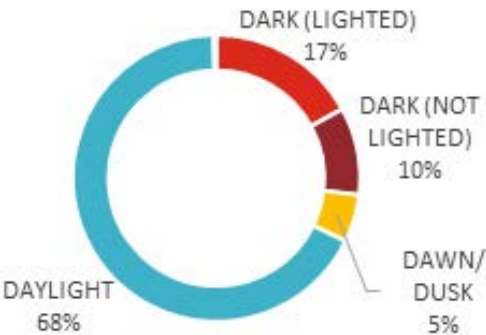


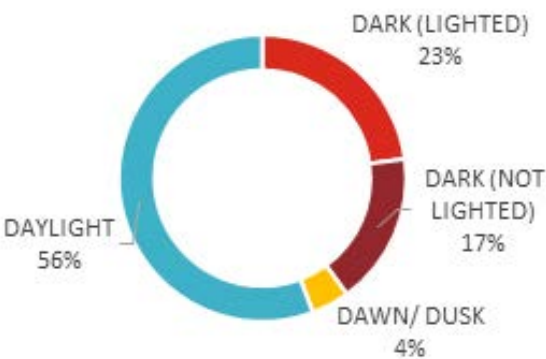
Figure 11. Top Primary Contributing Factors for Fatal and Serious Injury Crashes, 2019-2023

40% of fatal and serious injury crashes from 2019-2023 that involved a pedestrian were at night. This follows national crash trends in which darkness commonly elevates risk, especially for pedestrians, due to reduced visibility and increased vehicle speeds at night, among other reasons.

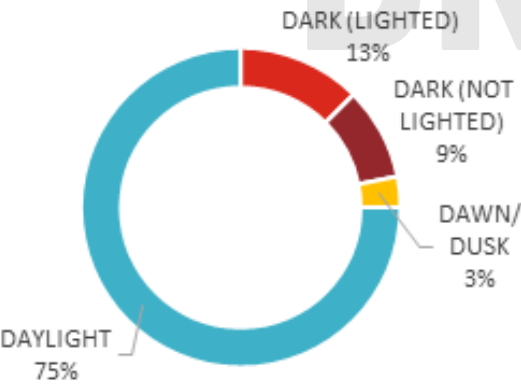
FSI Crashes Involving Only Motor Vehicles



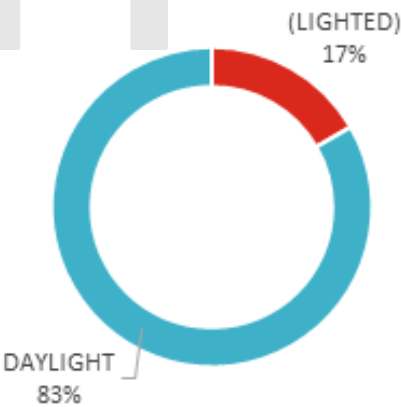
FSI Crashes Involving Pedestrians



FSI Crashes Involving Bicyclists



FSI Crashes Involving Scooters



High Injury Network

The City of Bloomington developed a High Injury Network to determine where to focus transportation safety projects in the future in order to reach zero fatal or serious injury crashes.

A High Injury Network is a map of streets that have the highest frequency of fatal and serious injury crashes. These locations are candidates for safety improvements as part of a data-driven, reactive safety program. By targeting these high injury locations with the safe systems approach, we can be sure that our investments will produce strong results for our road users.

Method

High Injury Networks were created using fatal and serious injury (FSI) crashes from the years 2019 through 2023. Roads were analyzed using a sliding windows analysis. A sliding windows analysis uses a 1/2 mile “window,” that “slides” in 1/10 mile increments, counting the crashes that fall within that window by crash score and assigning a score to each 1/10 mile segment as shown in Figure 12 below. Crashes which occurred near intersections were assigned to all intersection approaches within 30 feet to account for corridors patterns that traverse intersections.

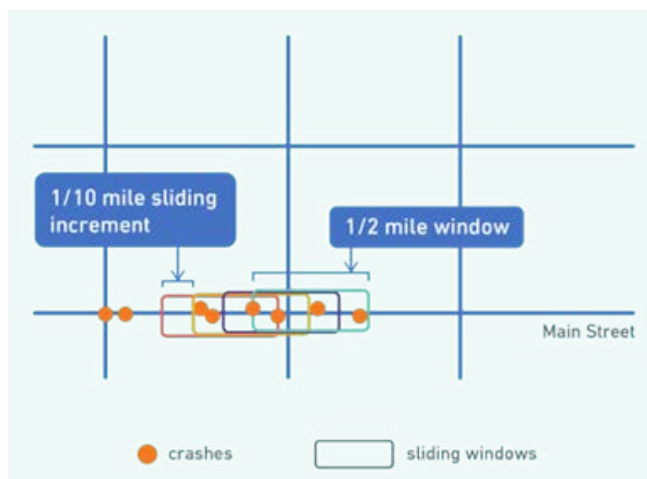


Figure 12. High Injury Network - Sliding Windows Analysis

Results

All analysis results are summarized in the following maps. Each map below visualizes the top 15% of crash locations based on their respective scores. The scores are calculated for the 2019 through 2023 study period, showing a segment length-weighted average of FSI crashes on each roadway segment using a sliding window approach. This smooths the crash data, allowing us to interpret crashes, which occur at discrete locations along continuous roadways. Results are summarized in a series of maps as follows:

- **All Mode FSI Crash Score:** Total number of fatal or serious injury crashes of any mode. (Figure 12)
- **Motor Vehicle FSI Crash Score:** Total number of fatal or serious injury crashes involving only motor vehicles. (Figure 13)
- **Pedestrian FSI Crash Score:** Total number of fatal or serious injury crashes involving pedestrians. (Figure 14)
- **Bicyclist FSI Crash Score:** Total number of fatal or serious injury crashes involving bicyclists. (Figure 15)
- **Scooter FSI Crash Score:** Total number of fatal or serious injury crashes involving people riding scooters. (Figure 16)
- **Vulnerable Road User FSI Crash Score:** Total number of fatal or serious injury crashes involving pedestrians and bicyclists (Figure 17)

Some of the top High Injury Network corridors include:

- State Route 45/46
- East 3rd Street
- West 3rd Street
- Walnut Street
- College Avenue
- West Country Club Drive

High Injury Network - All Modes

Legend

High Injury Network Limited to Top 15% of Scoring for All Modes

Darker linework reflects higher (worse) scoring

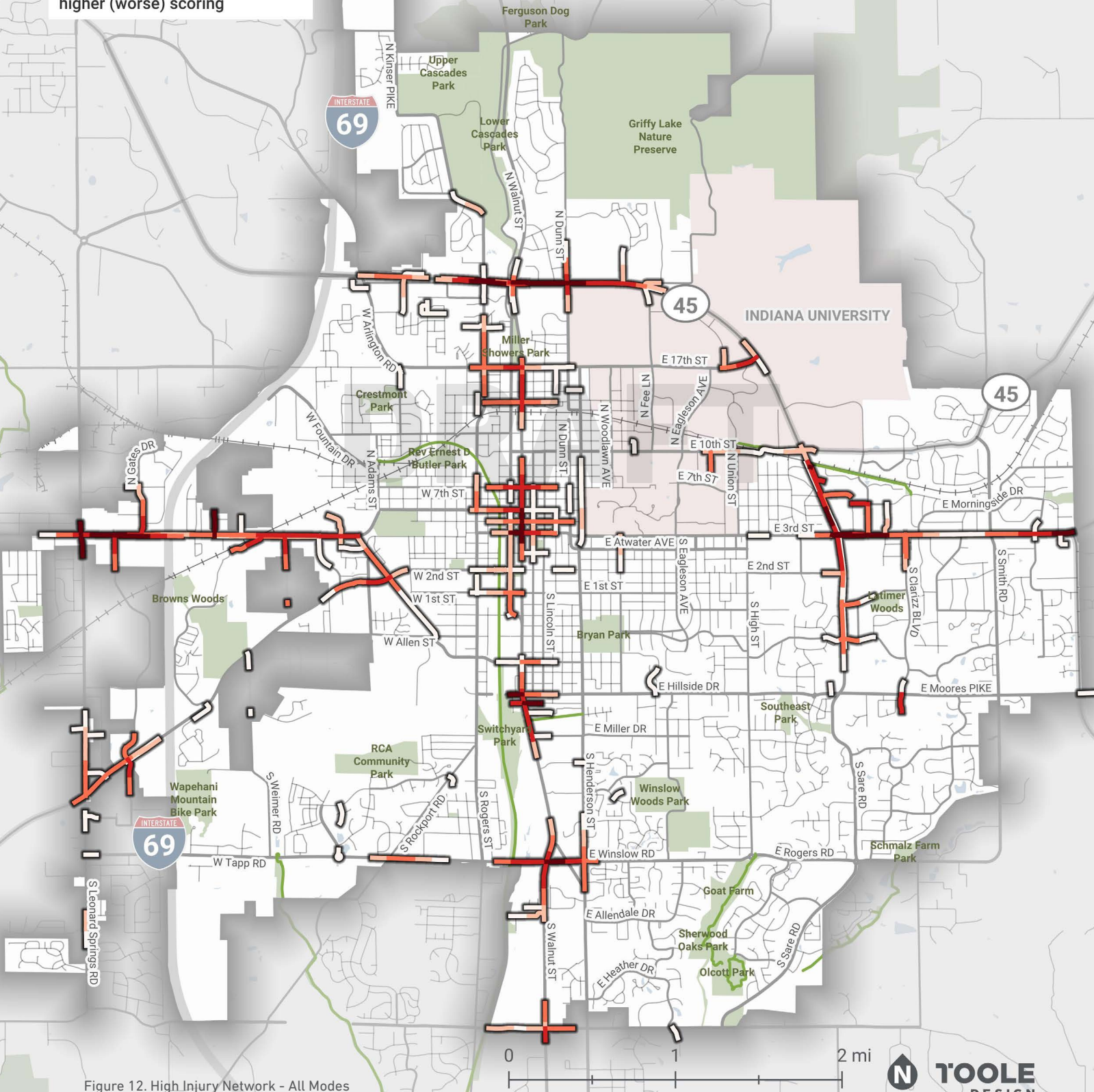


Figure 12. High Injury Network - All Modes

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High Injury Network - Pedestrian Crashes

Legend

High Injury Network Limited to Top 15% of Scoring for Crashes Involving Pedestrians

Darker linework reflects higher (worse) scoring

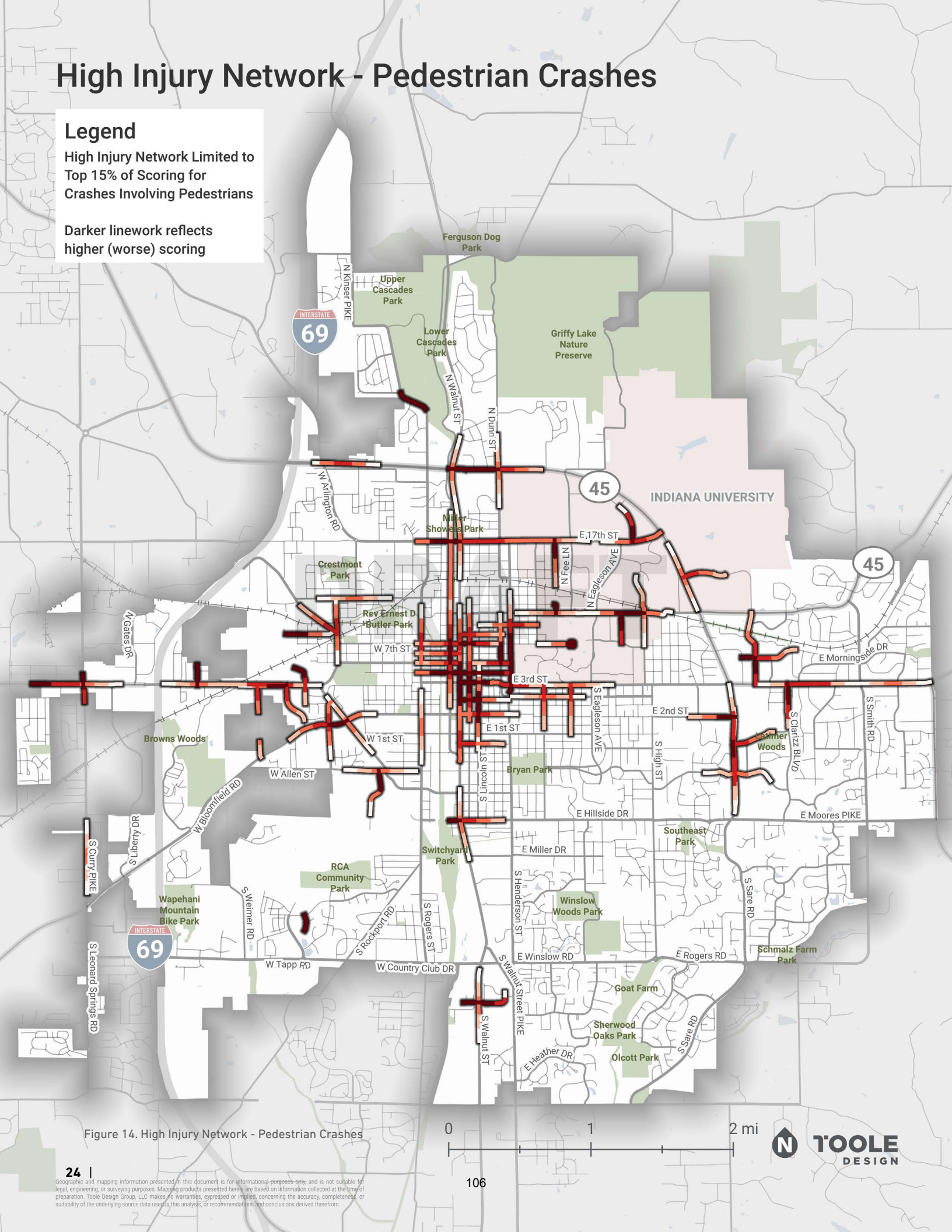


Figure 14. High Injury Network - Pedestrian Crashes

0 1 2 mi



Legend

Darker linework reflects higher (worse) scoring



High Injury Network - Scooter Crashes

Legend

High Injury Network Limited to Top 15% of Scoring for Crashes Involving Scooters

Darker linework reflects higher (worse) scoring

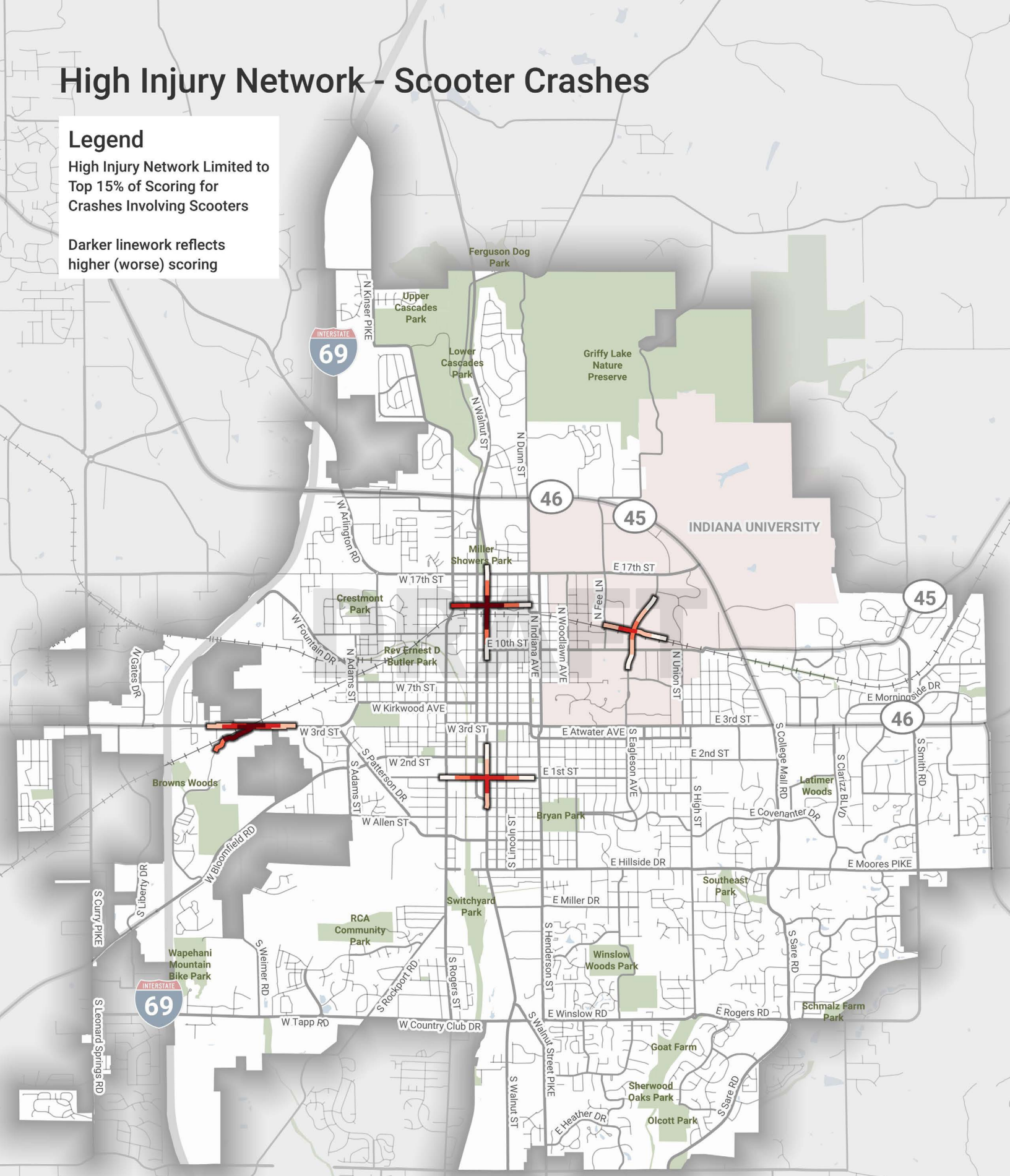


Figure 16. High Injury Network - Scooter Crashes



High Injury Network - Vulnerable Road User (Pedestrian, Bicyclist, and Scooter)

Legend

High Injury Network Limited to
Top 15% of Scoring for
Crashes Involving Vulnerable Road Users

Darker linework reflects
higher (worse) scoring

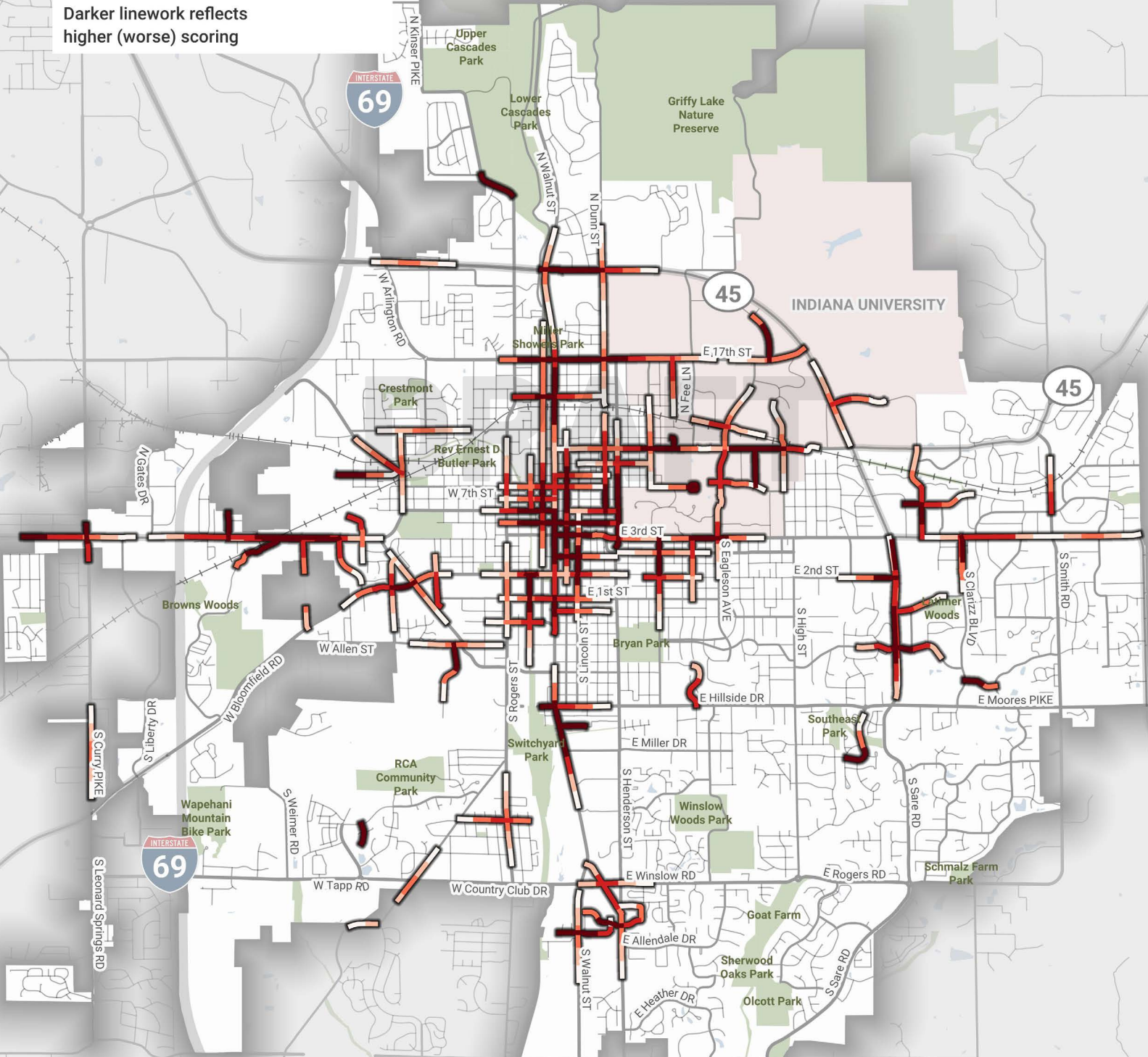


Figure 17. High Injury Network - Vulnerable Road Users
(Pedestrian, Bicyclist, and Scooter)

0 1 2 mi

TOOLE
DESIGN

SETTING THE STAGE | 27

High Risk Network

In addition to the High Injury Network analysis, which looks backwards in time at the locations of crashes historically, the City of Bloomington also developed a High Risk Network (HRN). High Risk Network analysis highlights roads that have similar designs, land use patterns, or population characteristics with roads on the High Injury Network. In other words, the High Risk Network is a proactive, systemic assessment of where fatal and serious injuries are likely to occur in the region. These roads are candidates for safety improvement as part of a data-driven, proactive safety program. This is a key aspect of the Systemic Safety Approach which requires agencies to think critically about where crashes could occur in the future based on systemic risk – even if very few or no severe crashes have occurred in those locations in the past.

Method

For this High Risk Network analysis, roadways were analyzed using the facility profile analysis methodology, which identifies unique combinations of roadway design and contextual attributes which correlate with elevated crash risk. The analysis produces a risk score for each roadway segment based on the frequency of crashes observed at similar facilities across the study area, representing the average number of crashes at comparable facilities during the study period. All facilities are categorized into one of five tiers based on their relative risk score, namely Critical, High, Medium, Low, and Minimal. Attributes considered in the analysis include:

- **Roadway Class:** Major Road (functional class of minor arterial and above or major/primary local roads) or Minor Road (all others).
- **Lane Configuration:** Two-lane or Multilane.
- **Setting:** Urban or Rural context.
- **Traffic Volume:** Average annual daily traffic (<1,000 vehicles per day (vpd), 1,000-10,000 vpd, or 10,000+ vpd).
- **Speed Category:** Posted speed limit (≤ 30 MPH, 35-45 MPH, or 50+ MPH).
- **Percent Zero Vehicle Households:** Percent of households within the census block group which have zero vehicles.
- **Percent of Residents in Poverty:** Percent of population within the census block group at or below 2X the poverty level.
- **Percent Younger Residents:** Percent of population within the census block group below the age of 18.
- **Percent Older Residents:** Percent of population within the census block group age 65 years or older.

- **Percent Disabled Residents:** Percent of population within the census block group with a disability.
- **Housing Cost Burden:** Percent of households within the census block group which spend more than 30% of income on housing.
- **Transportation Access:** Equitable Transportation Communities data transportation access subcomponent score.

Results

The analysis results are shown in a map in Figure 18. This map visualizes the Critical and High tier facilities. These streets have a higher average fatal and serious injury crash per mile rate than other streets in Bloomington.



A Recently-Constructed Pedestrian and Bicyclist Crossing at the Walnut and Allen St Intersection

High Risk Network Facility Profile Analysis

Legend

High Risk Network Facility Tier

- Critical
- High

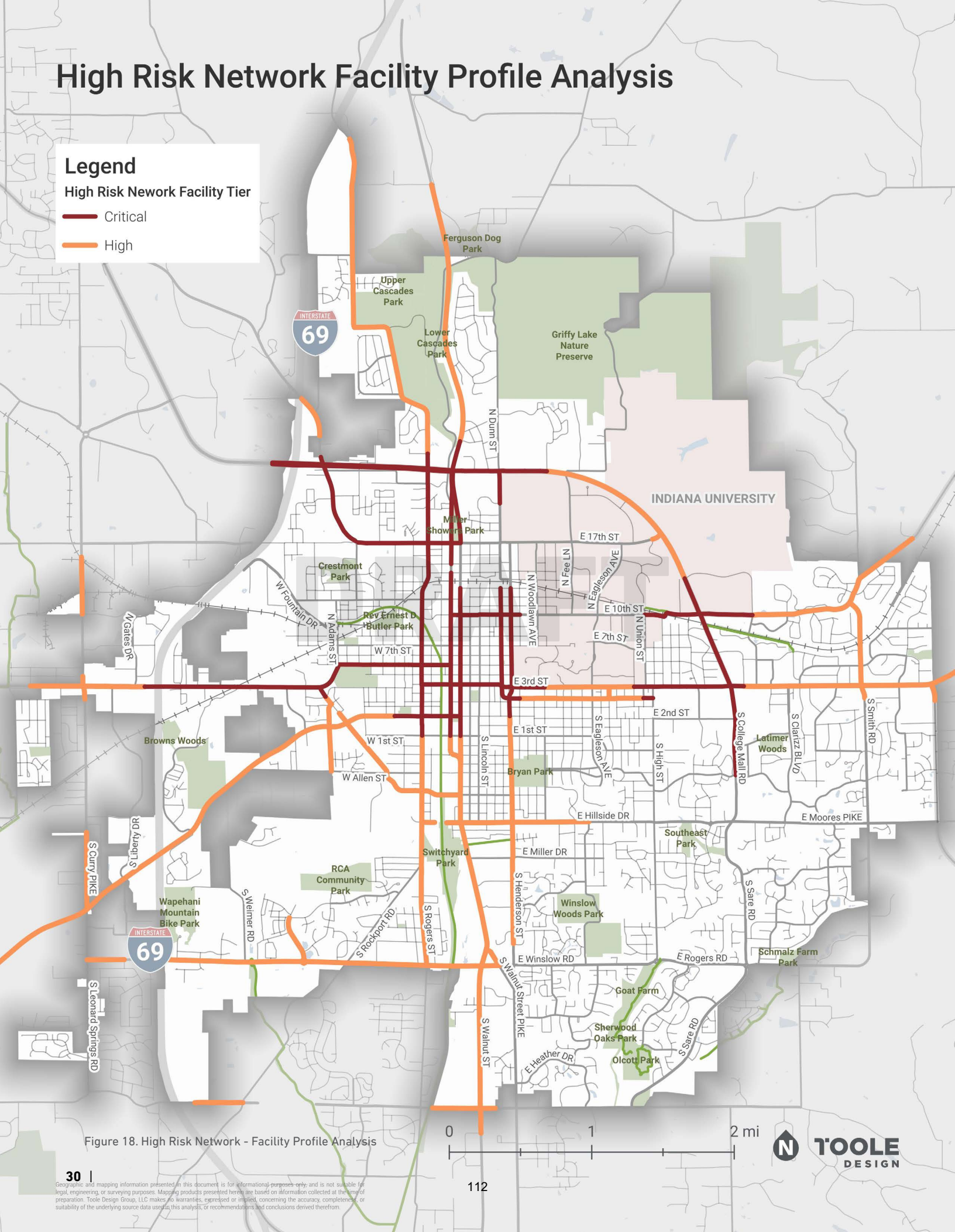


Figure 18. High Risk Network - Facility Profile Analysis

Voices of Bloomington

People's feelings and opinions around street safety are formed through a combination of personal experience, conversations and stories within their communities, and perceptions. It's invaluable to understand these feeling and thoughts about street safety because any recommendation or project that results from this plan will aim to not only factually improve the safety of Bloomington's streets, but also increase people's feelings of safety as they walk, bike, roll, ride a scooter, drive, or take transit around the city.

A wide variety of public engagement opportunities were provided to gather residents' thoughts and opinions on transportation safety in Bloomington as part of this project. Over 400 residents submitted more than 1,000 unique responses via an interactive webmap, and nearly 2,000 additional residents participated in a one-week citywide public participation blitz that included 13 pop-up stations, three evening events, eight classroom visits, walking tours, and public meetings at various locations throughout the City. These strategies were designed to hear from a wide variety of Bloomington's residents, with intentional efforts made to get feedback from those that are overrepresented in traffic crashes but often underrepresented in public engagement efforts – youth and seniors, low-income individuals, people who walk and bike, and People of Color.

This public outreach was complemented by a project steering committee that was made up of members of different City commissions (Parking, Community Accessibility, Bicycle and Pedestrian Safety, and Traffic), City Council, and MPO staff. Project staff meet with this group regularly during the project at key decision points to get feedback and recommendations for going forward. More detail on the engagement efforts can be found in **Appendix B: Public Engagement Overview**.

While the project team had various conversations on a wide array of topics during our engagement effort, a few important themes stood out that were invaluable as we created this plan's recommendations:

- **Distracted driving and people driving too fast were, by far, the top two factors that make people feel unsafe on Bloomington's streets.** These factors were followed by people not yielding at intersections and the lack of safe places for bicyclists. It should be noted, however, that different locations resulted in different distributions of responses. For example, at a pop-up held at Tri-North Middle School, a much higher percent of participants selected "fear of physical or verbal harassment" as one of their top concerns. This variation is likely due to middle school students mostly being on foot, bike, or scooter and, in general, feeling threatened by adults.

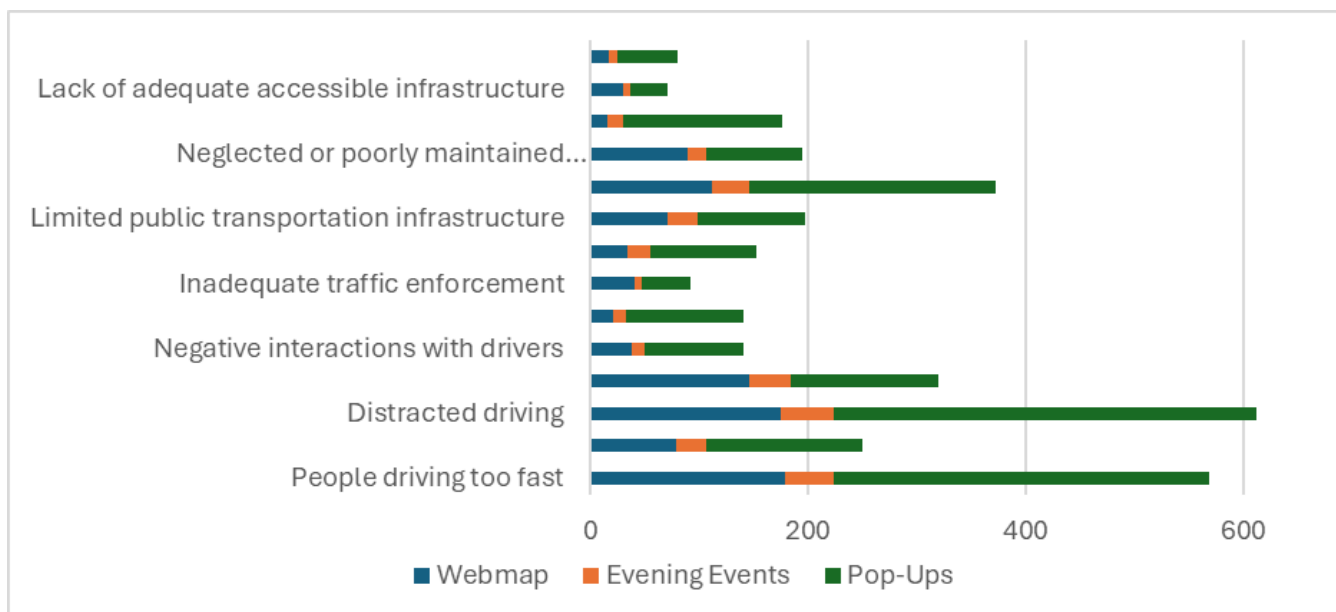


Figure 19. Responses to "What are the top three things that make you feel unsafe on Bloomington's Streets?"

• **Residents think it is very important to invest in a safe and comfortable transportation system. Nearly all participants answered "very important" to our posed question. Very few selected "not important" as their answer.**

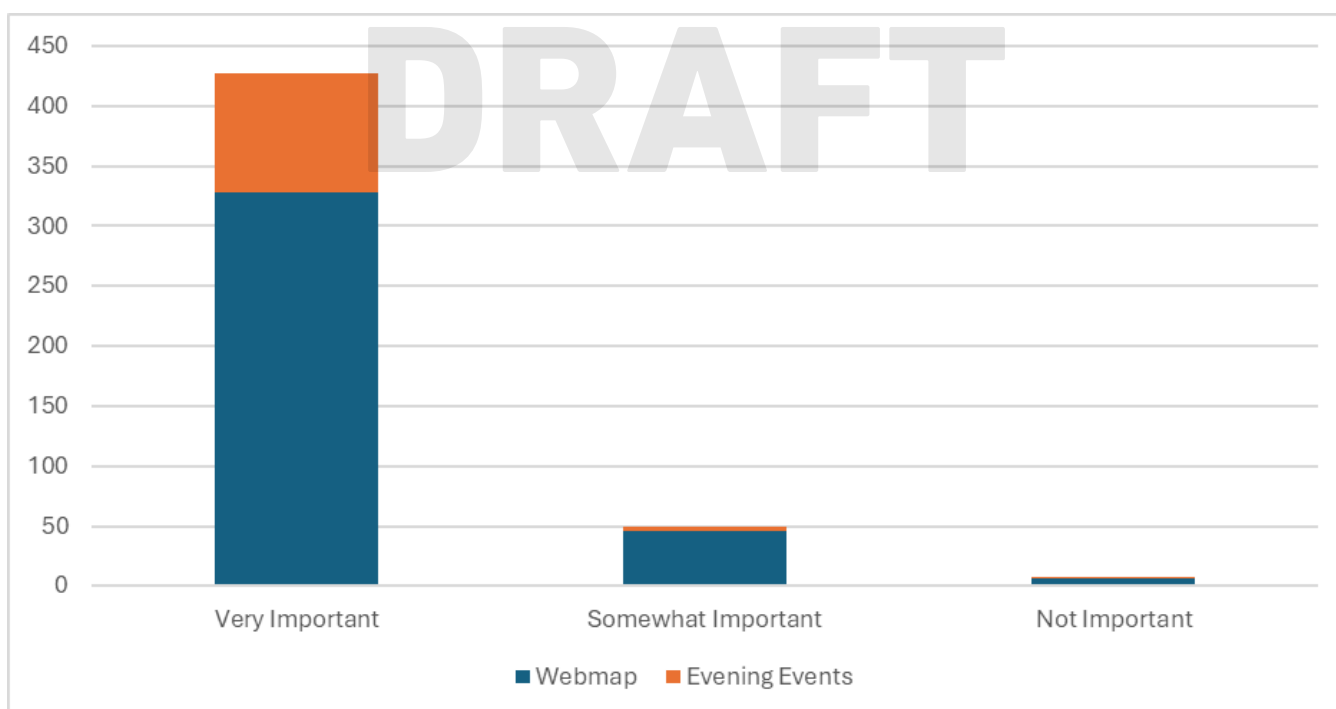


Figure 20. Responses to "How important do you think it is to invest in a safe and comfortable transportation system in Bloomington?"

• **Most residents are willing to make trade-offs for the sake of safety** That said, many participants admitted that they don't usually drive at or below the speed limit which shows that people are in support of safety, in theory, but may need more than a speed limit to encourage them to drive at safe speeds.

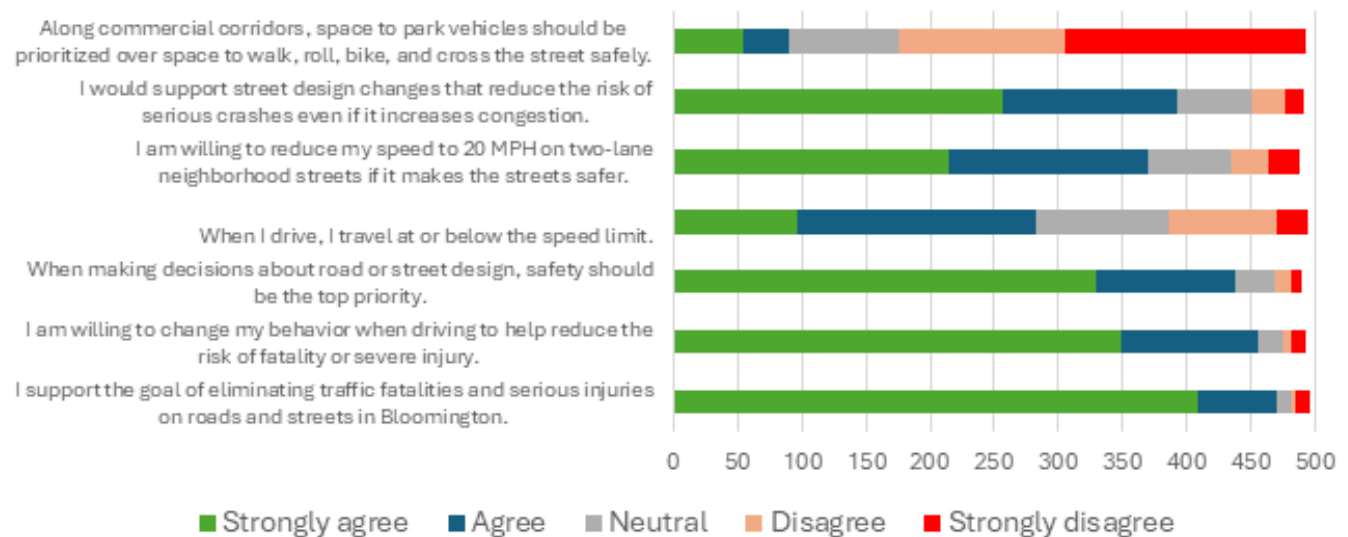


Figure 21. Results to tradeoff questions

• **The feelings of safety differ dramatically depending on how one navigates the City.** In general, respondents felt safe while driving or on transit. Walking was the next “safest,” with a very small amount of respondents saying it feels “very unsafe.” Feelings of safety dramatically dropped from there with less than a quarter of people feeling safe while biking or in a wheelchair. Notably, nobody responded that they felt “very safe” on a scooter.

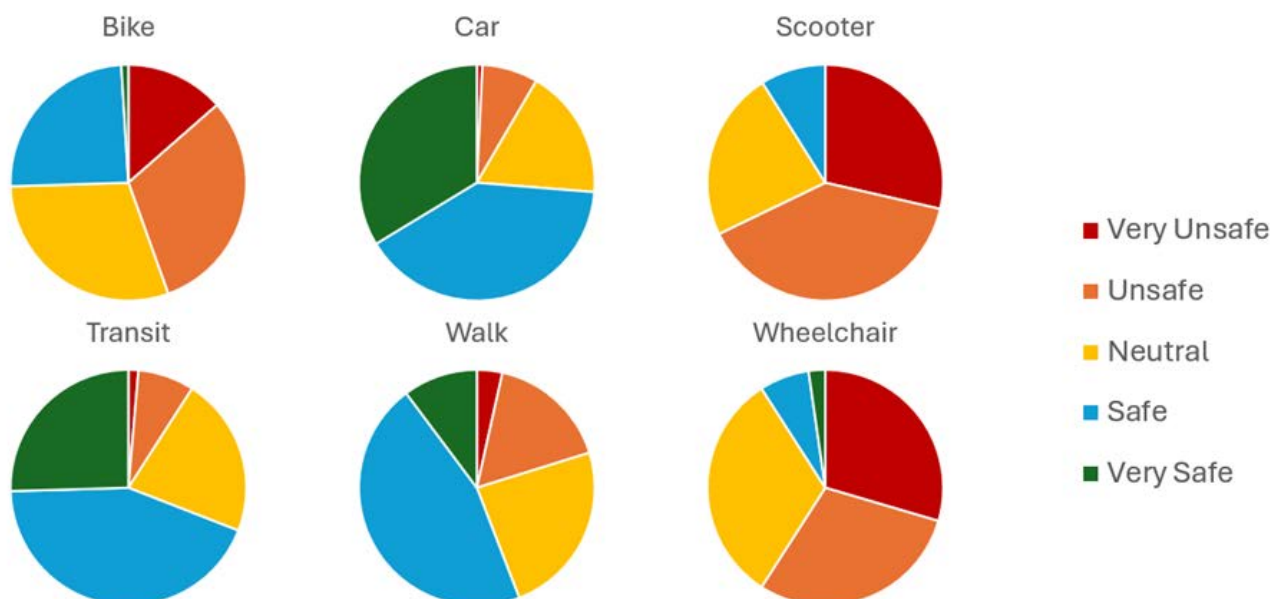


Figure 22. Responses to “Generally, how safe do you feel traveling around Bloomington walking, rolling, biking, scooting, driving, or taking transit?”

• **More separation between modes makes everybody feel safer.** Respondents that walk or bike want more separation between them and vehicles, better maintained facilities, and more sidewalks, bicycle lanes, or trails in the community. For people biking, more secure bicycle parking and better wayfinding were also common selections. For pedestrians, participants selected better lighting and more accessible infrastructure as items that would make them feel safer.

Interestingly, participants selected “more space separating people bicycling from car traffic” and “better road maintenance” as the top two items that would make them feel safer while driving, which is nearly identical to the responses of pedestrians and bicyclists. Reducing driving speeds using speed bumps or lane reductions, and better or more visible signs were the next most common answers.

For transit riders (which had less responses than questions for walking, rolling, biking, and driving), participants highlighted improvements at transit stops, especially adding more pedestrians’ crossings and/or signals near stops. Adding more shelters was the second most common choice, followed by the desire to increase lighting around transit stops.

What would make you feel safer when walking or rolling?	# of Responses
More space separating people walking from car traffic	402
More sidewalks or trails	267
Better maintenance of sidewalks and trails	241
Better lighting of sidewalks, trails, and roads	176
More accessible infrastructure (curb-ramps, wheelchair access, wider sidewalks, etc.)	113
Additional signs or signals at intersections	94
Additional police presence	51
Other	48
Better wayfinding so I know where to go	21

What would make you feel safer when biking?	# of Responses
More space separating people bicycling from car traffic	243
More bicycle lanes or trails in the community	236
Better maintenance of bicycle lanes and trails	136
More secure bicycle parking	91
Additional signs or signals at intersections	82
Better lighting of trails and roads	73
Other	44
Better wayfinding so I know where to go	26
Additional police presence	19

What would make you feel safer when driving?	# of Responses
Better road maintenance	235
More space separating people bicycling from car traffic	219
Increased street lighting	153
Reducing driving speeds using speed bumps or reducing the number of lanes	134
Lowering speed limits	130
Better or more visible signs so I know where to go	106
Other	78
Additional police presence	64
Increasing the number of traffic signals	36

What would make you feel safer when taking transit?	# of Responses
Adding more shelters at transit stops	151
Increasing lighting around transit stops	145
Having more pedestrian crossings and/or signals near transit stops	133
More route information so I know where to go	117
Additional signs or signals at intersections	82
Better lighting of trails and roads	73
Other	44
Better wayfinding so I know where to go	26
Additional police presence	19

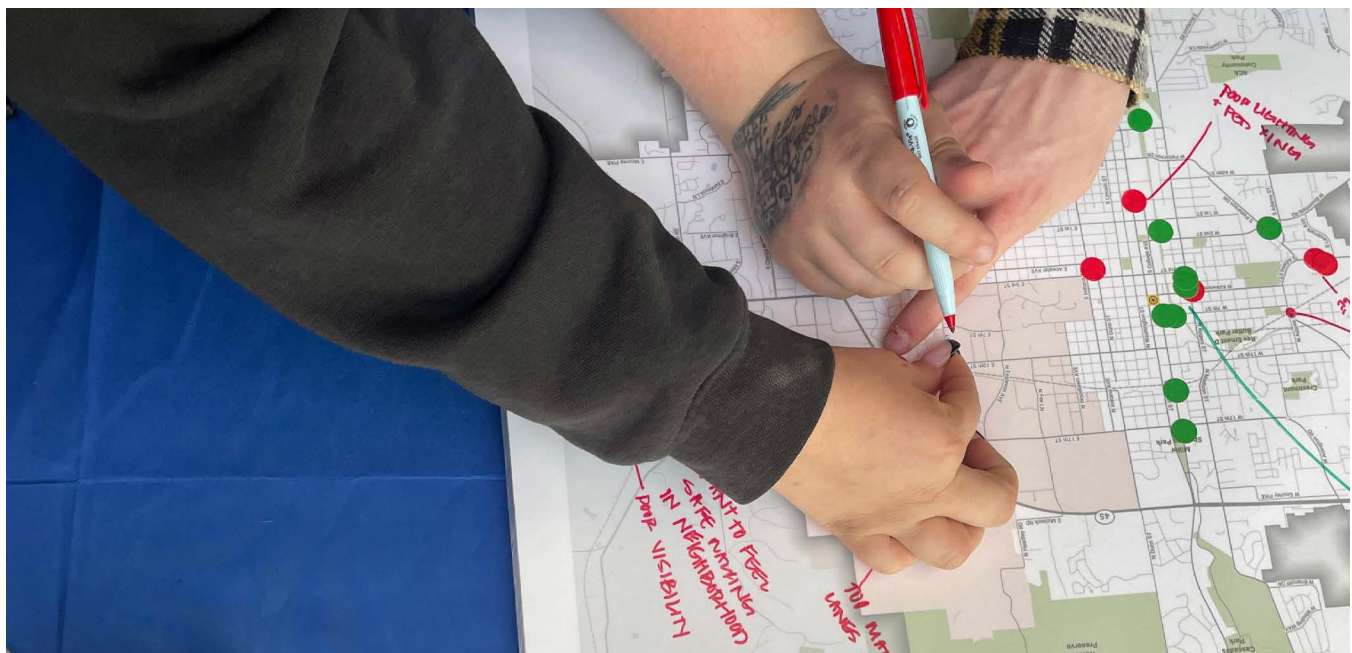


Community Members Discussing Their Safety Concerns at a Pop-Up Location

• **The presence of walking and cycling facilities, such as sidewalks, bicycle lanes, and crossings, make a location feel safe. Fast driving speeds are the top reason areas feel unsafe.** Respondents feel safe near the B-Line Trail or 7-Line, and other places where there are many other pedestrians and bicyclists (e.g. Switchyard Park, Bryan Park, Kirkwood St.). Respondents identified arterial and collector roadway segments (such as College Avenue, Walnut Street, and East 3rd Street) and areas where a higher degree of bicycle and pedestrian traffic occurs (adjacent to downtown and Indiana University) as areas where they feel unsafe.

"This Location is Safe Because"	Count	"This Location is Unsafe Because"	Count
There are bicycle lanes or space for bicyclists	79	People drive too fast	392
There are sidewalks	74	Drivers do not pay attention	324
There are a lot of other people walking or biking	66	There are no safe places for people walking, biking, or rolling to cross the street	219
People drive at the speed limit or slower	41	There are no bicycle lanes or space for bicyclists	189
There are safe crossings	40	There are no or inadequate sidewalks	189
Drivers are paying attention	35	Other (please specify below)	185
There is good lighting at night for pedestrians or bicyclists	22	There are too many cars on the road	177
Other (please specify below)	18	I have experienced personal safety or harassment at this location	110
		There is not enough lighting at night for pedestrians or bicyclists	84
		There is not enough lighting at night for driving	45
Total	375	Total	1,914

Table 2. Summary of safe and unsafe location webmap attributes



Community Members Noting Safe and Unsafe Locations at a Public Open House

| Getting To Zero

It's one thing to know what the issues are and where they are happening. It's another thing to know what to do and how to act. Bloomington is ready to act.

This section outlines the commitments the City of Bloomington will do to make our streets safer for everybody. The actions are organized into four categories:

- Funding and Staffing
- Community Engagement and Equity
- Policies, Processes, and Government Structure
- Safety Studies and Infrastructure

The tables on the following pages have prioritized the actions associated with these categories into three timeframes:

1. Immediate or Short Term (2024-2027)
2. Medium Term (2028-2034)
3. Long Term (2035-2039)

Each action includes an interim goal year, identified lead(s), and resources needed to complete the action. These actions and strategies should be reviewed and revised regularly to ensure that the Bloomington's goal to eliminate fatal and serious injury roadway crashes by 2039 will be achieved.

These strategies and implementation actions will only occur when and where appropriate based on further analysis, engineering design, and environmental assessment. Implementation will also be dependent on staffing, financial, partnership development, and other constraints so while the City will make every effort to implement that following actions, other contributing factors will need to be accounted for. **Additional staffing hires and significant investment in infrastructure planning and construction funding levels will be needed to meet the City's goal.**

Please note that all costs and funding amounts shown in the following section are estimated costs using 2024 dollars. Amounts should be taken as a starting point for budgeting purposes only and should be updated by City staff for inflation and for the exact scope developed for each item. Additional information and assumptions listed are given to assist the City with future scoping and delivery items only. The team developing this action plan is not responsible for the accuracy of the numbers provided herein.

Immediate or Short Term Action Items (2024-2027)

Funding & Staffing

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
FS1	Increase City engineering, planning, and public works staffing levels to support implementation of safety improvements	2025	Engineering, Planning, Administration	Additional staffing (see items noted for additional staffing)
Additional information: <ul style="list-style-type: none"> Consider hiring permanent staff in place of consultants to reduce estimated costs reported elsewhere in this document." 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
FS2	Establish permanent local funding for safety and speed studies, low-cost implementation projects, and regular maintenance of safety infrastructure	2025	Engineering, Planning, Administration	"Funding (Suggest to start with \$500,000 in 2025)"
Additional information: <ul style="list-style-type: none"> Revisit funding levels as projects are designed and implemented. Safety infrastructure is defined as infrastructure related to safety enhancement demonstration projects (such as flexible delineators, paint, hardened centerlines, and removable speed humps) and permanent direct safety implementation items (such as RRFBs, crosswalk signing, and pavement markings)." 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
FS3	Evaluate individual property owner contributions for sidewalk maintenance, traffic calming, street reconstructions, and other safety improvements	2025	Engineering, Planning, Public Works, Administration	Consider funding shifts to other sources, such as City tax levy
Additional information: <ul style="list-style-type: none"> Currently, individual fronting property owners contribute funding toward improvement projects (sometimes referred to as "special assessments"). This funding mechanism may be inequitable, particularly toward lower- and fixed-income residents, and may contribute to lack of public momentum for needed projects. Adjusting funding for projects to the community at-large (via tax levy) or to a region of the community (via transportation improvement districts or similar, if allowed by the state) decreases financial strain on particular properties when projects occur on adjacent roadways, and it allows more users who benefit from the improvement to share the cost." 				

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
FS4	Establish transparent Capital Investment Program funding programming process	2025	Engineering, Planning, Public Works, Administration	None
<p>Additional information:</p> <ul style="list-style-type: none"> Currently, there is not a transparent, data-driven process for prioritizing Capital Improvement Projects. Utilize the project prioritization in this report combined with infrastructure maintenance and preservation needs to develop funding levels and capital improvement plan. Include regular funding for maintenance and replacement of safety infrastructure, sidewalks, trails, and bikeways." 				

Community Engagement & Equity

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
CEE1	Develop a Community Engagement Plan for safety implementation projects	2025	Engineering, Planning, Administration	Planning staff; potential extra funding for compensation of community partners
<p>Additional information:</p> <ul style="list-style-type: none"> Integrate language that communicates safety goals into public outreach. Establish regular targeted outreach to various neighborhood and civic groups to collect feedback on transportation safety issues (examples include neighborhood groups, advocacy organizations, IU students and staff, and religious organizations). Utilize existing events to promote safety messaging and collect feedback (examples include Bloomington Community Farmers' Market, annual City festivals, etc.) Include set goals, engagement strategies, community partners, engagement timelines, and methods for integrating feedback into the project. Establish a scale to determine dollar amount or impact level that requires certain strategies. Establish a system to communicate materials to the public virtually (via website, social media, email newsletter, etc.), printed (at daily destinations, in the right of way, at public buildings, etc.), and in media (newspapers, online alternative news sources, television, radio, etc.) to all types of transportation users Provide materials in other languages (Spanish at a minimum and consider other languages as needed). Consider creation of a program to involve community members, groups, and organizations in conducting and participating in engagement efforts. Consider establishing community ambassadors to employ for engagement efforts, and establish funding source to provide fair compensation and necessary resources for ambassadors. Collaborate with local groups and advocates for walking, biking, and vulnerable road user groups to expand the reach of SS4A effort, including collaborating to host events that promote and advocate for walking, biking, rolling, or taking transit. 				

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
CEE2	Invest in a public communication campaign to shift culture toward multimodal travel and educating transportation users about safety in all modes of travel	2026	Engineering, Planning, Transportation Demand Manager, Administration	Planning staff
Additional information: <ul style="list-style-type: none"> Includes education about crash factors, safety data, benefits aside from traffic safety (such as physical health, personal safety, air quality, economic and health disparities, etc.). Includes information and training to local media around understanding crash data, minimizing victim blaming, and high-level understanding of SS4A efforts. 				

Policies, Processes, and Government Structure

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS1	Create an Advisory Transportation Commission to review and approve all transportation facility projects, including safety implementation projects.	2024	Planning, Engineering	Additional staffing may be required to coordinate commission duties
Additional information: <ul style="list-style-type: none"> Intended to provide a single commission review process for transportation projects to streamline City business and to create accountability for review of safety in each project. This committee should review all public- or private-led projects by any City department, other governmental agency, property owner, developer, utility, or other party that has a project that affects the City's transportation system. Review must include analysis of safety impacts (during construction and following construction) and provide recommendation for approval, modification, or denial to deciding body or staff. Submitting party should provide analysis of potential alternatives for all transportation facility projects that includes Safe Systems approach, Vision Zero, Complete Streets, and Safe Routes to School analysis for all studied alternatives. Document this analysis in a Safe Systems design alternatives report to include within a project's Engineer's Report (or similar) that is included in the project review and approvals process. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS2	Analyze City staff and department structure to provide holistic response to safety needs and realize efficiencies in staff and other resources.	2025	Planning, Engineering, Public Works, Administration	None
Additional information: <ul style="list-style-type: none"> Intended to determine if existing government structure is effective at championing study and implementation of safety on the City's transportation system or if combining or restructuring departments (particularly the Planning and Transportation, Engineering, and Public Works departments) will result in a more efficient and effective delivery of the action items in this report. 				

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS3	Modify existing fatal crash analysis structure	2025	Engineering (development); Engineering, Planning, Fire, Police (participation)	Additional staff position (engineering) to review data, coordinate meetings, and report findings
Additional information: <ul style="list-style-type: none"> Schedule a regular (monthly or quarterly as needed) meeting with engineering, planning, fire, police, EMS, other jurisdictions (INDOT, Monroe County), and public health professionals to analyze contributing factors and identify potential short- and long-term solutions to address crash causes. Expand to include serious injury crashes as staffing allows. Provides brief report on crash data and findings to Advisory Transportation Committee (see PPGS1) 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS4	Develop and/or revise City standard details for driveways, sidewalks, bikeways, etc. that integrate Safe Systems Approach design principles	2025	Engineering	Funding (\$50,000 estimated consultant cost)
Additional information: <ul style="list-style-type: none"> Add standard details for sidewalks, driveways, bikeways, RRFBs, traffic signals, safety countermeasures provided in Appendix C: Safety Countermeasure Cut Sheets, etc. that currently do not exist but contribute to safety for all transportation users. Revise existing details (such as pavement markings) to reflect latest safety research and data. For example, increase lane line striping to 6" width and default to continental/block, "ladder", or other high-visibility crosswalk striping. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS5	Revise land use and zoning standards to support transportation safety	2025	Planning	Planning staff
Additional information: <ul style="list-style-type: none"> Promote redevelopment and new development that encourages slow vehicle speeds, mode shift to non-personal vehicle transportation, and funds adjacent transportation safety projects. Utilize development opportunities to meet other goals, such as filling in sidewalk gaps, intersection improvements, and road diets. Utilize proactive land use planning, such as small area plans, to inform potential developers of future land use intent. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS6	Develop appropriate truck turning standards and evaluate existing roadway system for excessive curb radii	2025 (development), 2027 (evaluation)	Engineering	Additional Engineering staff
Additional information: <ul style="list-style-type: none"> Evaluate appropriate design vehicles and accommodation/control vehicles for various street typologies from the 2019 Transportation Plan and surrounding land use context. Identify areas with excessive curb radii, roadway/lane widths, etc. based on AutoTURN or other truck turning software following established design and control vehicle standards. 				

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS7	Enhance robustness of crash data by improving quality and consistency of crash reporting and by collaborating with EMS, hospital, and trauma facilities to identify instances of potential crash underreporting	2026	Planning, Police, Engineering, Fire	Staff member to facilitate coordination and communication
Additional information: <ul style="list-style-type: none"> Historical crash data for Indiana has been challenging to analyze and compare. Historically marginalized communities may avoid reporting injury crashes to law enforcement but likely will seek medical attention for injuries. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS8	Identify criteria or universal adoption of signal-related pedestrian and bicycle safety improvements	2026	Engineering	Funding (\$5,000 estimated consultant cost)
Additional information: <ul style="list-style-type: none"> Examples include No Turn on Red, Leading Pedestrian and/or Bicycle Intervals, Pedestrian Scrambles, and Rest-In-Red. Prioritize implementation on high priority areas and all new signal installations 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS9	Evaluate transit availability, routing, incentives, and usage to promote mode shift from personal vehicles to transit.	2027	Planning, Transit, Transportation Demand Manager	Funding (\$250,000 estimated consultant cost for evaluation)
Additional information: <ul style="list-style-type: none"> Consider additional incentives, such as free or reduced fares to select groups or all riders, to encourage transit usage during events and for commuting. Continue to promote transit usage for City employees, and consider expanding further to additional employers. Study proactive expansion of the transit system through additional routes and/or reducing headways to enhance desirability of transit usage, including mid-day, night, and weekend service. Enhance accessibility of system (shelters, boarding zones) to ensure availability to all users regardless of physical ability. Increases potential for mode shift away from personal vehicles and toward transit, reducing system kinetic energy and helping the City meet climate goals. Focus first on filling gaps in the sidewalk network between ends of two existing sidewalks before adding sidewalks to areas where they do not currently exist. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS10	Prepare an annual report highlighting progress made toward zero deaths/serious injuries goal, and present to City Council and Advisory Transportation Commission	2025	Planning	Funding (\$5,000 estimated consultant cost to establish report template)
Additional information: <ul style="list-style-type: none"> Also post to City website, social media, and in locations accessible to the public. 				

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS11	Explore establishing a citywide 20 mph speed limit and/or slower speed zones in school areas.	2025	Planning	Funding (\$5,000 estimated consultant cost for background information report)
Additional information: <ul style="list-style-type: none"> Other slower speed zones, such as neighborhood slow zones, may also be considered as part of this effort. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS12	Identify and develop prioritization plan for eliminating sidewalk and bikeway gaps and reducing barriers to use.	2026	Planning	Funding (\$25,000 estimated consultant cost to complete)
Additional information: <ul style="list-style-type: none"> Use available city data and public input to prioritize improvements. Prioritize construction of at least one side of sidewalk where none currently exist and to fill in gaps in existing sidewalks. Where available right of way and roadway geometrics allow, provide physical horizontal and vertical separation between roadway and sidewalk/bikeway. Increases potential for mode shift away from personal vehicles and toward active transportation, reducing system kinetic energy and helping the City meet climate goals. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS13	Analyze sight distance and visibility of all roadway users at intersections and midblock crossings.	2027	Engineering	Additional Engineering staff
Additional information: <ul style="list-style-type: none"> Coordinate with Public Works staff to remove any barriers to sight distance within the City's control (such as low-hanging tree branches and vegetation). Develop a list of items within the property of others (such as private property owners) and items by others within City right of way (such as utility poles and boxes) that block visibility. Begin coordination with such parties to remove such obstacles. Update City code to include clear sight distance requirements. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS14	Train all planning, engineering, and other appropriate staff in Safe Systems Approach topics to ensure a culture of safety among City staff charged with implementation of the adopted goal	2026	Planning (development)	Funding (\$10,000 estimated consultant cost for developing training materials and one round of delivery)

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS15	Develop Safe Routes to School Program for all public and private preschools, elementary schools, middle schools, and high schools within City limits.	2026	Planning	Funding (\$75,000 estimated consultant cost for developing plan)
Additional information: <ul style="list-style-type: none"> Intended to provide extra prioritization to improvements within school walksheds. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS16	Evaluate equity in application records and project selection process in existing City programs.	2026	Planning	Funding (\$25,000 estimated consultant cost for analysis)
Additional information: <ul style="list-style-type: none"> Includes Sidewalk Repair Assistance program, Traffic Calming program, Neighborhood Greenways program, and others as needed. Conduct outreach to confirm Priority communities have the resources to apply to these programs, and provide resources as needed to address any barriers or shortfalls for these communities. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS17	Develop list of City advocacy items targeted toward state decision-makers and pursue lobbying or other advocacy for these items	2025	Planning	Lobbyist
Additional information: <ul style="list-style-type: none"> Examples include support for automated speed enforcement camera authorizing legislation, automated red light enforcement authorizing legislation, and expansion of extraterritorial zoning to include approval of transportation facility construction standards. 				

Safety Studies and Infrastructure

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI1	Undertake corridor-wide safety analysis and project planning efforts on at least one large (greater than 1 mile) corridor or multiple smaller corridors per year.	2025-2039	Planning	Funding (Cost varies by corridor; suggest beginning with \$250,000 per year adjusted for inflation)
<p>Additional information:</p> <ul style="list-style-type: none"> Suggested to follow prioritization scoring within this report. The top 4 scoring corridors that are not currently under evaluation at the time of this report (excluding INDOT highway corridors) are: <ul style="list-style-type: none"> E/W 3rd Street (Jackson Street to SR 46)/Atwater Avenue (Dunn Street to Mitchell Street) College Mall Road (E 3rd Street to Covenanter Drive) W 3rd Street (I-69 to Kirkwood Avenue) Dunn Street (E 3rd Street to E 10th Street) Prioritization may be adjusted to take advantage of adjacent land use changes, additional public and private funding (grants, partnerships, etc.), projects initiated by other jurisdictions (such as INDOT), and other factors as deemed advantageous by City staff. 				

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI2	Study appropriate rapid-implementation, low-cost safety countermeasures at all intersections along the High Priority Network, and design and implement countermeasures at half of the High Priority Network intersections as appropriate	2025 (study); 2026 (design and implementation)	Engineering	Funding (Cost varies by int.; suggest budgeting \$500,000 per intersection for planning and design, \$1,600,000 for implementation)
<p>Additional information:</p> <ul style="list-style-type: none"> Assumes that not all intersections on the High Priority Network will be appropriate for rapid-implementation countermeasures. Assumes paint/post type curb extensions at 4 corners of a typical intersection or median refuge island on 4 legs of a typical intersection at approximately 150 intersections. Estimate does not include adjustments to traffic signals (head moves, additional heads, timing adjustments, left-turn phasing changes, etc.). Estimate assumes no ADA improvements are triggered with rapid-implementation measures, no modifications needed to public or private utilities, and no right of way or easement purchases required. Minor adjustments to signing (such as additional no parking signing) included, but larger scale replacement of signing (such as replacement of all stop signs at the intersection) not included." 				



Rapid Implementation Pedestrian Crossing With Curb Extensions Recently Installed at College Ave and 14th St

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI3	Conduct before and after analysis of safety improvements, especially rapid-implementation improvements, to assess effectiveness and refine existing and future applications	2026 (development), Ongoing (implementation)	Engineering	Intern or EIT position to do analysis and develop report on results
Additional information: <ul style="list-style-type: none"> Intended to evaluate both past permanent countermeasure installation to ensure effectiveness and to evaluate rapid-implementation items to determine whether to install on a permanent basis." 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI4	Pursue funding (or procure locally) and design permanent safety countermeasures at up to 50 intersections (to be constructed in action item XXXX).	2027	Engineering	Funding (Approx. design cost \$750,000) and additional Engineering staff to administer
Additional information: <ul style="list-style-type: none"> Assumed to be designed with local funding (typically, federal grant funding does not cover design work prior to execution of a grant agreement). To be constructed in medium-term action item SSI19. Assumes treatments limited to retrofit type items such as curb extensions or pedestrian refuge crossings and any minor utility adjustments required by such improvements. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI5	Initiate discussion with INDOT regarding improvements to state highway facilities.	2025	Engineering, Planning	None
Additional information: <ul style="list-style-type: none"> This item is only for coordination and discussion with INDOT. Corridor study, design, and construction of improvements assumed in medium-term and long-term action items. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI6	Design amount sidewalk and bikeway gap closures up to identified funding level	2027	Engineering	Funding (Suggest \$500,000) and additional Engineering staff to administer
Additional information: <ul style="list-style-type: none"> This item is only for design of closure of sidewalk and/or bikeway gaps. Construction will follow in medium-term and long-term action items. Use prioritization plan in PPGS12 to determine which gaps to design. 				

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI7	Implement lighting improvement program for intersection visibility and personal safety	2027 (development); Ongoing (implementation)	Engineering, Planning, Public Works	Funding (\$150,000 estimated consultant cost for analysis; suggest \$250,000 annually for implementation) and additional Engineering staff to administer

Additional information:

- May require UDO update to allow for appropriate lighting types and levels.

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI8	Develop Road Safety Audit materials, checklists, etc. for use in execution of proactive and reactive Road Safety Audits, and conduct Road Safety Audits on at least 2 additional 1-mile corridors by the goal year	2027	Engineering	Funding (\$10,000 estimated consultant cost for development of materials; \$200,000 for conducting audits)

Additional information:

- Staff time also required to participate in Road Safety Audit process.
- Road Safety Audit materials could be repurposed from existing materials readily available developed by others.

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI9	Develop long-range capital planning (10+ years, ideally through safety goal year) to coordinate safety improvements with other capital needs (such as pavement preservation and underground utility replacements) to achieve future project cost savings	2026	Planning, Engineering, Public Works, Parks, Administration, Office of The Controller	None

Additional information:

- Significant additional study may be needed to project City infrastructure preservation and replacement needs in the future if such information does not currently exist (would require significant additional funding for study)."

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI10	Complete design and construct College Avenue/Walnut Street project	2027	Engineering	Design and construction funding (to be determined based on cost estimate for the project)

Additional information:

- 48 • Secure local and/or federal funding to construct identified improvements to College Avenue and Walnut Street.

Medium Term Action Items (2027-2034)

Policies, Processes, and Government Structure

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS18	Catalyze redevelopment of land use along HPN corridors from unsupportive to supportive of safety enhancement and multimodal mobility	2030 (first corridor), Ongoing thereafter	Planning	Further analysis needed of funding or other resources
<p>Additional information:</p> <ul style="list-style-type: none"> Exact mechanisms to catalyze land use shifts to be determined based on corridor. Examples could include zoning changes, tax increment financing, public or non-profit land banking, etc. <p>Goal year does not indicate that land use on a corridor will completely change by the goal year but rather all redevelopment incentives are in place and redevelopment has begun occurring along the corridor."</p>				



Compact Intersections with Buildings Close To The Street Make Walking More Comfortable.

Safety Studies and Infrastructure

Continuation of Short-Term Items:				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI1 (Cont.)	Undertake corridor-wide safety analysis and project planning efforts on at least one large (greater than 1 mile) corridor or multiple smaller corridors per year.	2025-2039	Planning	"Funding (Cost varies by corridor; suggest beginning with \$250,000 per year adjusted for inflation)"
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI3 (Cont.)	Conduct before and after analysis of safety improvements, especially rapid-implementation improvements, to assess effectiveness and refine existing and future applications	2026 (development), Ongoing (implementation)	Engineering	Intern or EIT position to do analysis and develop report on results
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI7 (Cont.)	Implement lighting improvement program for intersection visibility and personal safety	2027 (development); Ongoing (implementation)	Engineering	Funding (Suggest \$250,000 annually for implementation)
New Medium-Term Action Items:				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI11	Implement annual program for addressing sight distance issues beyond those easily correctable by Public Works staff	2028-2039	Engineering	Funding (Suggest \$200,000 annually)
Additional information: <ul style="list-style-type: none"> Intended to provide funding to move utility poles/boxes, landscaping, and other items that are obscuring necessary sight triangles at intersections. Revisit funding annually to determine appropriate budget level to complete removal of sight obstructions by zero deaths and serious injuries goal year. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI12	Reanalyze High Injury Networks every 5 years per SS4A program requirements	2029	Planning	Funding (\$50,000 estimated consultant cost)
Additional information: <ul style="list-style-type: none"> Estimate includes only reanalysis of the High Injury Network and project management. Cost does not include full redevelopment of a new SS4A Action Plan. 				

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI13	Construct designed sidewalk and bikeway gaps in item SSI6	2028	Engineering	Funding (Approx. \$3.5 million construction and engineering cost)
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI14	Design additional sidewalk and bikeway gap projects per funding level budgeted	2028 (begin); Ongoing thereafter	Engineering	Funding (Suggest \$200,000 annually)
Additional information: <ul style="list-style-type: none"> City staff should evaluate budgeted amount to determine if it is adequate to achieve the goal of closing all sidewalk and bikeway gaps by the zero fatalities and serious injuries goal year. Adjust budget as needed. This action item is intended to be a standalone project apart from other action items in this list, such as reconstructions of priority corridors. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI15	Lead corridor studies, preliminary, and final design of improvements to INDOT facilities (one per year beginning in 2029)	2029 (begin)	Planning, Engineering	Additional information needed to determine funding levels (INDOT cost participation, scope of improvements, etc.); Suggested budgeting \$1 million per year starting in 2029
Additional information: <ul style="list-style-type: none"> Assumption that City will need to lead the project development process but follow INDOT policies, procedures, etc. Refine budget amount when scope of improvements are identified. Funding amounts listed assume INDOT does not participate in cost sharing for these corridor studies and design efforts. 				

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI16	Complete preliminary and final design on projects with corridor studies developed in SSI1 at a rate of at least one per year. Construct with available local, partnership, and/or grant funding as available and applicable.	2028 (begin)	Engineering	Funding levels to be scoped through corridor planning efforts
Additional information: <ul style="list-style-type: none"> Exact funding amounts cannot be estimated at this time due to unknowns of project scope, termini, timing, etc. Per mile costs for resurfacing and reconstruction costs can be based on past bid experience or on general resources such as the Status of the Nation's Highways, Bridges, and Transit report produced by FHWA. See Exhibit A-6 in 25th edition of the Status of the Nation's Highways, Bridges, and Transit for FHWA assumed costs per lane mile as of the time of creation of this report. Typical design costs range from 10% to 15% or more depending on complexity and scale of the project." 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI17	Perform one additional 1-mile or longer Road Safety Audit per year (or multiple smaller corridors)	2028 (begin)	Engineering	Funding (Suggest \$100,000 annually)
Additional information: <ul style="list-style-type: none"> Evaluate funding amount annually to ensure funding levels contribute to meeting zero fatal and serious injury goal. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI18	Revisit prioritization of improvements annually based on funding, design constraints, High Injury Network updates, coordination with other projects, additional funding sources, etc.	2028 (begin), Ongoing thereafter	Planning	None
Additional information: <ul style="list-style-type: none"> Flexibility is encouraged if conditions, analysis, funding sources, etc. change over time. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI19	Construct permanent safety countermeasures designed in item SSI4	2028	Engineering	Funding (Approximate construction cost: \$5 million)
Additional information: <ul style="list-style-type: none"> Suggested to pursue SS4A Implementation Grant funding to achieve this action item. 				

Long Term Action Items (2035-2039)

Policies, Processes, and Government Structure

ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS18	Catalyze redevelopment of land use along HPN corridors from unsupportive to supportive of safety enhancement and multimodal mobility	2030 (first corridor), Ongoing thereafter	Planning	Further analysis needed of funding or other resources
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
PPGS19	Confirm zero fatal and serious injury goal met or adjustment to goal. If goal is not met, reanalyze and adjust action plan items as needed to support expedited progress toward new goal.	2039	Planning	Funding (\$250,000 to complete new SS4A Action Plan if needed)
Additional information: <ul style="list-style-type: none"> Goal should strive to be met as much as possible. Adjustment of goal should only be necessary if unforeseen conditions arise to make goal unattainable in the time period forecasted. 				

Safety Studies and Infrastructure

Continuation of Medium-Term Action Items:				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI1 (Cont.)	Undertake corridor-wide safety analysis and project planning efforts on at least one large (greater than 1 mile) corridor or multiple smaller corridors per year.	2025-2039	Planning	"Funding (Cost varies by corridor; suggest beginning with \$200,000 per year adjusted for inflation)"
Additional information: <ul style="list-style-type: none"> Reevaluation of rate of corridor studies is encouraged in approximately year 2035 to determine if rate of studies and construction is sufficient to meet zero fatalities and serious injuries goal. 				
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI3 (Cont.)	Conduct before and after analysis of safety improvements, especially rapid-implementation improvements, to assess effectiveness and refine existing and future applications	Ongoing (implementation)	Engineering	Intern or EIT position to do analysis and develop report on results
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI7 (Cont.)	Implement lighting improvement program for intersection visibility and personal safety	Ongoing (implementation)	Engineering	Funding (Suggest \$250,000 annually)
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI16 (Cont.)	Perform one additional 1-mile or longer Road Safety Audit per year (or multiple smaller corridors)	2028 (begin)	Engineering	Funding (Suggest \$100,000 annually)
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI17 (Cont.)	Perform one additional 1-mile or longer Road Safety Audit per year (or multiple smaller corridors)	Ongoing	Engineering	Funding (Suggest \$100,000 annually)
ID	Description	Interim Goal Year	Who Is Responsible	Additional Resources Needed
SSI18 (Cont.)	Revisit prioritization of improvements annually based on funding, design constraints, High Injury Network updates, coordination with other projects, additional funding sources, etc.	Ongoing	Engineering	None

Safety Countermeasure Toolkit

To achieve zero roadway fatalities and serious injuries by 2039, the City of Bloomington will need to comprehensively address roadway safety issues in the region, starting with the priority corridors in Figure 25 and priority intersections in Figure 26. FHWA's Proven Safety Countermeasures are specific design or operational changes to streets that have been proven nationally to improve safety. Selection and design of safety countermeasures on every street project in the city should be decided through the lens of the Safe System Approach, so that if a crash occurs it will likely not result in a fatal or serious injury. Safety countermeasures should not be compromised or simplified during the design or construction phases. These modifications can reduce the level of safety for all road users.

A set of cut sheets describing each Safety Countermeasure are included in **Appendix C: Safety Countermeasure Cut Sheets**.

High Priority Corridors & Intersections

The actions defined in the previous sections will help to institutionalize the practices, policies, and programs that will make Bloomington's streets safer for all residents. These actions will be complemented by on-the-ground safety improvement projects that will be designed using Safe Systems principles and the Safety Countermeasures Toolkit, and informed by the crash factors we identified as part of our crash analysis and creation of the High Risk Network.

Eventually, the City hopes to address all the High Risk Network issues with improved design and practices, but we need to start somewhere. Using information from the crash analysis, community input, and best practices, the following corridors were selected as "Priority Corridors," meaning the City will focus on improving these roadways in the near term.

The streets and intersections shown on the priority corridors and priority intersections were scored using a combination of the following factors:

Intersections:

- Vehicle-only High Injury Network: calculated as amount of vehicle-only FSI crashes / highest intersection amount of vehicle-only FSI crashes X 20 points
- Vulnerable Road User High Injury Network: calculated as amount of VRU FSI crashes / highest intersection amount of VRU FSI crashes X 25 points
- High Risk Network:
 - One or more roadway legs on Critical All-Users High Risk Network: 20 points
 - One or more roadway legs on High All-Users High Risk Network: 10 points
 - No roadway legs on High or Critical All-Users High Risk Network: 0 points
 - Intersections with roadway legs on both High and Critical All-Users High Risk Network received 20 points
- Equity (Bloomington MPO EJ Mapping)
 - Intersection bordering or within "High Concentration of EJ Populations": 15 points
 - Intersection bordering or within "Medium-High Concentration of EJ Populations": 7.5 points
 - Other intersections: 0 points

- Public Input (Online Webmapping + In-Person Safety Week Activities)
 - Intersection received 6+ negative comments: 20 points
 - Intersection received 4-5 negative comments: 15 points
 - Intersection received 2-3 negative comments: 10 points
 - Intersection received 1 negative comment: 5 points
 - Intersection received no negative comments: 0 points
- All intersections with one or more INDOT-controlled legs separated from prioritization scoring
- Maximum score possible: 100 points
- Maximum score achieved: SR 45/46 at College Avenue/Walnut Street (82 points)
- Maximum score achieved at City-controlled intersection: College Avenue and W 3rd Street (68 points)
- Scoring tiers:
 - Highest: Scores above 40
 - High: Scores between 26 and 40
 - Medium: Scores between 18 and 25
 - Medium-Low: Scores between 1 and 17
 - Low: Intersections not scored assumed to be low due to not being on high injury or high risk networks

Corridors:

- Vehicle-only High Injury Network: calculated as max segment vehicle-only FSI crash score / highest max segment vehicle-only FSI crash score X 20 points
- Vulnerable Road User High Injury Network: calculated as max segment VRU FSI crash score / highest max segment VRU FSI crash score X 25 points
- High Risk Network:
 - Roadway corridor on Critical All-User High Risk Network: 20 points
 - Roadway corridor on High All-User High Risk Network: 10 points
 - Roadway corridor not on Critical or High All-User High Risk Network: 0 points
- Equity (Bloomington MPO EJ Mapping)
 - Corridor bordering or within "High Concentration of EJ Populations": 15 points

- Corridor bordering or within "Medium-High Concentration of EJ Populations": 7.5 points
- Other corridors: 0 points
- Public Input (Online Webmapping + In-Person Safety Week Activities)
 - Greater than 20 negative comments per mile: 20 points
 - 15-20 negative comments per mile: 15 points
 - 8-14 negative comments per mile: 10 points
 - >0-7 negative comments per mile: 5 points
 - Corridor received no negative comments: 0 points
- All INDOT-controlled corridors separated from prioritization scoring
- Maximum score possible: 100 points
- Maximum score achieved: E/W 3rd Street (Rogers Street to SR 46) (80 points)
- Scoring tiers:
 - Highest: Scores above 50
 - High: Scores between >34 and 50
 - Medium: Scores between >24 and 34
 - Medium-Low: Scores between >0 and 24
 - Low: Corridors not scored assumed to be low due to not being on high injury or high risk networks

Figure 25 and Figure 26 show the priority corridors and intersections grouped by highest, high, medium, and medium-low priority. Streets that are a priority but are owned by INDOT are labeled "INDOT" jurisdiction. These streets will likely have a different process for implementing safety countermeasures than city-owned streets that requires additional coordination and time to implement.

Corridors and intersections not noted as high priority in the following figures should still be analyzed for safety improvements with other projects (such as pavement preservation or reconstruction projects) as they arise.

Strategies and Projects Prioritization: Priority Corridors

Legend

Weighted scores of corridors
within the study area

■ Highest

■ High

■ Medium

■ Medium-Low

■ INDOT Jurisdiction

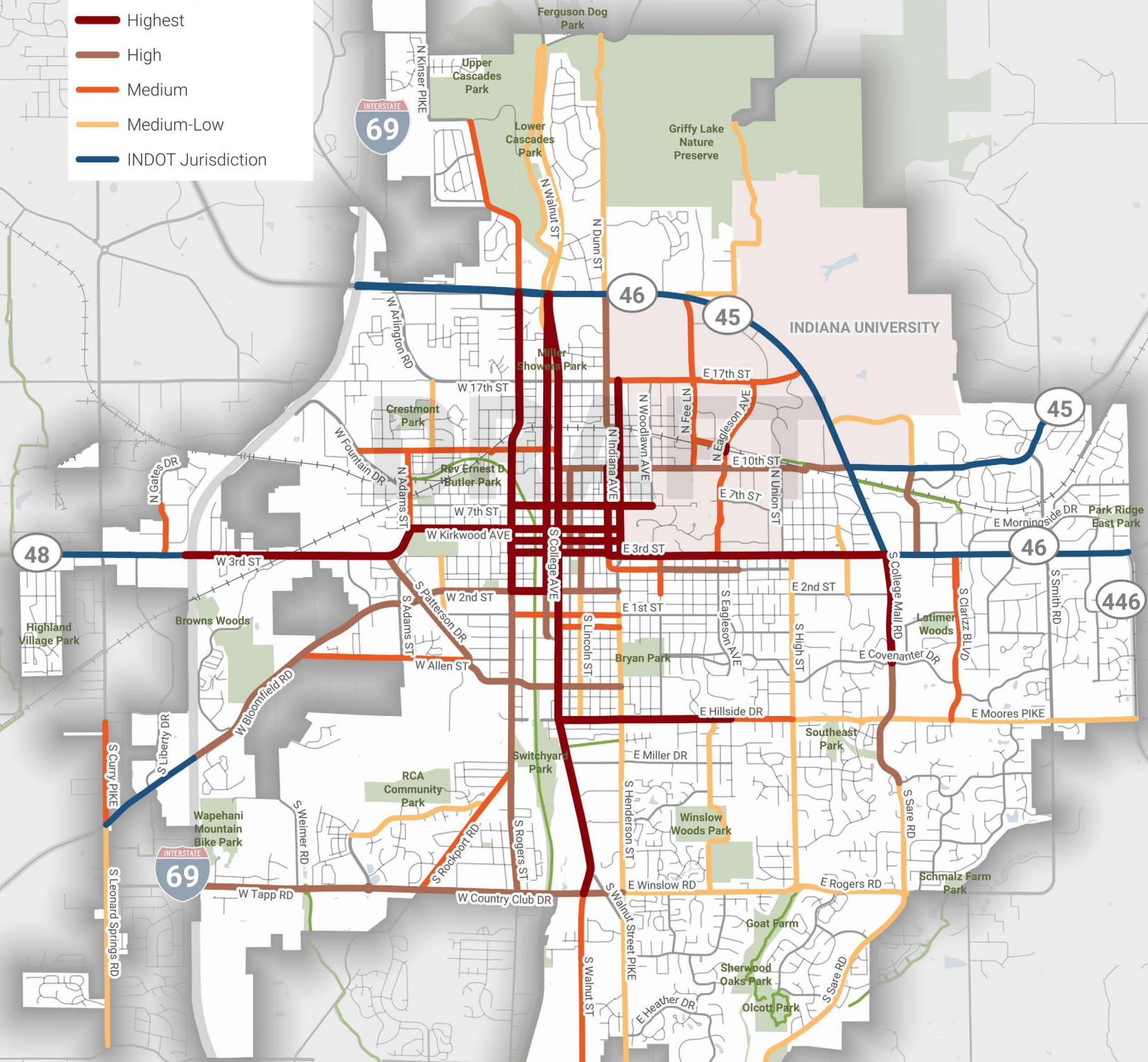


Figure 25. Priority Corridors for Safety Countermeasures

0 1 2 mi

TOOLE
DESIGN

Strategies and Projects Prioritization: Priority Intersections

Legend

Weighted scores of intersections
within the study area

- Highest
- High
- Medium
- Medium-Low
- INDOT Jurisdiction

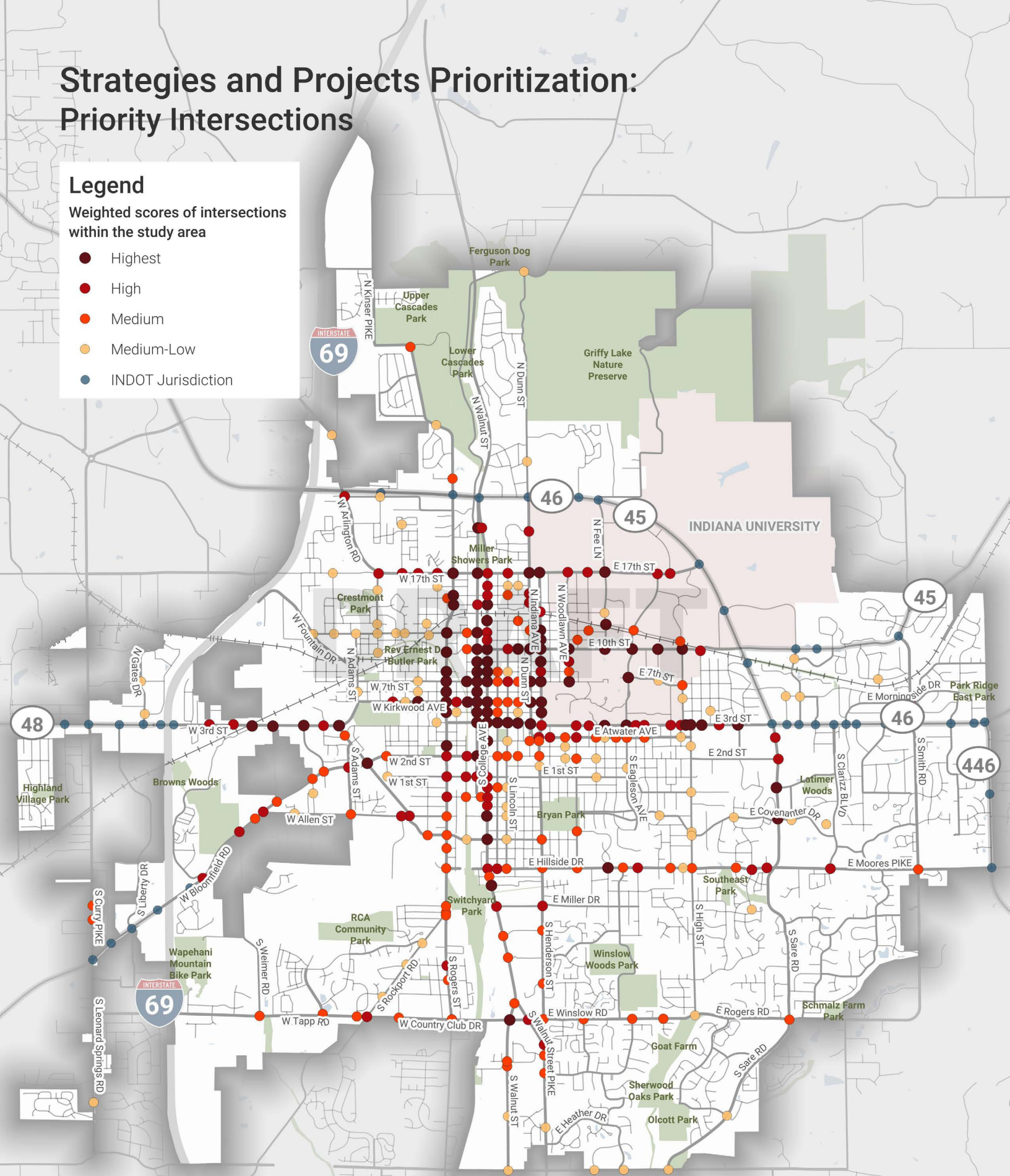


Figure 26. Priority Intersections for Safety Countermeasures

0 1 2 mi

Progress & Moving Forward

This plan is full of actions, strategies, and projects that will help reduce fatal and serious injuries on Bloomington's roadways. However, this plan needs to be embraced, discussed, emphasized, implemented, and reinforced every day as decisions are made, projects are built, and people move around the community.

The actions, strategies, and projects described in this plan are a transformative step for Bloomington and may not come naturally or easily. Thus, it is important to track what is (and, perhaps, isn't) happening and how (or if) actions are resulting in safer streets so the plan can be modified to ensure success.

Performance Measures & Annual Reporting

It is essential that there are regular public conversations about Bloomington's roadway safety and progress toward zero deaths and serious injuries. To institutionalize these conversations, the City will produce an annual report that will be posted on their website and publicized through its main communication channels. The annual report should include the following performance measures, at minimum:

Performance Measure
Number of fatal and serious injury crashes
Number of fatal and serious injury crashes involving people walking, biking, or rolling
Number of crashes involving speeding
Number of crashes involving distracted driving
Number of crashes involving driving under the influence (DUI)
Number of rapid implementation intersection safety projects completed
Number of miles of speed management projects completed on HIN streets
Number of action items started
Number of action items completed
Locations and number of street segment and intersection improvements (including non-motorized transportation) made on the High Priority Network
Number of road diet/road reconfiguration projects completed
Number of intersection reconstruction projects completed
Number of roundabouts completed
Dollar amount invested in infrastructure improvements along the High Priority Network as a percentage of all transportation projects.

Crash Data Dashboard

A crash data dashboard has been developed for Bloomington to help City staff, stakeholders, and residents easily see and understand crash trends, patterns, and factors around the City. The dashboard will help track progress towards Bloomington's goal of zero deaths and serious injuries by 2039 by providing data on what types of crashes are occurring, where and when they are occurring, and how performance measures are trending.

This dashboard will be updated annually to ensure that what is shown is reflective of the current situation. We encourage this dashboard to be used as an important tool in future conversations about roadway safety in Bloomington. The dashboard can be found at [\[placeholder for weblink\]](#).

DRAFT

Moving Forward

The creation of this plan was an extensive effort involving elected officials, City staff, Advisory Committees, advocates, community stakeholders, and Bloomington residents. The success of this plan will rely on all these groups and individuals to work together to meet our shared goal of eliminating fatalities on Bloomington's streets by 2039.

Let's continue this work together into the future. Advocating for and acting on roadway safety for all of Bloomington's residents is everybody's responsibility. Together, we will make our roads safer and save lives.

BLOOMINGTON SAFE STREETS FOR ALL PLAN

APPENDIX A: SAFE STREETS FOR ALL - EQUITY FRAMEWORK

October 2023

Introduction

The City of Bloomington recognizes intentional and unintentional acts of racism and systemic discrimination in the city and university. Bloomington embraces a responsibility to provide equitable access and service to all community members, especially those that are low-income, Black Indigenous People of Color (BIPOC), students, people with disabilities, youth and elder adults, and other historically marginalized groups. This Equity Framework will act as a tool to eliminate disparities in traffic safety and create an equitable transportation system.

The Equity Framework in this Safe Streets for All (SS4A) Action Plan will act as a model for future planning processes. This framework acknowledges the findings around racial discrimination in Bloomington and is guided by the city's racial equity goals to address destructive systems and cultivate a culture of connectedness. The development of the Equity Framework supports existing efforts and advances initiatives around equity and inclusion by the city through the 2019 Divided Community Project Report, 2020 Plan to Advance Racial Equity, and the Future of Policing and Racial Equity task forces.

This Equity Framework:

- Establishes a definition of “equity” for the Bloomington Safe Streets for All Action Plan
- Acknowledges the role of discriminatory policies and practices in infrastructure, housing and land use, law enforcement, and climate resilience that have created inequitable transportation access
- Summarizes equity and racial equity efforts that have been initiated by the city today
- Identifies Communities of Interest that have historically experienced disinvestment in transportation infrastructure, lower access to opportunities, and disparate transportation safety outcomes
- Describes the approach for increasing participation from Communities of Interest in the plan process; and
- Provides a flow chart for centering equity at each stage of the plan process, including project selection and ongoing evaluation

Equity Definitions and Principles

The Bloomington Safe Streets for All Action Plan defines equity as:

“The development of planning practices, policies, and programs and dedication of financial and staff resources that intend to reverse disparity trends and historic inequities, address systemic discrimination, and establish a transportation system that provides equal access to safe travel by any mode and opportunities to all people of the community, regardless of race, color, ancestry, age, gender, disability, neurodiversity, sexual orientation, or socioeconomic status.”

Analyzing the community through an equity lens will allow the SS4A Action Plan to recommend facilities in communities that have been underinvested, marginalized, or otherwise discriminated against at any point in history to improve and increase transportation opportunities. This framework seeks to apply the definition above to the SS4A planning process and delineate what an equitable transportation system means through the following principles:

- Communities of Interest should participate in and influence transportation decision-making and outcomes. Communities of Interest are defined as areas with populations that have a higher density of eight equity indicators: BIPOC, low-income households, people with disabilities, people with low English proficiency, children, elderly adults, students, and limited vehicle access.
- One's race, income, physical ability, gender, age, and other demographic characteristics should not determine their safe access to jobs, healthcare, childcare, campus, education, public amenities, recreation, and quality food.
- A person's race, income, physical ability, gender, age, and other demographic characteristics should not correlate with negative transportation-related health, safety, or climate outcomes.
- The way a person gets around (mode) should not correlate with negative safety or health outcomes, disproportionate climate impacts, or limited access to opportunities. Planning, maintenance, and funding efforts for different transportation modes, like bicycling, micromobility, walking, driving, carpooling, or public transportation should be prioritized in Communities of Interest first while considering community goals and overall system needs.
- Safe and adequate sidewalks, bikeways, and trails should be accessible for and welcoming to people of all cultural backgrounds, ages, and to people with disabilities.
- Public investments, safety improvements, and other transportation policies and programs in areas vulnerable to displacement should be paired with anti-displacement strategies to empower residents to stay in their homes, encourage small businesses to remain in place, and strengthen the character of the community or neighborhood.

Transportation Related Policies & Practices

Transportation is a key element of people's daily lives that not only allows them to access their day-to-day needs and activities, but also serves as a place for the community to gather and interact socially. Nearly everyone regularly uses the transportation system, whether to access jobs, healthcare, groceries, shopping, entertainment opportunities, or other activities. Transportation systems are complex and comprehensive, often overlapping with other systems, such as housing, land use, law enforcement, and climate efforts.

Policies and practices surrounding these systems can create inequitable transportation access for BIPOC, those who are low income, and other marginalized groups, often due to a lack of representation and institutional power. Decades of racist policies and planning practices have long-standing and detrimental impacts to these communities in cities across the country. These practices have led specific demographic groups to disproportionately suffer the burdens of transportation systems. Some of these burdens include higher exposure to pollution, public health and climate impacts, higher concentrations of traffic crashes, service gaps and inadequate infrastructure, and divisive highway construction. Local governments are responsible for reversing these practices and implementing planning practices and policies that respond to the needs of all people.

This section explains some ways in which infrastructure, housing policies, land use planning, law enforcement, and climate resilience continue to act as a barrier for an equitable transportation system. Acknowledging and understanding how these systems influence one another helps present-day planning efforts, such as the SS4A Action Plan, avoid further harm, build trust from the community, and develop fair policies and practices.

By understanding where institutional issues exist, the city can employ strategic investment, planning, and implementation of equitable transportation projects, programs, and policies to create a more inclusive Bloomington.

Infrastructure

Indiana, like other American states, has a history of infrastructure that has led to inequitable transportation outcomes. Around mid-century, destructive roadway practices and a car-centered culture shift began to proliferate across the US. This occurred in conjunction with a movement to avoid racial integration, reinforce segregation, and resist efforts that would aid Black communities, such as the 1949 Housing Act. This resulted in “white flight,” which refers to the mass exodus of white and upper-class families from urban areas to suburban neighborhoods and the rise of urban sprawl. The transportation system quickly transformed to facilitate these shifts, developing practices that divided well-established and growing communities, created transportation barriers, increased serious crashes, and led to higher concentrations of pollution. These impacts were largely targeted towards Black and low-income communities through adopted plans and policies.

Highways

Like most states, Indiana’s highway system was largely developed following the first Federal Highway Act of 1956 to create what is commonly known as the Interstate Highway System. This act, in concert with the 1949 Housing Act, led to widescale construction of highways through Black communities to facilitate white flight from the 1950s through the 1970s. Many low-income and Black households did not have the financial means to follow the investment occurring in suburbs. They remained in city neighborhoods that were experiencing disinvestment in infrastructure, schools, and employment, and other services.



Figure 1: Photo of College Ave Circa 1953 (Indiana University, Bloomington)

Public housing and highway construction were the twin cornerstones of the racially motivated urban renewal that swept the country from the 1940s to 1970s, resulting in an extensive loss of urban housing stock and the creation of hyper-segregated communities. Notably, the construction of Indiana’s I-70 and I-65 highways decimated historic neighborhoods and divided multi-cultural communities in Indianapolis and the surrounding areas. Thriving businesses, residential streets, new public housing, and recreational spaces were wiped away and replaced with concrete barriers and multi-lane highways connecting new suburbs and the developing interstate network. In neighborhoods like Southside and Ransom Place in Indianapolis, property values plummeted due to the effects of the highway construction, including the traffic congestion that followed. Land acquisition to build the Interstate-70 displaced 17,000 long-time residents, and those that stayed were left with few practical options to sell and relocate.¹

While the height of highway construction occurred between 1940 and 1970, there are still highway projects being developed today that exacerbate or cause issues of disenfranchisement. The recent development of the southern segment of I-69, running along the west border of Bloomington from Evansville to Indianapolis, is a modern example of how interstate projects can disproportionately burden a portion of the population. The segments of this

¹ Bradley, Daniel. (2020). ‘Under the Highway’: How interstates divided Indianapolis neighborhoods and displaced 17,000 people. <https://www.wrtv.com/news/local-news/indianapolis/under-the-highway-how-interstates-divided-indianapolis-neighborhoods-and-displaced-17-000-people>

highway were selected and constructed despite much opposition and many protests by communities² along the corridor. While the highway will support commuters and statewide travel, it has still been destructive for many directly impacted by the highway construction. Residents have been forced to sell portions of their land and some have been impacted by damage to their property from drainage and other infrastructure issues.³ Further, the route required the destruction of approximately 1,500 acres of forest and 300 acres of wetland.⁴

One-Way Road Conversions

Along with the highways, one-way street conversions were another roadway retrofit mass implemented around the mid-1900's to support significant increases in automobile traffic. During this time, with the cultural shift towards the automobile and away from cities, the objective of the transportation network became to move as many cars as quickly as possible across cities and thoroughfares. While successful at moving vehicles quickly and efficiently, these practices often compromise other modes of travel and cause detrimental impacts to traffic safety and community vitality. Higher speeds along roadways reduce visibility of pedestrians and bicyclists and lead to more fatal or high injury crashes.

Policies and practices that prioritize travel by private vehicle over travel by walking, biking, or transit, disproportionately harm people who are low-income and who may not be able to afford a private vehicle (70% of white Bloomington residents take single-occupant vehicles to work compared to 60% of Bloomington's people of color. Because low-income and BIPOC communities typically rely more on alternate modes of transportation, they are impacted by the negative effects of the one-way roadways at higher rates. Across the country, inequities exist related to safety for people of different demographic backgrounds. Smart Growth America found that People of Color (specifically Native and Black Americans) are more likely than other racial/ethnic groups to die while walking. They also found that people walking in lower income areas are killed at higher rates than people walking in higher income areas.⁵

The converted one-way roads typically become the main thoroughfare for daily traffic. This fact, paired with the fact that drivers are often forced to recirculate to get to their routes, increases VMT, emissions, and noise pollution in concentrated areas. This causes degraded air quality for residents and users along the corridors. Higher speeds and one direction roads also reduce visibility to local businesses. Neighborhoods across the country have seen local businesses close following one-way conversions because they lose visibility and accessibility of visitors.⁶ Many cities are restoring one-way



WRONG-WAY MOTORIST—Driver of car left (above) was one of several local motorists who today found themselves going wrong way on Walnut and College after one-way traffic went into effect this morning. Meanwhile, Street Department started working immediately on parking meters and angle parking lanes to make them conform, and no parking signs were hung on meters about Square.

Figure 2: Photo from *Daily Herald-Telephone*, Vol. 79, No. 222 (April 16, 1956)

² Roadblock Earth First! (2008). A Look at Resistance to Interstate 69 (Past, Present, and Future). <https://inthemiddleofthewhirlwind.wordpress.com/a-look-at-resistance-to-interstate-69/>

³ Sandweiss, Ethan. (2023). A year from completion, I-69 remains divisive. <https://indianapublicmedia.org/news/a-year-from-completion-i-69-remains-divisive.php>

⁴ Indiana Department of Transportation. (2011). I-69 Evansville to Indianapolis Tier 2 Studies – Section 2 Draft Environmental Impact Statement. https://web.archive.org/web/20110726163519/http://www.deis.i69indyevn.org/DEIS_Sec2/2D_Appendix_U.pdf

⁵ Smart Growth America. (2022). Dangerous by Design. <https://smartgrowthamerica.org/dangerous-by-design/#custom-tab-0-3b878279a04dc47d60932cb294d96259>

⁶ Walker, Wade, Kulash, Walter, & McHugh, Brian. (2000). Downtown Streets: Are We Strangling Ourselves on One-Way Networks? https://nacto.org/wp-content/uploads/2015/04/Are-We-Strangling-ourselves-on-one-way-networks_Walker.pdf

streets back to two-way streets to reduce vehicular speeds, increase “eyes on the road”, improve pedestrian and bicycle safety, and revitalize local business districts.

In the 1950's, Bloomington's saw its own two-way to one-way conversion along College Ave and Walnut St. As with corridors in many cities across the US, College Ave and Walnut St were voted to be designated as one-way roads in 1950's to make the highway routes more convenient for parking and to improve traffic flow. Although this was met with opposition from the public and a new council attempted to reverse the controversial decision, the motion was denied by the state and the one-way streets were declared in 1956.⁷

Housing and Land Use

The neighborhood where a person lives determines what transportation options are safe, available, and accessible for them to use. This, in turn, impacts the spaces and destinations that can be accessed via the available transportation network. Conversely, investment in transit and active transportation infrastructure often corresponds to increased property values. Across the United States, housing policies, zoning laws, and land use practices have a history of being inequitable. Historically, planning and housing policies were regularly weaponized against low income and BIPOC communities to plan disinvestment, concentrate polluting industries, and maintain racial segregation. Today, low income and BIPOC communities are more likely to depend on walking, biking, and transit for travel. These types of projects should bolster these communities; however, transportation infrastructure investments often still lead to gentrification and displacement of residents in low-income areas.⁸

Redlining and Racial Covenants

Around 1916, Black families began to relocate from the South to various cities in the Northeast, Midwest, and West. These families were fleeing aggressive segregationist laws and racial violence in the South. Racial tensions subsequently rose in northern states as competition for jobs increased and large cities became more crowded. Racial violence started to erupt across the US as a result of these growing tensions.

In response, developers and white residents began to integrate racially restrictive language into housing deeds in the 1920s to prevent Black families and other communities of color from accessing quality housing. This language would explicitly ban lots being sold to or occupied by non-Caucasian residents within the property deeds. The practice was reinforced by the real estate industry and National Association of Real Estate Brokers (NAREB), which adopted racial covenants as standard language.⁹

⁷ Wiley, Grace. City of Bloomington College/Walnut History Report.

⁸ National Institute for Transportation and Communities (NITC). The Transportation, Land Use, and Housing Connection. <https://nitc.trec.pdx.edu/land-use-and-housing-research>

⁹ Evans, Farrell. (2022). How Neighborhoods Used Restrictive Housing Covenants to Block Nonwhite Families. <https://www.history.com/news/racially-restrictive-housing-covenants>

As Monroe County began to grow through the 1910s, landowners began to regularly place covenants within deed language as land was sold for new development. Much of this language exists in deeds today throughout Bloomington.¹⁰ Beginning in 2021, the Monroe County Recorder's Office developed a project to identify and remove racially restrictive language from these deeds.

The racial covenant practices were further solidified by the National Housing Act of 1934, which introduced and legalized redlining. This law provided white American families suffering through the Great Depression with much needed home-buying aid. But from its inception, the assistance excluded non-white families. The program developed maps that distinguished white and Black neighborhoods to maintain housing segregation. The Federal Housing Administration (FHA) used these maps to systematically deny Black families housing loans and insurance.

The FHA also used highways and federal housing projects to reinforce barriers between neighborhoods and keep Black residents in areas with fewer resources and services.¹¹ Aside from denying Black families opportunities for equity and generational wealth, these practices also excluded these families from public services and increased exposure to pollution and environmental hazards.

This has led concentrations of air and water pollution and wide disparities in chronic illnesses and premature death for BIPOC communities, particularly Black and Native American residents. Redlining and racial covenants were not outlawed until the 1968 Fair Housing Act, outlawing all discrimination in housing. However, 30 years of legal housing discrimination had detrimental and lasting effects on low-income and BIPOC neighborhoods. Black residents in Bloomington have reported discrimination by real estate agents and brokers to this day, including being presented with obstacles that were not presented to their white counterparts or being blatantly denied loans for homes in white neighborhoods.¹²

Affordable Housing

Because neighborhoods provide different transportation access and transportation investments influence property values, affordable housing is pertinent to transportation equity discussions. Home and rental prices have skyrocketed in the last 30 years while wages have remained largely flat, impacting families in most American cities across the US. This fact, paired with the recent rise in mortgage rates, has made home buying unattainable for many. Families are forced to rent at higher rates, especially non-white communities. In Bloomington, the Black

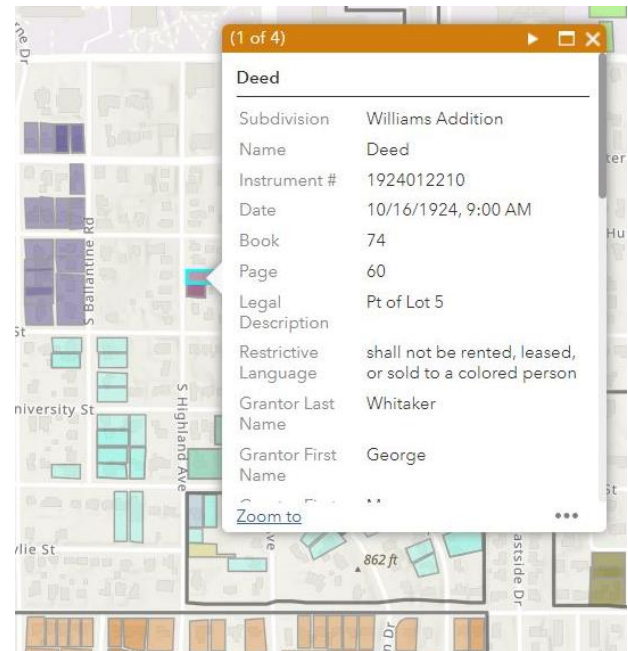


Figure 3: Example Racial Covenant Mapping (Monroe County)

¹⁰ Monroe County Records Office. (2023). Monroe County, Indiana's Racially Restrictive Covenants Map. <https://gisserver.co.monroe.in.us/portal/apps/storymaps/stories/0309438633e84d78a3d406b93a7421ad>

¹¹ Little, Becky. (2023). How a New Deal Housing Program Enforced Segregation. <https://www.history.com/news/housing-segregation-new-deal-program>

¹² Legan, Mitch (2021). Black History in Southern Indiana: Racially Restrictive Housing Covenants in Bloomington. <https://indianapublicmedia.org/news/black-history-in-southern-indiana-racially-restrictive-housing-covenants-in-bloomington.php>

homeownership gap in 2022 was 33.7%, with only 31.4% of Black families owning homes and 65.1% of white families owning homes.¹³

Around 66% of the Bloomington housing stock is rental, which continues to rise as new rental developments are built and home buying becomes less attainable. Bloomington single family housing and rental unit costs are among the highest in the state. There is limited affordable housing near the city center, and limited transportation options to connect people outside of the city center to the university, schools, jobs, groceries, entertainment, and other services. While there is not a shortage of housing units for high-income residents, there are only 24 adequate affordable housing units to serve every 100 extremely low-income household (households making 0-30% of the Area Median Income of \$33,172). The most cost-burdened residents are concentrated downtown and around the campus, come in low-income concentrated areas where people are already at a disadvantage to afford daily needs. Further, there is a growing need and demand in Bloomington for accessible and senior housing.

It is important to note that affordable housing is not only connected to transportation, but also affordable food, healthcare, and childcare. Often, affordable housing areas are further from city centers and further from goods and services, with less safe and accessible transportation options to assist with additional distances. Alternatively, residents that are willing to pay more of their income to unaffordable housing (housing is considered “affordable” when someone spends less than 30% of their gross income on housing) to live close to daily destinations are considered “cost-burdened”. This means they may not be able to pay for their other monthly needs, such as quality food or medical care.¹⁴

While the City has increased housing availability through new developments throughout the city, much of these are luxury complexes or are otherwise unaffordable to the average household. Students tend to feel forced to rent too-expensive housing to be close to the university, while non-student households may need to relocate for cheaper housing as the rent and property taxes are driven upward.¹⁵ Bloomington has implemented initiatives that aim to build enough affordable housing for residents to remain close to the city and to keep up with the growing student populations.

In the 2000s, there was a shift back to the cities from suburban areas, but there was also a trend of restricting construction of housing units which drove up the price of housing in desirable urban areas. Zoning discrimination has been outlawed, yet exclusionary zoning practices are still common today through restrictions on land uses, lot sizes, and number of units on properties. Parking requirements,

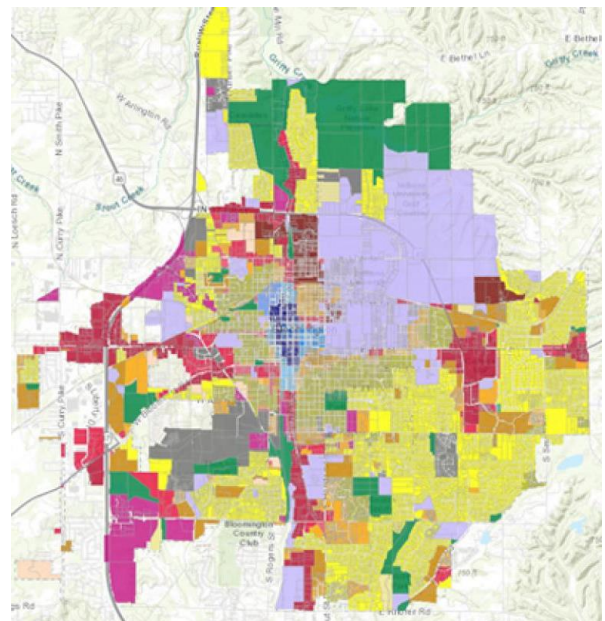


Figure 4: UDO Zoning Map

¹³ Stacker. (2022). The Black Homeownership Gap in Bloomington. <https://stacker.com/indiana/bloomington/black-homeownership-gap-bloomington>

¹⁴ Bloomington Affordable Living Committee. (2019). Report on Affordability. <https://bloomington.in.gov/sites/default/files/2021-04/Working%20Hard%20Falling%20Behind%20--%20Flat-%20Built%201%20November%202019.pdf>

¹⁵ Moser, Nick. (2023). The Problem with Bloomington Apartments and Rising Rent. <https://www.idsnews.com/article/2023/02/bloomington-apartments-rising-rent-problems#:~:text=For%20the%202022%2D2023%20school,they%20are%20building%20luxury%20apartments> .

building setbacks, and other design regulations also undermine affordable housing potential.¹⁶

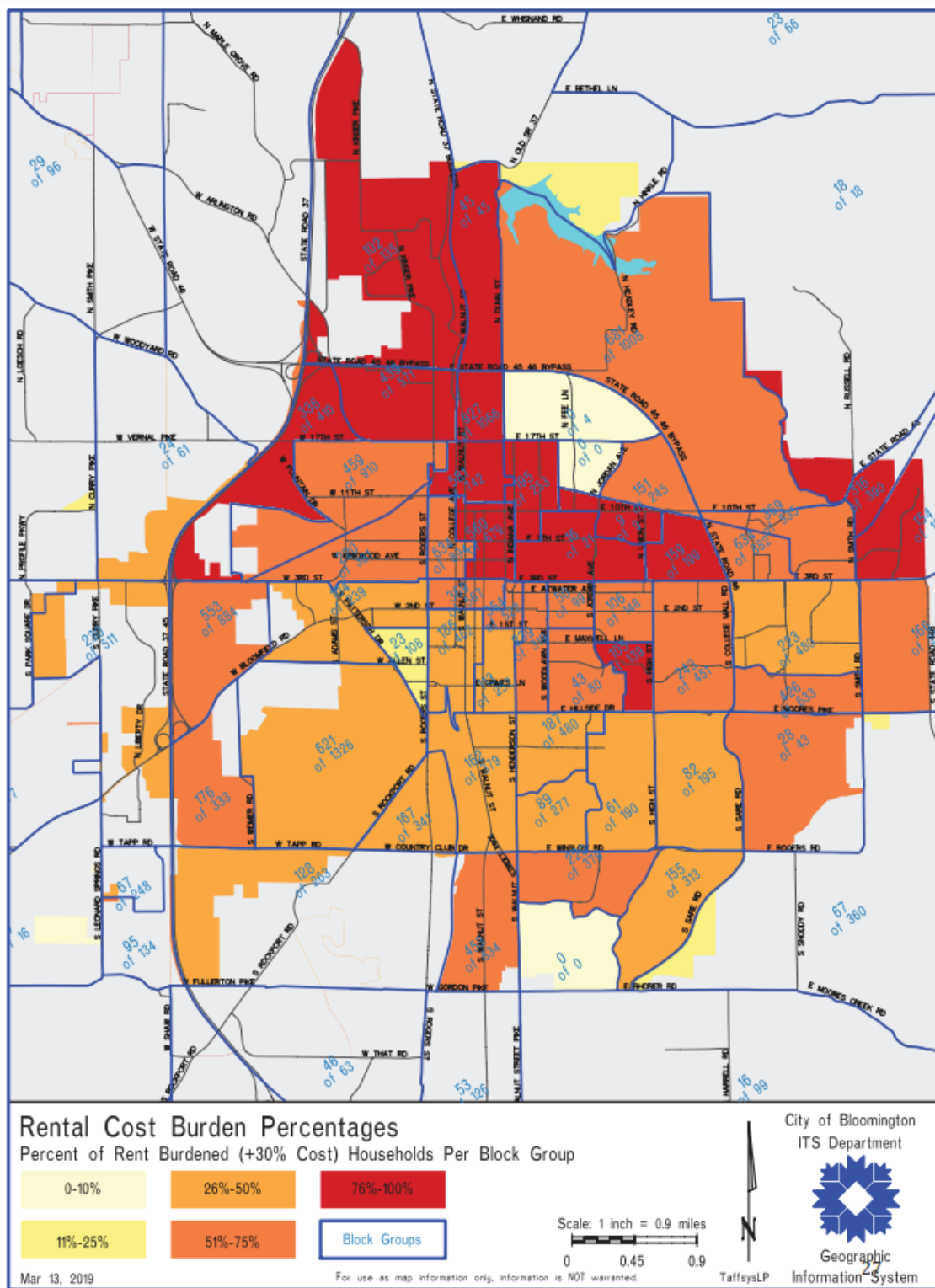


Figure 5: Rental Cost-Burden Percentages (Bloomington Affordable Living Committee)

¹⁶ Planetizen. What is Exclusionary Zoning. <http://www.planetizen.com/definition/exclusionary-zoning>

Through the Bloomington Unified Development Ordinance (UDO), zoning changes will allow more mixed-use student housing that is campus accessible, additional parks and open space protection and preservation, and expand multi-family housing (especially duplexes and triplexes). This is intended to diversify housing, create more affordable housing, and reduce dependency on vehicles, allowing more people to live near downtown.¹⁷ The UDO has also implemented incentives for affordable housing in new developments, which is increased if there are select sustainability features. There are various federal and local funds and organizations whose missions are to assist those experiencing homelessness and low to medium income residents.

Displacement and Gentrification

Low-income, BIPOC, and other marginalized groups have been intentionally and unintentionally displaced from their neighborhoods throughout American history. This can take the form of physical displacement, either direct or indirect, or cultural displacement.

As discussed, BIPOC neighborhoods have been strategically selected for destructive infrastructure, such as highways, polluting industries, and disinvestment. This can force people to move out to make way for the development of these projects or cause them to leave over time due to neighborhood degradation.

For decades displacement has also been closely linked with gentrification. Gentrification refers to the ways in which a neighborhood is changing, while displacement refers to the impact on people that live in said neighborhood.

Gentrification is largely the process of white or higher-income residents moving to a historically marginalized neighborhood. This is often because these neighborhoods typically have cheap housing and development opportunities. When white flight led to suburban sprawl through the 1960s and 1970s, the property value of many urban areas drastically declined.

Over the last 30 years there has been an influx back to the city. These urban areas that were undesirable then, but are now more desirable due to their convenient locations close to city centers. Further, many of the features that once made these areas undesirable, such as old or industrial buildings, are now prime features for art and historic districts. Many of these city neighborhoods are primarily BIPOC or other marginalized residents that could not afford to follow the exodus to the suburbs, who are now being pushed out of their neighborhoods as high-income residents return to urban areas and developers capitalize on the opportunities.

An influx of quality goods, services, housing, and infrastructure typically follows high-earning residents, causing property values to quickly rise. Even projects that are intended to serve low-income residents, such as transit or active transportation facilities, if unchecked and not paired with anti-displacement strategies, can unintentionally cause gentrification by making the neighborhood more desirable. Gentrification can result in physical displacement by raising costs of living, eminent domain for new projects and developments, or predatory investment strategies to skew property values. Vulnerable residents are often convinced by property speculators or forced to sell their home, typically much lower than fair market value.

Physical displacement can also occur through evictions, lease non-renewals, discriminatory real estate practices, and exclusionary zoning. As neighbors and businesses are replaced with new people and developments, other long-time residents may also feel pushed out by the transformation of their neighborhood.¹⁸ This can further

¹⁷ Charron, Cate. (2021). Rezoning: Explained. <http://specials.idsnews.com/bloomington-indiana-udo-zoning-districts/>

¹⁸ The Uprooted Project. (2023). Understanding Gentrification and Displacement. <https://sites.utexas.edu/gentrificationproject/understanding-gentrification-and-displacement/>

impact these residents as they are forced to move further from their jobs and regular activities if they do not have access to safe or affordable transportation.

Gentrification itself does not cause displacement of long-time residents, but the effects of gentrification do lead to displacement. With intentional policies, programs, and practices, involuntary displacement can be prevented. Discussions around residents being displaced by new housing, park space, the convention center, and other development projects are ongoing in Bloomington. Even the rezoning project allowing duplexes and triplexes on single family lots, which are intended to allow more affordability for homeowners and potential renters, runs the risk of developers taking advantage of multi-unit properties to further raise housing costs.¹⁹

Dedicated and consistent funding, business support, housing support, thorough engagement, project communication, and updated policies are strategies that can prevent displacement in the community. Safety and infrastructure projects intended to improve conditions in neighborhoods should be preceded by anti-displacement policies and strategies so that these residents are not forced out as a result of neighborhood infrastructure improvements.

Law Enforcement

Enforcement is conventionally viewed as a key component of achieving transportation safety and compliance. For this reason, an understanding of law enforcement policies and practices in Bloomington is important for the Safe Streets for All Action Plan and other transportation initiatives. Transportation enforcement has a discriminatory history throughout the US, impacting the level of safety on public streets and in public spaces for specific members of the community. BIPOC, especially Black residents, are more likely than white residents to be pulled over, have their car searched, be pulled over on a bicycle, be stopped by a cop while walking, and be ticketed on transit.²⁰ Enforcement discrimination can cause a mobility issue for marginalized communities, such as BIPOC and LGBTQ people. Some cities have implemented anti-harassment programs, hired unarmed personnel for transportation enforcement, and increased engagement between the community and law enforcement members.

In Grand Rapids Black residents are twice as likely to get pulled over

While only 4% of the Bloomington population, Black residents make up 23% of arrests and are nearly 5 times more likely to be arrested for low level, non-violent offenses.²¹ However, efforts such as the Police Department LGBTQ+ Liaison Task Force, reporting of hate crimes to the FBI, the Future of Policing Task Force, and anti-discrimination actions by the police department and other city leaders strengthen trust and ties to the community. When law enforcement is not a threat to any member of the community, this helps create a safe public environment for everyone and empowers vulnerable groups to use public infrastructure and services, such as transit and bike lanes.

Climate Resilience

Climate and transportation equity are closely tied in a variety of ways. As extreme weather events increase, risk to transportation infrastructure and transportation users increase. Replacement, repairs, and regular maintenance needs for infrastructure will continue to increase. Damage and maintenance issues to infrastructure can disrupt users by causing safety and convenience issues. Transportation users will not only be impacted by damage to the infrastructure, but also by the climate impacts themselves. Increase in flooding, extreme heat, snow and precipitation can be a safety barrier for transportation users. This is particularly true for bicyclists, transit users,

¹⁹ Sturbaum, Chris. (2023). A Zoning Debate in Bloomington, Indiana. <https://www.cnumidwest.org/single-post/a-zoning-debate-in-bloomington-indiana>

²⁰ Barajas, Jesus. (2021). Biking Where Black: Connecting Transportation Planning and Infrastructure to Disproportionate Policing. <https://www.sciencedirect.com/science/article/pii/S1361920921003254>

²¹ Police Scorecard. (2023). Bloomington Police Department. <https://policescorecard.org/in/police-department/bloomington>

and especially pedestrians, the most vulnerable user of the transportation system. These also happen to be the modes of transit that underrepresented groups rely on more than their represented counterparts.

Climate impacts disproportionately impact low-income, BIPOC, and other marginalized groups, who are typically the least responsible for climate change. The transportation sector is a large contributing industry to greenhouse gas emissions, which degrade both air and water quality. Infrastructure funding, reducing climate impacts, and combating climate-change contributors in all communities is vital for the future transportation networks. Equitably implementing climate solutions and interventions will improve the transportation safety and reduce threats of climate related displacement.

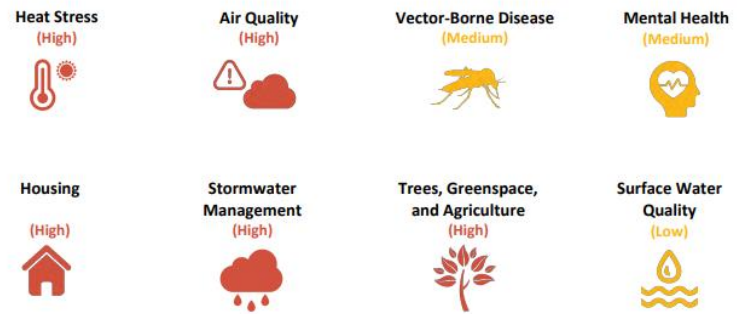


Figure 6: Bloomington Climate Change Vulnerabilities (Climate Action Plan)

Heat stress, air quality, home costs and damages, stormwater management, and trees, greenspace, and agriculture were found to be the highest vulnerability areas for climate risks in Bloomington. These vulnerabilities will likely impact low-income and marginalized residents who may be in higher risk areas, rely on walking, and biking, and public transit, and have limited options for relocation and protecting themselves from climate impacts. 63% of commuters drive alone and 61.4% of vehicle miles traveled (VMT) are single-occupancy vehicle trips in Bloomington.²² By implementing green infrastructure, climate policies and funding, sustainability incentives, greenspace and nature preservation, and other solutions, the city can build climate resilience and bolster the community against climate change. Integrating these solutions within transportation projects can improve the safety, accessibility, convenience of the transportation network for all mode types and users.

Relevant Plans and Studies

The City of Bloomington has adopted a variety of plans and other initiatives that aim to build a safe and equitable future for the community. While not all of these plans are transportation-focused, the solutions and recommendations often overlap with transportation as described in the previous section. The project team conducted a review of these transportation and related plans, policies, and studies to identify where solutions may overlap with transportation equity considerations. Table 1 describes the findings of this equity framework assessment. A broad summary of these plans and policies can be found in the Existing Conditions section of this plan.

²² City of Bloomington. (2021). City of Bloomington Climate Action Plan. <https://bloomington.in.gov/sites/default/files/2021-04/Bloomington%20Climate%20Action%20Plan%20040521%20Reduced.pdf>

Table 1: Transportation Equity Considerations in Relevant Plans and Studies

Plan, Policy, or Study	Description	Transportation Equity Applicability
<u>Bloomington Indiana Urban Forest Assessment</u>	This is a comprehensive assessment of the City of Bloomington's urban tree forest. It identifies current and potential tree canopy coverage, priority planting levels, and heat intensity areas and sets goals for greenspace and ecosystem health.	Trees provide heat protection, stormwater management, improve air quality, and assist energy conservation. White, high-income neighborhoods typically have more tree canopy coverage than non-white or lower-income neighborhoods. Street trees can be used to create inclusive spaces, mitigate the effects of climate change, and strengthen the community.
<u>City of Bloomington 2022 Future of Policing Task Force Initial Report</u>	The task force, made up of various community leaders and members, conducted an analysis of law enforcement policies and practices and provided a set of recommendations for the police department.	Analysis of policing procedures and recommendations to policing improvements have the potential to combat discriminatory policing practices, provide police officers with resources needed to adequately serve all residents, and improve the public perception of the police department among community members. This in turn improves public safety and perception of safety in public streets and spaces.
<u>City of Bloomington 2021 Climate Action Plan</u>	This plan establishes a comprehensive vision for climate resilience in the Bloomington community. The report provides analysis of existing conditions and recommendations for areas of focus to address climate change.	These recommendations include actions to improve multimodal travel options, improve pedestrian safety, expand Complete Streets, and address greenhouse gas emissions. These efforts can improve public health by reducing pollution directly, as well as indirectly by reducing car use. These actions can also make transportation more accessible and affordable for the community.
<u>City of Bloomington 2020 Plan to Advance Racial Equity</u>	This plan was developed to evaluate city policies and programs and propose recommendations to address racism and other types of discrimination in Bloomington. This plan established a set of goals and action items for anti-racism and anti-discrimination, including developing two task forces.	Anti-racist and anti-discrimination efforts in the city can help to create a safe and inclusive space for all member of the community, particularly underrepresented groups. These actions aim to address potential issues internally in city departments, and externally in the community. Fostering a culture of equity and connection will create safe environments in all public spaces.

Plan, Policy, or Study	Description	Transportation Equity Applicability
<u>City of Bloomington 2019 Divided Community Project Report</u>	Sparked by the Farmer's Market controversy ²³ , this project was conducted to complete deeper analysis of social issues and discrimination that led to the Market controversy. This project employed a task force to provide guidance, conduct interviews with the community, and develop recommendations address long-standing issues around discrimination in the community.	This effort is a step towards informing people about any problematic history in Bloomington, understanding discrimination that occurs in the community today, uplifting voices of marginalized groups and residents in the city, and developing actions to create a more inclusive community. Elevating BIPOC voices combating antisemitic and discriminatory behavior, and raising concerns over housing and gentrification are most directly applicable to transportation system planning.
<u>City of Bloomington 2019 Transportation Plan</u>	This project provides a comprehensive plan for the future transportation system. The plan includes an analysis of the existing network and a recommended multimodal network and program.	This recommended network, projects, and policies in this plan aim to lower transportation costs, provide better access to multimodal transportation, improve connections across Bloomington, improve the health of the community, and reduce traffic burdens. These benefits are especially beneficial to those that rely on active transportation and transit for transportation.
<u>City of Bloomington 2018 Comprehensive Plan</u>	This comprehensive plan sets a vision, goals, and action items to create a sustainable community and high-quality of life for all community members. This acts as the foundation for city planning and policies.	The plan highlights equity consideration for housing, environmental, and transportation efforts. The transportation objectives and action items aim to make the multimodal network more efficient and expansive, providing safe and effective transportation options for all members of the community.

²³ Healy, Jack. (2019). Amid the Kale and Corn, Fears of White Supremacy at the Farmers' Market. <https://www.nytimes.com/2019/08/18/us/indiana-farmers-market-white-supremacy.html>

Equitable Project Process

As part of the Safe Streets for All effort, this Equity Framework has identified Communities of Interest (COI) – census tracts that have higher densities of the priority demographics listed below. These groups consist of populations that have been underinvested or otherwise marginalized throughout history in terms of transportation related planning practices. The SS4A Action Plan will utilize the COI geography when conducting equity analyses and data-based prioritizations. The project team will also use COI geography to determine appropriate locations for engagement and outreach activities.

Priority Demographics

The following demographic groups have been identified as vulnerable to underinvestment or marginalization through transportation and other planning projects.

- Black, Hispanic/Latino, Indigenous, Asian, and other People of Color
- Low-Income Households
- People with Disabilities
- People with Low English Proficiency
- Students
- Children
- Elderly Adults
- People with Limited Vehicle Access
- Cost-Burdened Renter

Equity Safety Analysis

The following analyses will be conducted and assessed with this equity framework to understand how the priority demographics can be accommodated by this safety action plan.

- Existing Conditions
 - » Home Ownership
 - » High heat intensity
- Historical Trends
- Systemic safety
- Crash Data
- High Injury Network

Community Engagement

Community engagement is a critical piece of the Safe Streets for All Action Plan. The project team intends to conduct inclusive engagement in alignment with the principles of this framework to improve equity in both process and outcome. As described in this document, the historical exclusion of marginalized communities in transportation planning and decision making has resulted in these communities having less access to safe, comfortable, convenient, and otherwise desirable transportation. This includes bike, walk, roll, and transit options. Inclusive and meaningful engagement is a step towards addressing past wrongs and preventing the perpetuation of past harms in future planning efforts.

Historically, community engagement efforts for transportation projects have attracted people who are already comfortable interacting with government agencies and have the time and resources to participate in engagement activities. Further, many members of the public have limited time to attend events, lack access to reliable internet for online engagement, or do not trust decision makers to adequately listen to their feedback because of historical wrongdoings. This often means people who are most impacted by a project do not get the opportunity to express their opinions, provide feedback, or assist in decision-making. More inclusive and equitable engagement can better help the City of Bloomington develop infrastructure and safety projects, policies, and programs that meet the needs of all residents.

Approach

The SS4A Action Plan project team will intentionally engage community members who are diverse in age, race, income, ability, and language, and those who bring life experiences and expertise often missing from existing data and transportation decision-making groups. Aside from desiring to correct inequities in planning, by conducting inclusive engagement, planning projects and programs can achieve higher quality outcomes by including diverse backgrounds and perspectives. To maximize the input and guidance on the Safer Streets for All Action Plan received from priority demographics living in the Communities of Interest, the project team will follow best practices for equitable engagement including:

- Successful community engagement should end with both the project staff and stakeholders feeling that their expectations were met. The International Association for Public Participation (IAP2) has created the Spectrum of Public Participation, which can help practitioners honestly select and match the goals of their participation effort with their commitment to the public (see Figure 7). While no level of the spectrum Inform, Consult, Involve, Collaborate, or Empower – is better than the other, the project team will ensure that there is honest communication with community members about the purpose of the various outreach strategies that will be employed. Full disclosure on the level of engagement is especially important when engaging historically marginalized communities – these communities have historically been on the "inform" level and, as a result, many planning projects have simply happened to them without their input. This reality is not forgotten within communities and it will take consistent and diligent work to build trust in these communities.

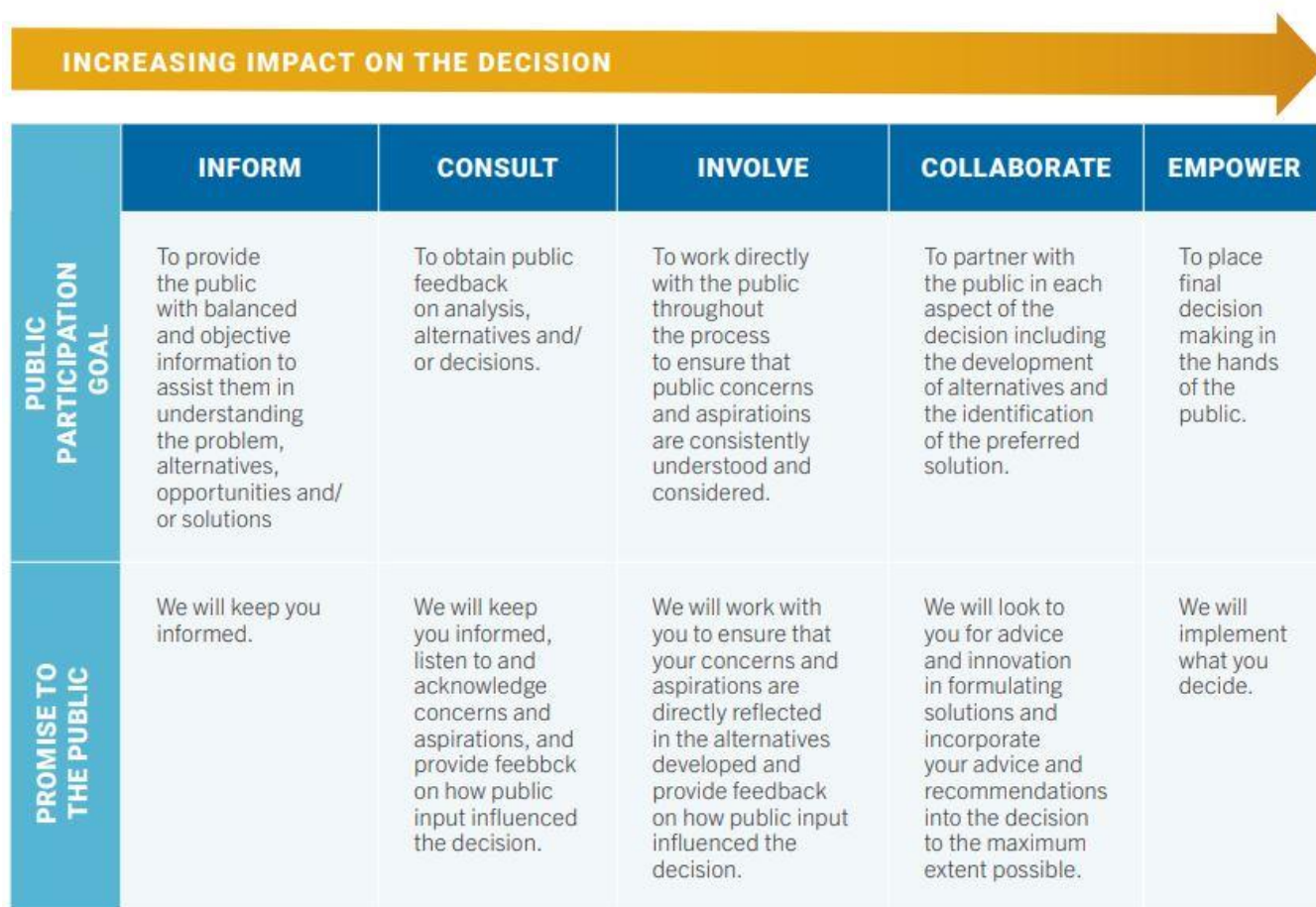


Figure 7. IAP2 Spectrum of Public Participation (source: www.iap2.org).

- The project team will prioritize strategies that allow for meaningful engagement of priority demographics including in-person events (safety week, pop-ups, open house, community group meetings, in-classroom presentations/workshops, and committees) and virtual opportunities (website updates, e-blasts, social media posts, online polls, online interactive activities)
- When identifying locations for outreach activities the project team will focus on popular and/or strategic locations within Communities of Interest. The project team may consult with organizational partners and local community leaders for advice on locating outreach activities.
- It is important that the project team members who are in the field deploying engagement strategies and discussing the planning process with residents are demographically representative of the populations they aim to engage. Therefore, the project team members deploying engagement strategies will be diverse in race, gender, age, cycling comfort, and lived experience.
- Specific engagement materials will be provided in the two languages aside from English that are commonly used by Communities of Interest. As appropriate, the project team will coordinate live interpretation for engagement and outreach activities that aim to reach Spanish or Somali-speaking residents.

Table 2: Priority Engagement Outreach Groups

<p>Core Factors</p> <p>Outreach efforts will prioritize engaging these populations to exceed the diversity of the city:</p>	<ul style="list-style-type: none"> • Black, Hispanic/Latinx, or other person of color (<u>consistent with categories used by the Census Bureau</u>) • Earning less than 80% of the median household income • High rental cost-burden (over 51%)
<p>Intersectional Factors</p> <p>Outreach will seek to engage a diverse set of people that represent one or more of the core factors as well as one or more intersectional factors:</p>	<ul style="list-style-type: none"> • No access to a car or don't drive • Low-AMI (0-50% of average) • Frequently walk, bike, or ride transit for transportation • Women or non-binary people • Have limited English proficiency • Are LGBTQIA+ • Have a physical or mental disability • Over the age of 65 • Young Adults (18-30) • University students • Under the age of 18 (Teens who make their own mobility decisions) • A different national origin than the U.S. • Immigrant or refugee • Have high housing cost burden • Families with young children (under 12) • Are single parents

Engagement Goals

The public participation process will invite stakeholders to articulate how transportation safety infrastructure, programs, and policies impact their quality of life. Our intention is to engage the public around the conditions that determine where infrastructure can be placed, the programs that can be developed, and policies that can be revised. We respect the value the community brings to this process and warmly encourage their involvement through the development of the plan.

The principal goals of public outreach are to:

1. Implement a process that is equitable and accessible, with an emphasis on uplifting voices from the “Core Factor” (Table 2) groups, being the groups of focus for transportation equity.
2. Prioritize engagement with historically underrepresented and underserved stakeholders by collaborating with key community organizations with access and credibility to these populations, and by valuing this expertise through incentives and/or compensation for time.
3. Create awareness of the Safe Streets for All Action Plan, the public input needed, and the overall process.
4. Present information in a manner that respects native languages and is culturally appropriate.
5. Provide a variety of methods for public participation that are accessible in terms of language, technology literacy, location, and time so that prioritized individuals or groups may easily participate in the process.
6. Gain substantive insights from the public to inform the plan’s goals, network, recommendations, and priorities.
7. Communicate how transportation safety infrastructure, policies, and programs support the larger goals of the city around equity, connectedness, economic growth, and vitality.

To ensure the efforts and outcomes are aligned with the outreach goals and equity framework, the project team will continually measure outreach and provide periodic updates on public participation throughout the planning process.

Success Measures

We will document who participates in the process. The intent of this project is to prioritize participation of Black, Hispanic/Latino, Indigenous, Asian, and other people of Color, as well as people in low-income households, students, people with disabilities, and people residing in Communities of Interest. During each engagement activity, the team will ask for personal data from participants to ensure the process is engaging with a diverse set of residents. The data will help the team identify any gaps or potential areas for improvement and serve as general metrics to measure the plan's effectiveness and overall performance. The key data considerations include:

- Race/Ethnicity
- Age
- Gender
- Primary language spoken at home
- Disability status
- Residential ZIP Code
- University student
- Contact Information – provided when opting in to receive email communications
- Income
- Rent or own home
- Modes of travel regularly used

Note that for some engagement activities (e.g., pop-up or intercept events) it may not be feasible to collect all of these data points. At a minimum, the Team will seek to document the participant's residence ZIP code, race, and age. The Team will also track the number and impact of engagement activities throughout the project. Metrics for this effort include:

- Online interactive map analytics
- Survey participation
- Event attendees
- Social media analytics
- Demographics of individuals engaged (age, race, location, etc.)
- Number of individuals submitting feedback
- Participation in neighborhood events

Equity Framework Flow Chart

The Equity Framework Flow Chart will be a tool to inform the planning process and project selection and prioritization for safe streets projects that center communities most impacted. Figure 8 below illustrates how the six principles of equitable transportation, identified in this document, inform the evaluation of planning process decisions across three general categories: Engagement methods; Analysis methods; and Recommended project, policy, or program.

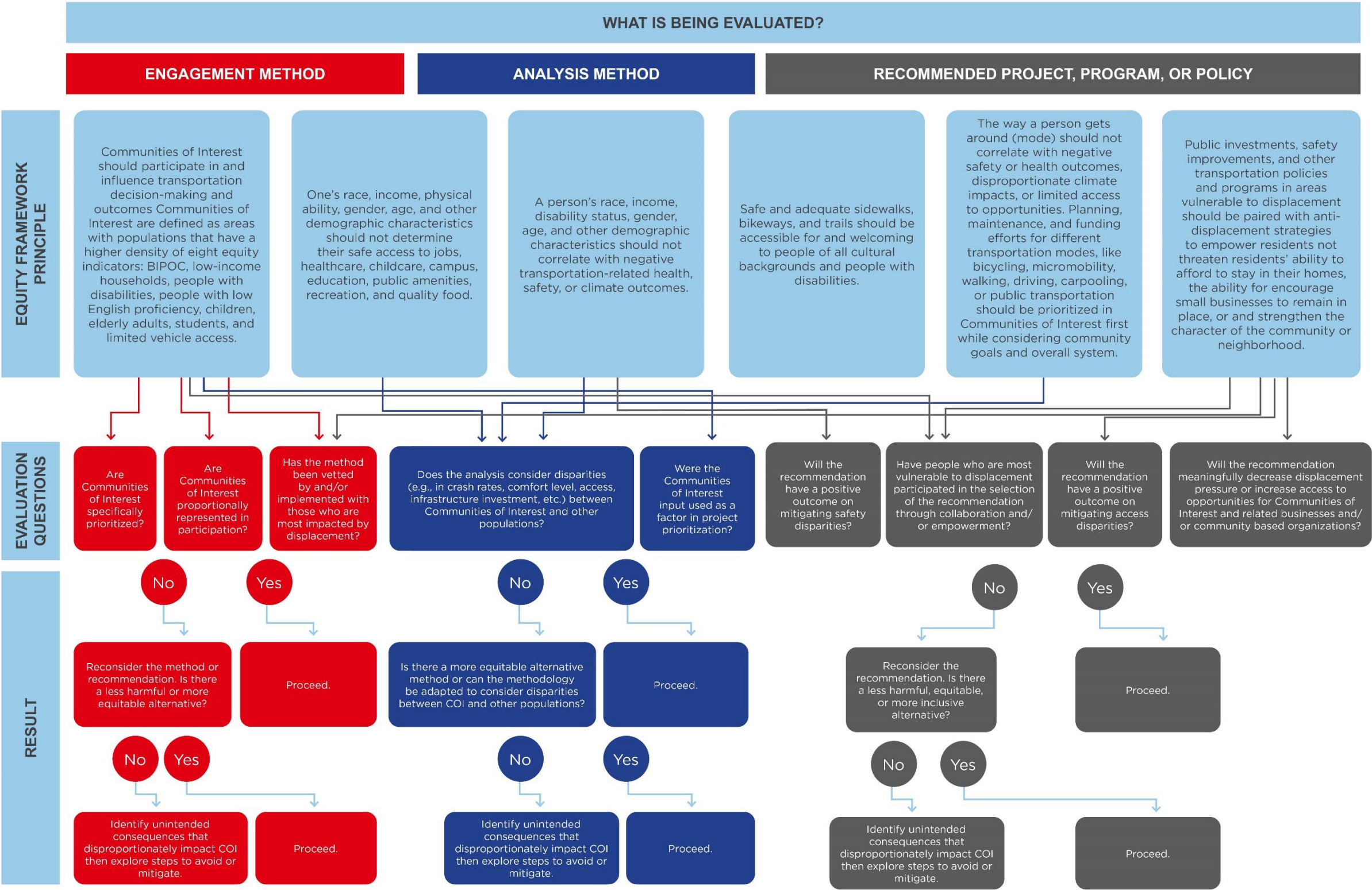
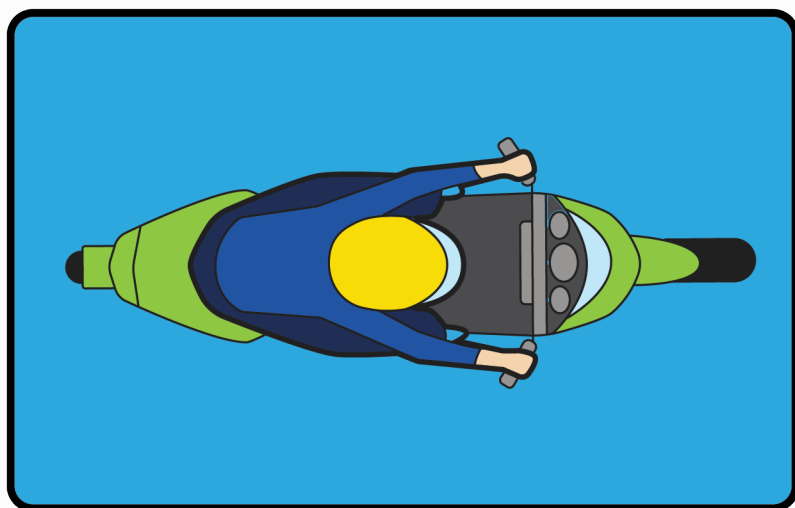
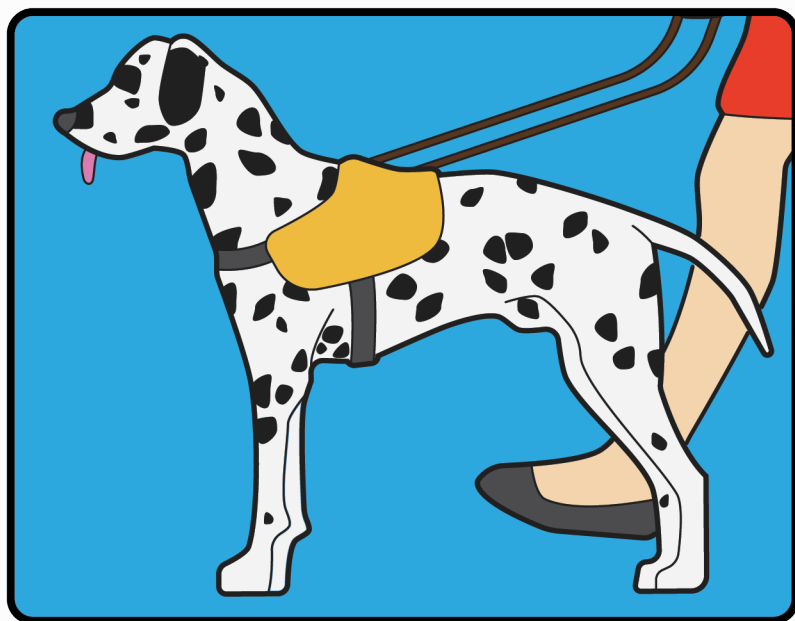
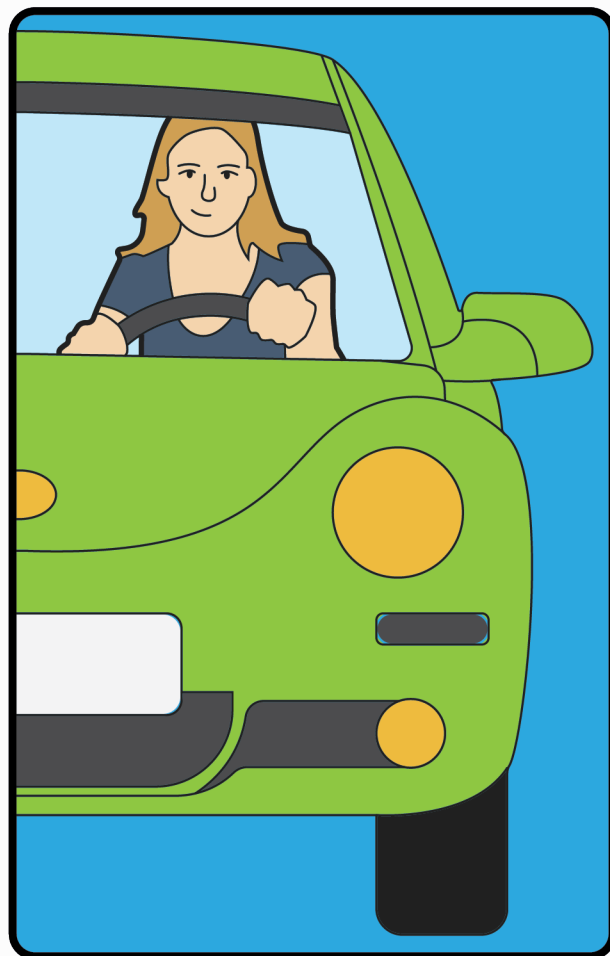
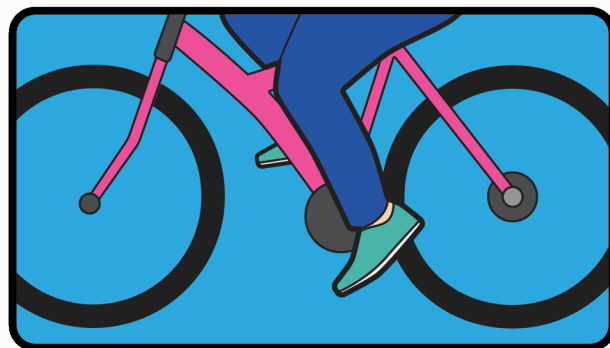


Figure 8: Equity Framework Flow Chart

BLOOMINGTON

SAFE STREETS FOR ALL



Appendix B: Public Engagement Overview

DRAFT

July 2024

Background & Purpose

This memorandum summarizes the public input methods and results gathered as part of public engagement efforts for Bloomington Safe Streets and Roads for All (SS4A) Action Plan in Spring 2024. The public engagement for the Bloomington SS4A Safety Action Plan aimed to gather public input that would help the project team on the following tasks:

- Identify general transportation safety concerns
- Identify unsafe locations throughout the city
- Identify opportunities to improve roadway safety
- Assist in developing and affirming the High Injury Network
- Inform the development of implementation strategies and projects

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The engagement strategies for the Bloomington SS4A Safety Action Plan emphasized the following:

- Including various in-person and virtual Inform the development of implementation strategies and projects
- The engagement strategies for the Bloomington SS4A Safety Action Plan emphasized the following engagement opportunities
- Engaging jurisdictional staff and a SS4A Steering Committee that can help guide plan development and provide direction on implementation
- Attracting a broad and diverse audience, reaching beyond transportation safety advocates, and engaging people of all ages, abilities, genders, races/ethnicities, languages, and incomes throughout Bloomington
- Prioritizing Communities of Interest (COI) in engagement outreach to ensure historically marginalized voices are included
- Utilizing City of Bloomington communication methods and community partners to promote the project, direct people to project resources, and announce project meetings and engagement opportunities.

Equitable Engagement

Community engagement provides local governments with key information and local expertise that may not be available anywhere else and is often required to receive federal, regional, state, or local funding. Conducting equitable engagement invites people to reflect on their lived experiences and bring their unique perspectives to the conversation in order to correct past planning wrongs and prevent inequities in future planning efforts.

Equitable engagement makes special effort to search out and listen to voices of Communities of Interest (COI) including BIPOC, low-income households, people with disabilities, people with low English proficiency, children, elderly adults, students, limited vehicle access households, and other groups who have intentionally and unintentionally been excluded from transportation planning efforts and decision-making in the past. This exclusion from prior community conversations, along with other factors, generally results in having less access to safe, comfortable, and convenient transportation, being overrepresented in serious and fatal crashes on our roadways and being displaced by transportation projects and planning efforts.

The engagement methods used as part of the Bloomington SS4A Plan were intentionally designed to be welcoming and engaging for historically marginalized communities. The project team worked to ensure that COIs felt empowered that their input can influence transportation decision-making and outcomes.

Participant Demographics

The project team gathered demographic data from about 450 webmap participants and 100 evening event attendees (more details on these methods are later in the memo). The following graphics show how the participant demographics compared with each other as well as with Bloomington's overall population. In general, webmap participants were more likely to be white, own their home, be highly educated, and older than Bloomington residents as a whole. Those that participated in evening events were more representative of Bloomington residents, especially in terms of race, home ownership, education, and income.

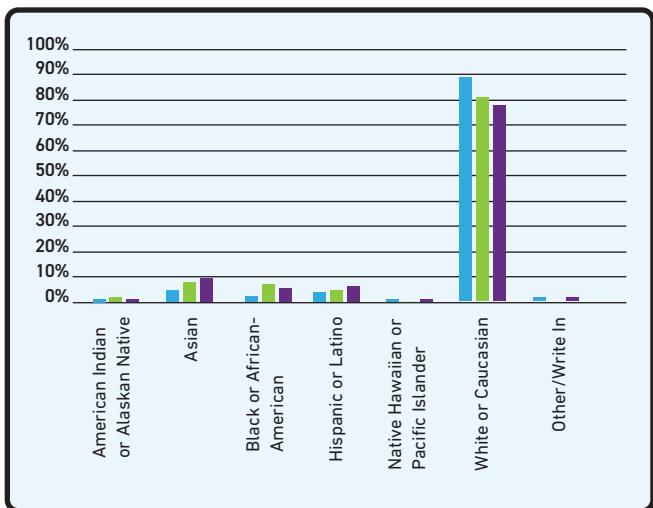


Figure 1. Race and ethnicity of public engagement participants

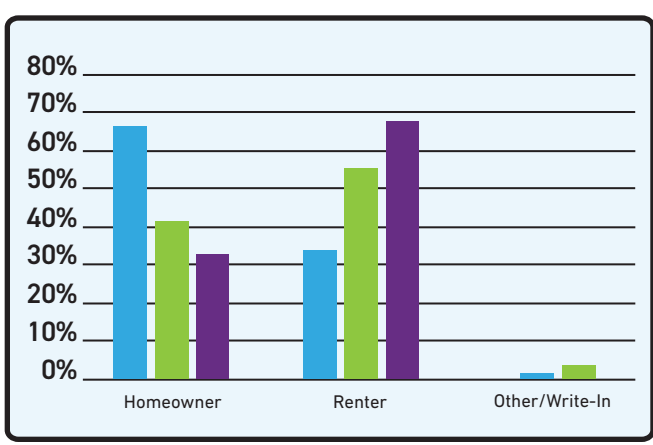


Figure 2. Housing situation of public engagement participants

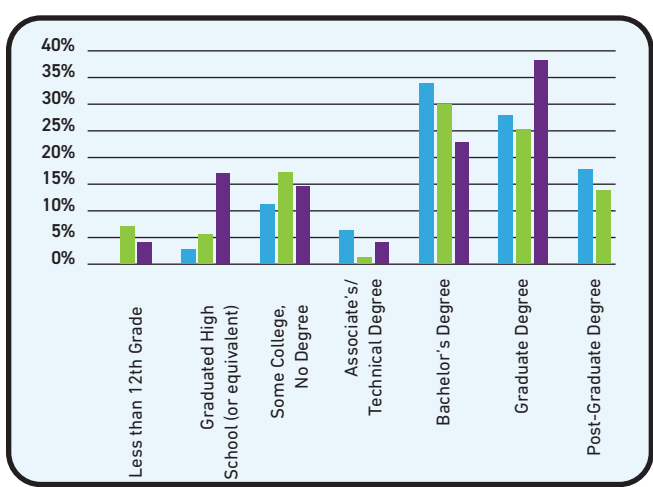


Figure 3. Highest level of education completed for public engagement participants

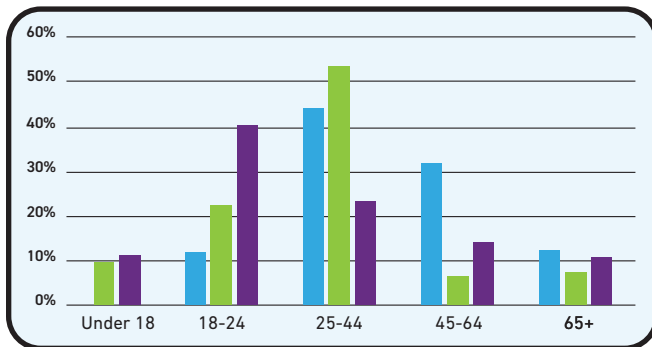
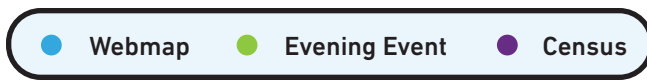


Figure 4. Age of public engagement participants

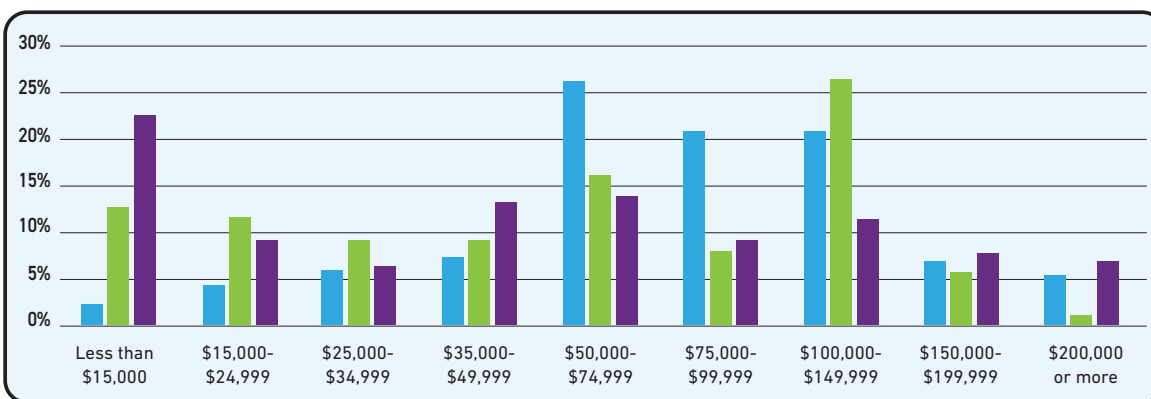


Figure 5. Income distribution of public engagement participants

It should be noted that neither the webmap nor evening event demographics align perfectly with Bloomington residents. Pop-up event conducted during safety week were purposefully located in places where the project team and staff anticipated younger, more diverse, and less educated residents frequent.

Engagement Methods

The project team used a diverse set of engagement strategies, both virtual and in-person, to reach a wide variety of Bloomington residents. An interactive webmap served as the primary virtual engagement option, and in-person opportunities were conducted during “Safety Week,” a one-week engagement action that included many different techniques and locations. The following sections describe both efforts in detail.

Interactive Webmap

The project team prepared and administered an interactive webmap and survey that served as the primary virtual engagement method. This tool allowed participants to pinpoint locations and/or corridors where they experience safety concerns and leave comments on key issues and opportunities. decision-making and outcomes.

The map had three distinct parts:

1. Landing Page. This was the participant's first view of the online webmap where they could learn about the project and the role of the webmap.

2. Intro Survey. The survey collected demographic information on who contributed to the webmap.

3. Interactive Webmap. The webmap let respondents enter points directly onto a map to indicate locations where they felt safe or unsafe. Respondents could also provide comments on the area selected, such as highlighting existing conditions, describing an experience that made them feel safe or unsafe, or proposing safety improvements.

Approximately 450 individuals left feedback – either through the survey or webmap. Just over 1,000 “safe” or “unsafe” points were placed on the map.

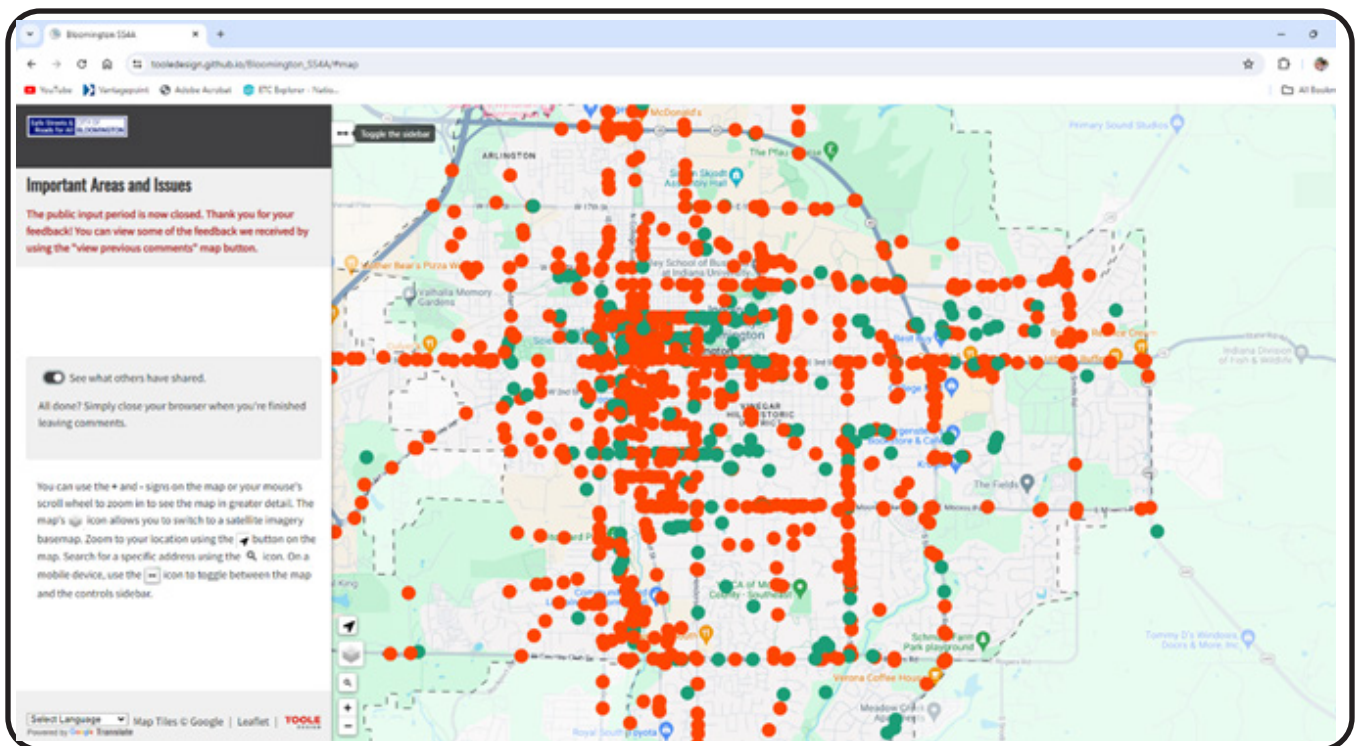


Figure 6. Screenshot of interactive webmap responses

In-Person Engagement

Safety Week

While the online map generated and allowed for a wide range of feedback, the project team felt it was essential to have in-person opportunities. As such, the project team hosted “Safety Week” from April 1 – 5, 2024, that sought to get feedback from a wide and representative range of Bloomington residents and allow for more in-depth conversations than could be had through the webmap.

The following sections describe the different elements of Safety Week.

Pop-Up Events

Pop-up events are tabling activities that were set up throughout the community at places identified as having populations that we wanted to especially engage with as part of the SS4A Plan. The activity had two parts – (1) asking participants to respond to the question of “What are the top three things that make you feel unsafe on Bloomington’s streets” by placing pom-pom balls in jars with potential answers, and (2) drawing on a map of Bloomington to show where they have safety concerns or see opportunities.

There were 13 pop-ups held during Safety Week, which engaged approximately 750 people. While demographics were not gathered, participants trended younger (20-30) and racially diverse. This, most likely, was due to the specific places the pop-up events were held which aimed to intercept student populations, which included:

- 3rd and Walnut Transit Center
- Downtown Library
- Bloomington Foods Co-op
- Little 5 Practice
- Stadium Parking Lot
- Courthouse Square
- 10th/Fee Arboretum
- Sample Gates
- The Back Door (LGBTQ+ bar)
- Student housing bus stop
- IU Health Sciences Building
- La Bonita (Hispanic/Latino grocery store)
- Hopscotch (coffee shop)



Figure 7. Pop-up at the 3rd and Walnut Transit Center



Figure 10. Pop-up at Sample Gates



Figure 8. Pop-up at Indiana University Health Sciences Center



Figure 11. Pop-up at Hopscotch coffee shop



Figure 9. Pop-up at the Stadium parking lot



Figure 12. Pop-up at Bloomingfood Co-op



Figure 13. Pop-up at student housing bus stop



Figure 14. Pop-up at the downtown library

Evening Open Houses

The project team hosted three evening events as part of Safety Week. These events were open to the general public and included six stations, each with an interactive activity, to garner feedback and spur discussion. The questions asked at the open houses closely mimicked those from the online webmap survey in order to complement that data set.

The open house locations were selected to be welcoming and, potentially, places where Bloomington residents might already be. The events were advertised using flyers posted throughout town, a local blog, social media, and word of mouth. The events were held at the following places, dates, and times:

- **City Hall Atrium.** April 2, 2024. 5-7pm. This event was originally supposed to be held at a Waldron Hill Buskirk Park but, because of thunderstorms, was relocated to the City Hall Atrium. There was a taco truck parked outside. All participants who completed all the activities were given a \$10 gift card to the taco truck.
- **Chocolate Moose Ice Cream Parlor.** April 3, 2024. 6:30-8pm. At this evening event, all participants who completed the activities received a free small ice cream. This event had all ages and demographics attend, and probably had the most families of any event.
- **Friendly Beast Cider Company.** April 4, 2024. 6:30-8pm. This event was held during the location's weekly trivia night and trivia participants participated in the engagement stations before and after trivia rounds. Most of the participants were younger adults and, notably, very few knew about the project or attended that evening because of the engagement event. All participants who completed the activities received a gift card to a local taco shop.

Participants were greeted at a welcome table where a project team member introduced the project, gave them a "passport" to be stamped at each station (once completed, it could be turned in for the incentive), and had them fill out a brief demographic survey. After that, participants moved on to the following stations and activities:

- **Station #1.** Big Question. This station asked how important participants think it is to invest in safe and comfortable transportation in Bloomington. Participants placed a building block on the response area.
- **Station #2.** Tradeoffs. This station presented participants with a variety of transportation safety-related tradeoff, and asked them to place a slider along a line indicating how much they agreed or disagreed with the statements.
- **Station #3.** Safety Concerns. This station asked participants to select their top three transportation safety concerns on Bloomington's streets. This station was the same as the pop-up event.

- **Station #4.** Mode-Specific Safety. This station asked, per mode – walking/rolling, biking, driving, and transit – what would make the participant feel safer.
- **Station #5.** Map. This station had a large map of Bloomington where participants could mark locations of concern or opportunity.
- **Station #6.** Transportation Safety Quilt. Using Bloomington’s quick logo as inspiration, participants wrote their “hopes and dreams” for transportation safety in the city on paper triangles. Staff then put these triangles on to a board to build a “Transportation Safety Quilt.”



Figure 15. Evening event at the City Hall Atrium

Combined Advisory Committee Meeting

On April 1 from 5:30-6:30pm, the project team hosted a Multi-Commission meeting that invited members from a variety of City Advisory Committees to learn about and provide feedback on the project. Attendees included members of the following committees:

- Traffic Commission
- Public Transportation Corporation Board of Directors
- Parking Commission, Environmental Commission
- Council for Community Accessibility
- Commission on Sustainability
- Board of Public Safety

The project team began the meeting with a presentation that gave an overview of the project as SS4A, reviewed the High Injury Network, and covered the variety of events occurring throughout Safety Week. Overall, committee members were supportive of the project and its mission. However, there were notable themes of the discussion:

- **Members would like to see a shorter timeline for the vision zero goal.** The project team provided clarification on process for selecting the timeline, traffic safety data trends, and goals and progress of other jurisdictions.
- **Attendees expressed concern about allocating any of the SS4A project and program funding to the police department,** which is not expected at this time.
- **There was concern for the consistency of data due to COVID, lack of self-reporting and reporting of near misses, perceived safety, and the exclusion of non-vehicle crashes in the data analyses.** The project team elaborated on the definition of safety in the context of SS4A and the emphasis on fatal and serious injury crashes, as well as how engagement provides additional context that is not captured in the data.
- **Addressing speed along the high injury network was a major point of discussion.** The project team provided insight about various proven countermeasures and how a comprehensive safety system minimizes error and impact.
- **Members expressed interest in how culture changes can be incorporated into this project and what type of impact this can have.** Educational and psychological strategies need to be paired with engineering strategies to create a comprehensive safety system, which will be incorporated in the Action Plan. Additionally, land use gaps and opportunities will need to be addressed as land use and transportation are closely linked



Figure 16. Project team staff presenting at the All-Commission Meeting

School Outreach

Children and their families were identified as a key engagement demographic for this project. To reach students, we worked with three schools in Bloomington – Fairview Elementary, The Project School, and Tri-North Middle School to bring information and engagement opportunities to students. In the two elementary schools, a project team member led an engaging student about how students can practice safe behaviors using any mode and how they can behave to make Bloomington's streets safe for other roadway users.

The presentation also introduced transportation infrastructure that has and will continue to be installed around the city as part of safety efforts such as crosswalks, curb extensions, signs, lighting, bike lanes, etc. – and discussed what each of those elements do. The sessions ended with working with the students to create a “transportation safety quilt,” where they could write or draw about ways to make the city's roads safer for all users on paper triangles, which were then assembled into a larger quilt.

At the middle school, project staff held a pop-up event during the lunch period, which drew nearly 200 students. Students at all the activities were overwhelmingly engaged with the idea of making streets safer for all users. They were quick to discuss how they behave to be safe by walking on the sidewalk, looking both ways before crossing the street, and using Bloomington's trail system, especially the B-line (it should be noted that both elementary schools were close to downtown Bloomington near the B-line).

They were also very aware of dangerous behaviors that their parents often engage in, such as speeding and distracted driving. Students were very interested in understanding how different transportation countermeasures make streets safer and were hopeful to see these on more streets around the City in the future.



Figure 18. Building a transportation safety quilt with Bloomington students



Figure 19. Teaching students about different types of transportation facilities that reduce speed.

Engagement Results & Key Takeaways

Through virtual and in-person engagement, the project team received thousands of comments. These comments covered a wide variety of topics relevant to making Bloomington's streets safer for all users. The major takeaways from questions asked throughout the engagement processes are summarized in the following sections.

Question: Where do you feel safe and unsafe when traveling around Bloomington?

The webmap and in-person events allowed participants to label points on a map they deemed safe and unsafe and offer details into their opinions. Table 1 shows some of the main reasons webmap participants felt places were safe or unsafe; these responses were consistent with in-person discussion as well.

Table 1: Summary of safe and unsafe location webmap attributes

"This Location Is Safe Because"	Count	"This Location Is Dangerous Because"	
There are bicycle lanes or space for bicyclists	79	People drive too fast`	392
There are sidewalks	74	Drivers do not pay attention	324
There are a lot of other people walking or biking	66	There are no safe places for people walking, bikingor rolling to cross the street	219
People drive at the speed limit of slower	41	There are no bicycle lanes or space for bicyclists	189
There are safe crossings	40	There are no or inadequate sidewalks	189
Drivers are paying attention	35	Other (please specify below)	185
There is good lighting at night for pedestrians or bicyclists	22	There are too many cars on the road	177
Other (please specify below)	18	I have experienced personal safety or harassment at this location	110
		There is not enough lighting at night for pedestrians or bicyclists	84
		There is not enough lighting at night for driving	45
Total	375	Total	1,914

Safe Locations

Many respondents indicated that the presence of walking and cycling facilities, such as sidewalks, bicycle lanes, and crossings, contribute to a location feeling safe. Over half of the total “safe” locations were associated with a bicycle lane, sidewalk, or a crossing. Many of these points were placed in proximity to the B-Line Trail or 7-Line, and the comments characterized both facilities as being convenient, comfortable, and safe, the latter of which was due to their separation from cars.

Many other “safe” points were placed on locations where there are a lot of other people walking or biking. While these points were also placed near the B-Line Trail and 7-Line, parks (e.g. Switchyard Park, Bryan Park), and other specific streets other streets (e.g. Kirkwood Street) were specified in comments. Kirkwood Street was mentioned repeatedly, often with favorable comments about the ‘Open Streets’ events that temporarily close Kirkwood Street to motor vehicles.

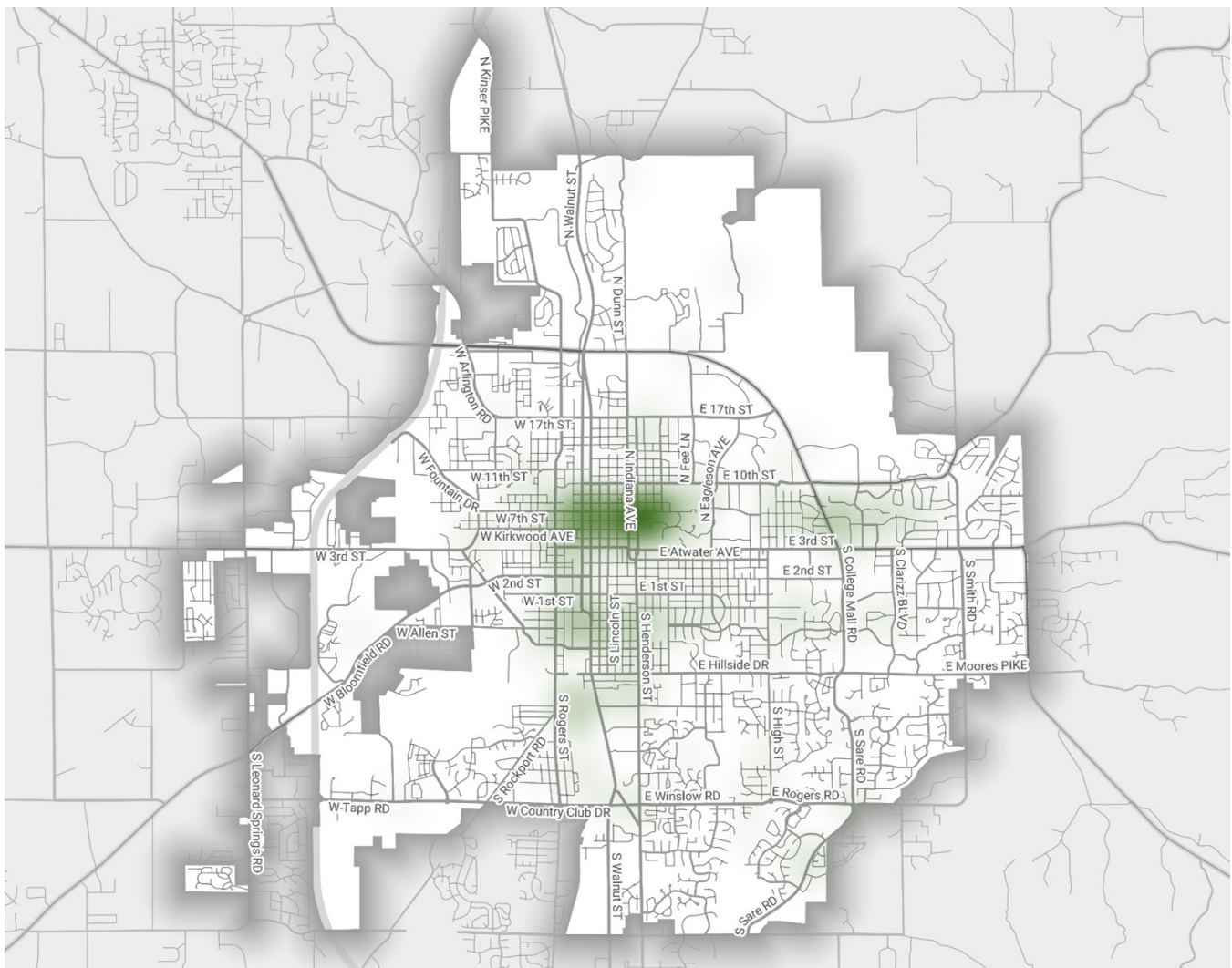


Figure 20. Heat map of areas selected as “safe” by webmap participants

Unsafe Locations

The most common reason for a spot being deemed “unsafe” was that people are driving too fast. This characteristic was pointed out the most near arterial and collector roadway segments such as College Avenue, Walnut Street, and East 3rd Street where a higher degree of bicycle and pedestrian traffic occurs, particularly adjacent to downtown and Indiana University. Respondents also targeted key intersections as being unsafe due to high vehicle speeds, particularly at intersections that include a greenway crossing such as Allen and Walnut Street Intersection (W Allen Neighborhood Greenway Crossing and Hillside Drive and Weatherstone Lane/Olive Street Intersection (Highland-Hawthorne Greenway Crossing).

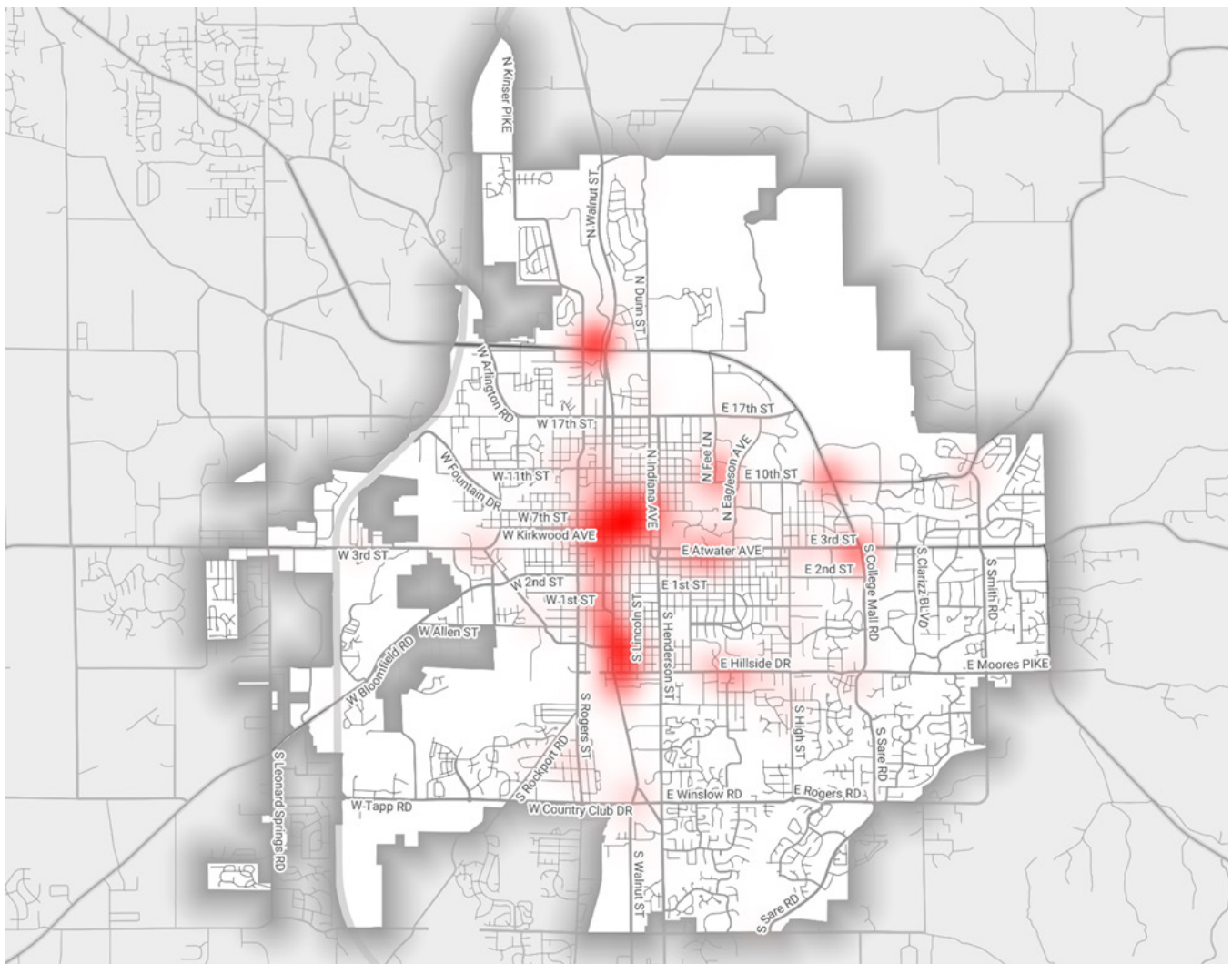


Figure 21. Heat map of areas selected as “unsafe” by webmap participants

Additionally, it should be noted that a number of ‘unsafe’ comments were associated with points placed along the 7-Line. Many respondents stated that they have experienced a near miss along 7th Street, and the comments suggest that the primary issues are visibility obstructions and determining who yields to the right-of-way.

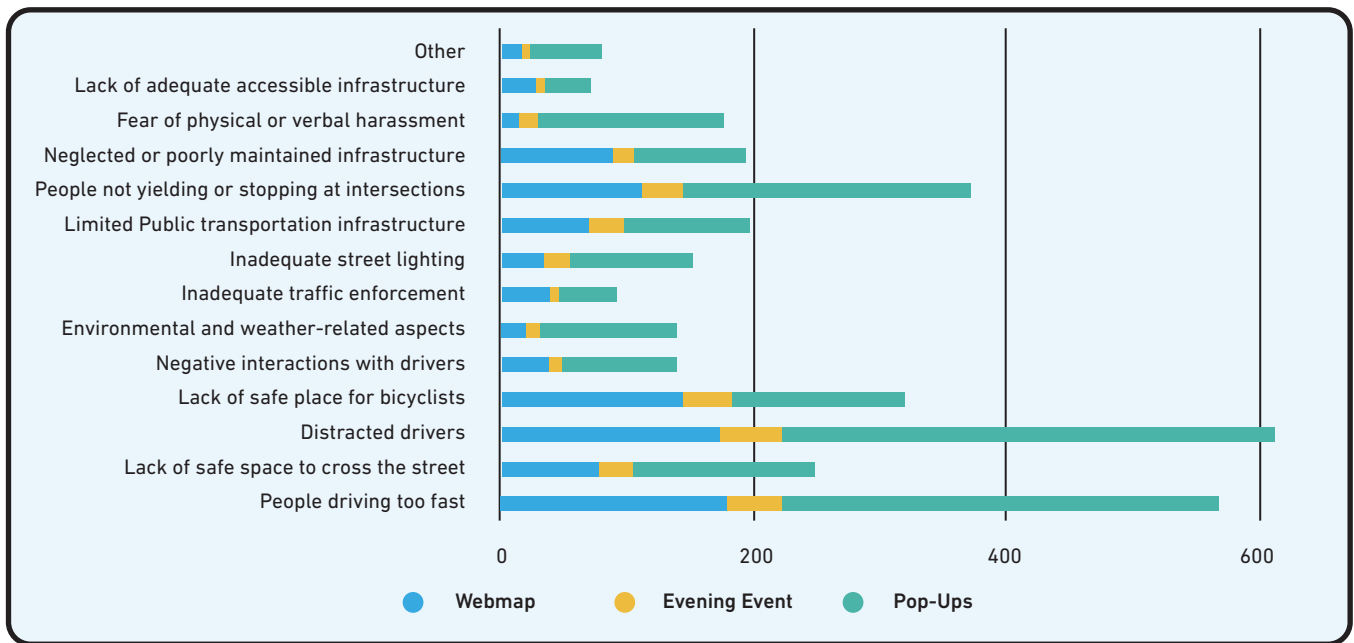


Figure 23. Responses to "What are the top three things that make you feel unsafe on Bloomington's Streets?"

Question. How important do you think it is to invest in a safe and comfortable transportation system in Bloomington?

At both the evening events and on the webmap, participants strongly believed that investing in a safe and comfortable transportation system was important. Very few selected "not important" as their answer.



Figure 24. In-person responses at a Safety Week evening event

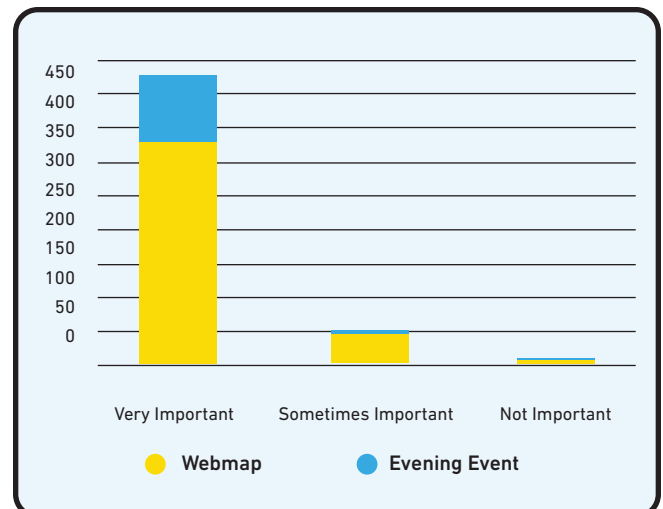


Figure 25. Responses to "How important do you think it is to invest in a safe and comfortable transportation system in Bloomington?"

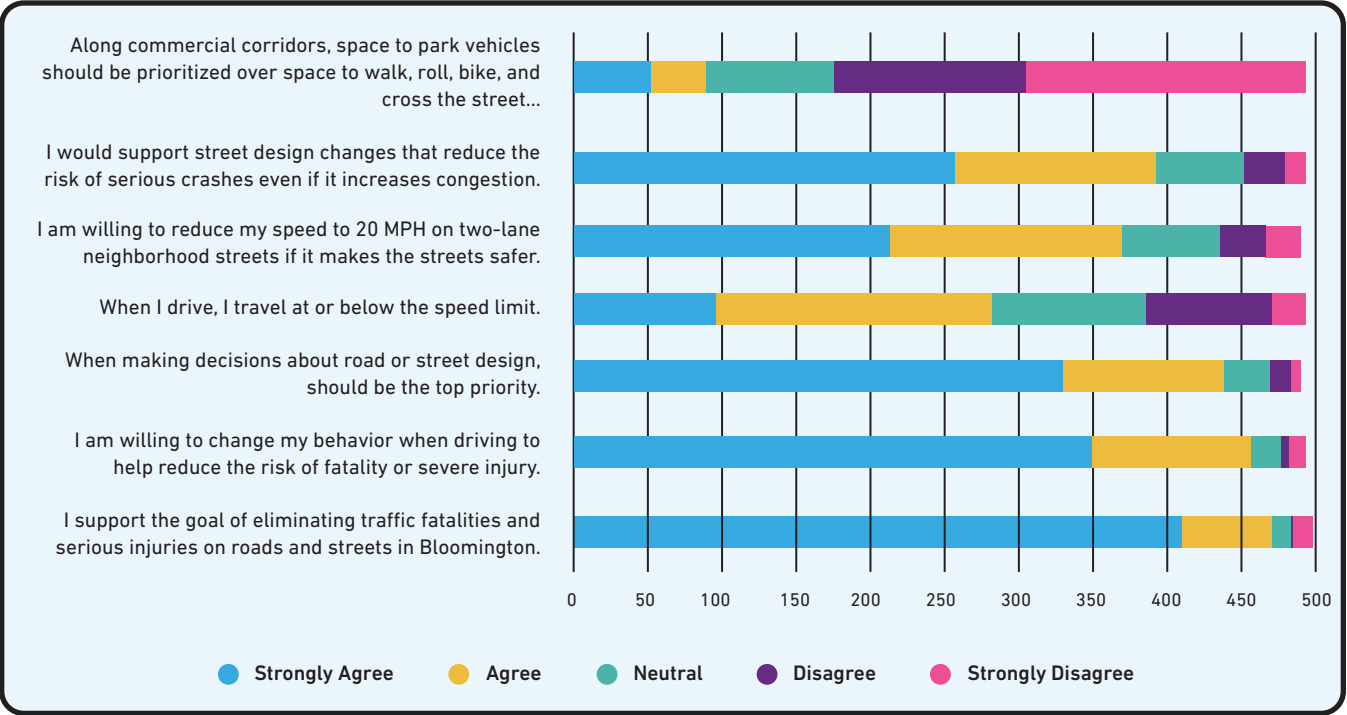
Question: Tradeoffs

Participants were asked how strongly they agreed with a variety of statements that focused on tradeoffs between safety and speed or convenience. In general, most participants agreed with statements that align with safer roadways design and operational practices. That said, many participants said that they don't usually drive at or below the speed limit which shows that people are in support of safety but may need more than a speed limit to encourage them to drive at safe speeds.

Notably, for policy and project implications, only 20% of respondents believed that space to park vehicles should be prioritized over space to walk, roll, bike, and cross the street safety along commercial corridors. Parking is often a major source of conflict and pushback to safety-focused projects, and these results show that participants are, in theory, willing to make that sacrifice for active transportation and safety improvements.



Figure 27. Tradeoff question station at a Safety Week evening event



Question: Generally, how safe do you feel traveling around Bloomington walking, rolling, biking, scooting, driving, or taking transit?

The feeling of safety can vary dramatically depending not only on where you're traveling, but also how you're traveling. Webmap participants were asked what modes of transportation they use and then, as a follow-up, how safe they feel using those modes around Bloomington.

Overall, respondents felt most safe while driving or on transit. Walking was the next "safest," with a very small amount of respondents saying it feels "very unsafe." Feelings of safety dramatically dropped from there with less than a quarter of people feeling safe while biking or in a wheelchair. Notably, nobody responded that they felt "very safe" on a scooter.

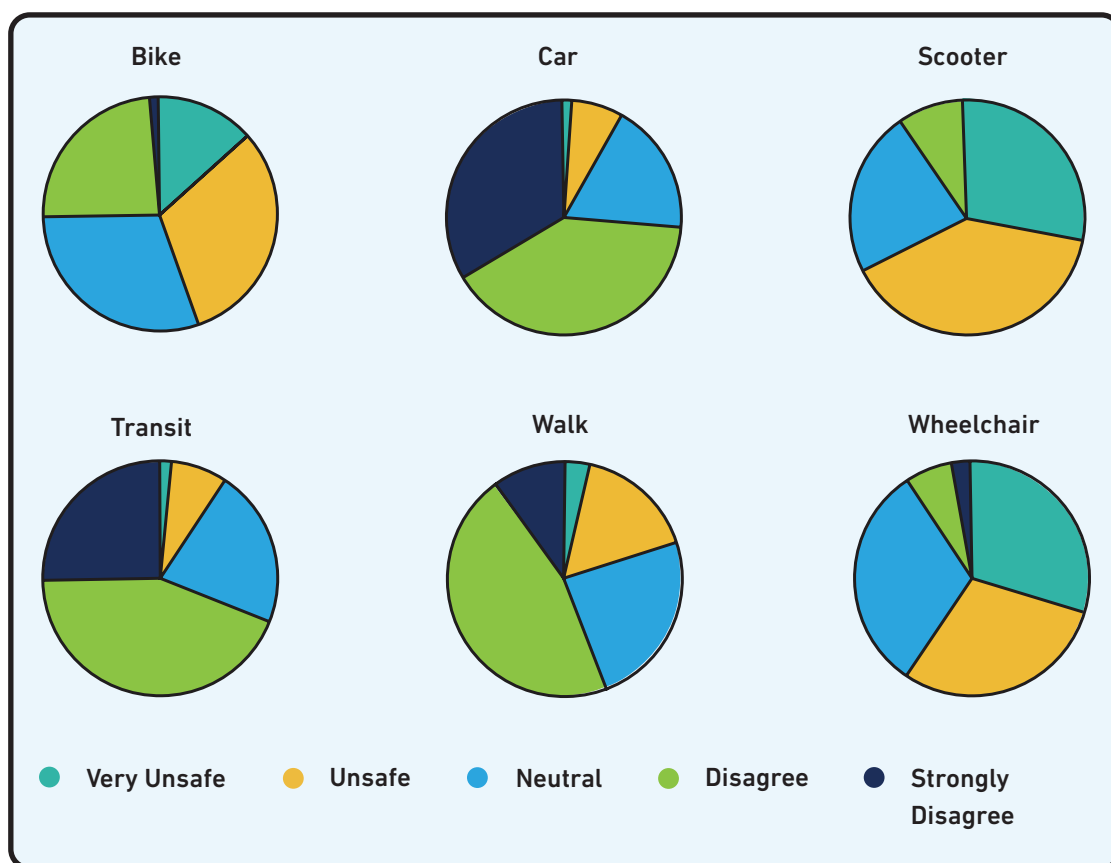


Figure 28. Responses to "Generally, how safe do you feel traveling around Bloomington walking, rolling, biking, scooting, driving, or taking transit?"

Question: “When walking or rolling, biking, taking transit, or driving, what would make you feel safer?”

As a follow-up to the prior question, webmap and evening event participants were asked to select three choices from a list to offer insight about what would make them feel safer while walking/rolling, biking, driving, or taking transit. For walking and biking, participants top answers were the same – they wanted more separation between them and vehicles, better maintained facilities, and more sidewalks, bicycle lanes, or trails in the community. For people biking, more secure bicycle parking and better wayfinding were also common selections. For pedestrians, participants selected better lighting and more accessible infrastructure as items that would make them feel safer.

Interestingly, participants selected “more space separating people bicycling from car traffic” and “better road maintenance” as the top two item that would make them feel safer while driving, which is nearly identical to the responses of pedestrians and bicyclists. Reducing driving speeds using speed bumps or lane reductions, and better or more visible signs were the next most common answers.

Transit riders (of which there were few) highlighted improvements at transit stops, especially adding more pedestrians’ crossings and/or signals near stops. Adding more shelters was the second most common choice, followed by the desire to increase lighting around transit stops.

What would make you feel safer when walking or rolling?	
More space separating people walking from car traffic	402
More sidewalks or trails	267
Better maintenance of sidewalks and trails	241
Better lighting of sidewalks, trails, and roads	176
Accessible infrastructure (curb-ramps, wheelchair access, wider sidewalks, etc.)	113
Additional signs or signals at intersections	94
Additional police presence	51
Other	48
Better wayfinding so I know where to go	21
What would make you feel safer when walking or rolling?	
More space separating people and bicyling from car traffic	243
More bicycle lanes or trails in the community	236
Better maintenance of bicycle lanes and trails	136
More secure bicycle parking	91
Additional signs or signals at intersections	82
Better lighting of trails and roads	73
Other	44
Better wayfinding so I know where to go	26
Additional police presence	19

What would make you feel safer when driving?	
Better road maintenance	235
More space separating people bicycling from car traffic	219
Increased street lighting	153
Reducing driving speeds using bumps or reducing the number of lanes	134
Lowering speed limits	130
Better or more visible signs so I know where to go	106
Other	78
Additional police presence	64
Increasing the number of traffic signals	36
What would make you feel safer when taking transit?	
Adding more shelters at transit	151
Increasing lighting around transit stops	145
Having more pedestrian crossings and/or signals near transit stops	133
More route information so I know where to go	117
Other	40
Additional police presence on transit	17
Additional police presence at the stops	11



Figure 29. Modal safety station at a Safety Week evening event

Activity. Transportation Safety Quilt

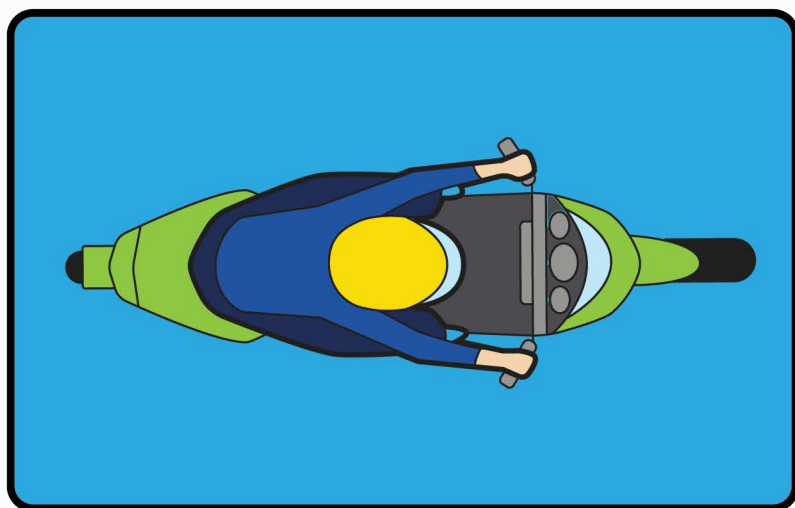
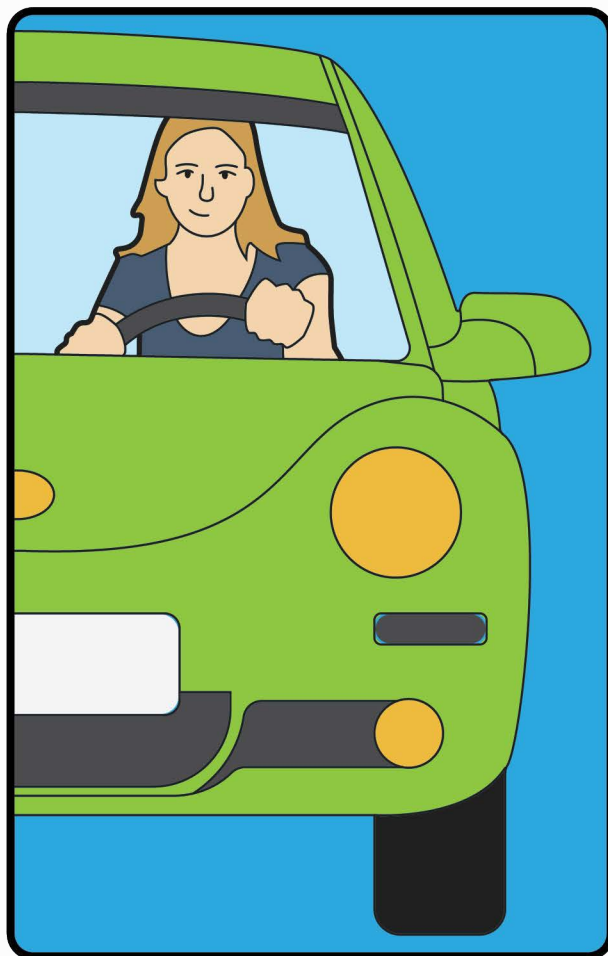
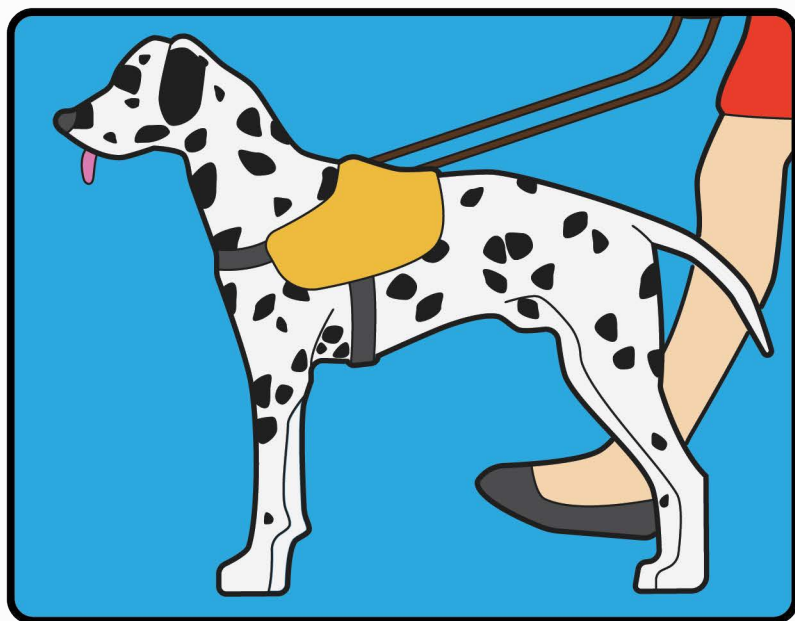
As a final activity at the evening events, participants were asked to write or sketch about how they would like to make Bloomington's streets safer for all users on quilt triangles (to build upon the City's logo – a quilt). Many of the images reflected a desire for the roadways to be safer for all users through behaviors and facilities, like signage, bike lanes, and slower driving. Participants also wrote and drew about residents feeling respected on the streets and wishes for the roadways to feel "happy" and "fun."



Figure 30. Transportation safety quilt from a Safety Week evening event

BLOOMINGTON

SAFE STREETS FOR ALL



Appendix C: Proven Safety Countermeasures
November 2024

4-to-3 Lane Conversions

Purpose:

Reduce the speed of traffic, reduce crossing distances and optimizes available roadway space to improve levels of safety and comfort for pedestrians and bicyclists.

Description:

Reduce the number of lanes (road diets), the width of lanes (lane width reductions), or both. The additional space created is typically combined with other elements such as bike lanes, transit lanes, widened sidewalks, pedestrian refuge islands, and/or curb extensions. Typically, road diets are utilized on undivided, four-lane roadways, which in turn are converted into two through lanes and a center turn lane or painted median.

Estimated Cost:

\$\$\$ per mile (no additional cost with paving work)

Applicable Locations

- Multi-lane roads are eligible for lane reconfiguration.
- Emphasis should be placed on roads with priority pedestrian and bicyclist routes.
- Lane reconfiguration can be done in urban, suburban, and rural areas.

Applicable Street Types

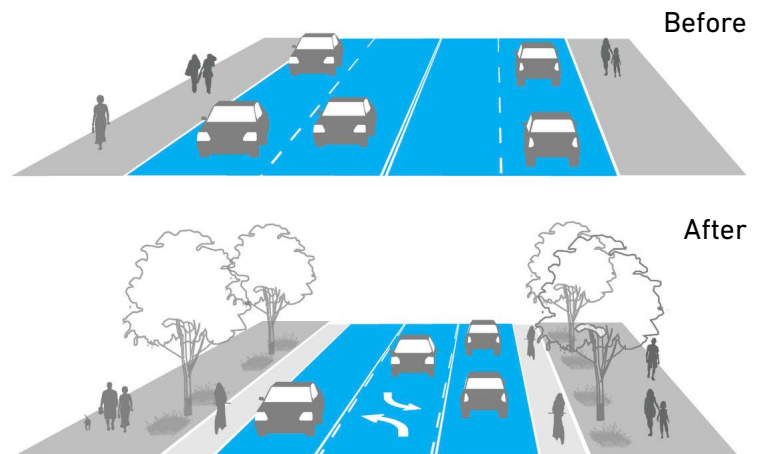
- Use INDOT collector/minor arterial

Safety Benefits

- Increase available space for additional safety infrastructure for pedestrians or bicyclists.
- May reduce the number of potential conflict points.
- May slow motor vehicle operating speeds on average, but will reduce “high-end” speeders (10 mph +) up to 90% per Seattle DOT.
- May reduce crossing distances by eliminating a lane or through provision of a pedestrian median island.
- Removed possibility of “double-threat” crashes from vehicles passing stopped vehicles.
- Improves sight distance for turning vehicles.
- Reduce emergency vehicle response times per FHWA. (https://safety.fhwa.dot.gov/road_diets/resources/pdf/fhwasa17020.pdf)

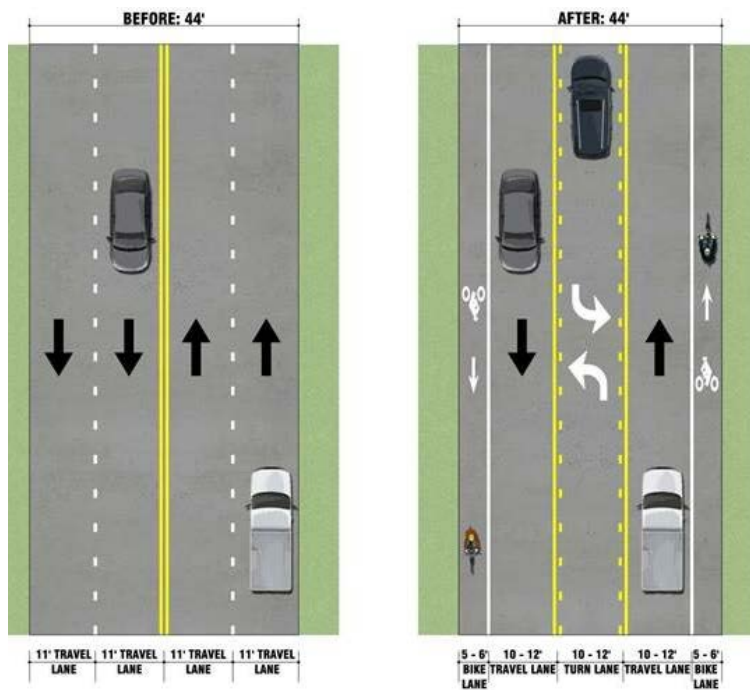
Expected Crash Reduction

- 47% reduction in total crashes in suburban areas (Pawlovich, et al., 2006)
- 29% in urban areas (FHWA, 2008)



Design Guidance

- Eliminating a travel through lane can make room for a bicycle lane, turn lanes, wider sidewalks, median island, curb extensions, on-street parking, transit lane, landscaping, or other uses.
- Road diets are most successful on roadways with daily volumes of 8,000 to 20,000 motor vehicles.
- Road diets can be supplemented with painted textured, or raised center islands or green infrastructure to reduce storm runoff.
- A conversion to a three-lane road can be compatible with a single-lane roundabout.

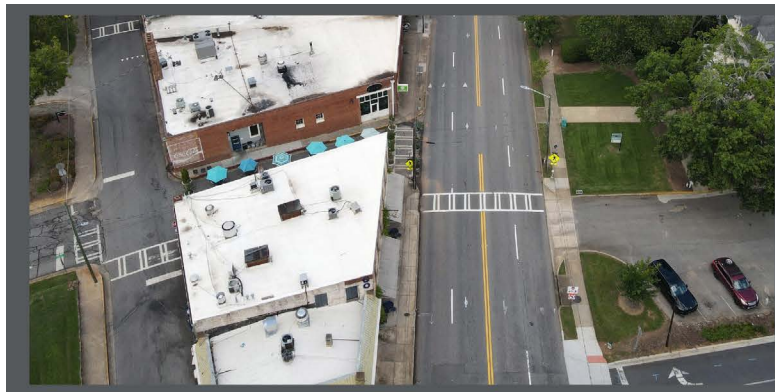


Considerations

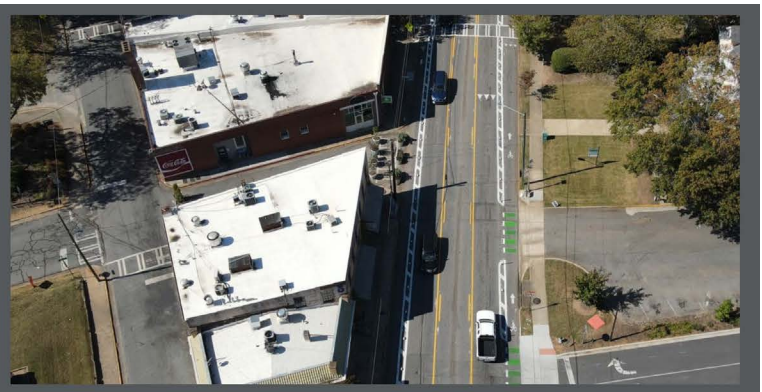
- Eliminating a travel through lane may increase congestion and vehicle queuing and blocking during peak travel hours.
- Evaluate impact of a road diet on all road users, not just vehicles. Consideration should be given to Level of Traffic Stress.
- Consider implementing a road diet in conjunction with pavement overlay.
- Outreach should be conducted to determine if a candidate street is meeting the needs of the community.
- A traffic study may be necessary to determine if high-traffic streets are candidates for removing one or more parking or travel lanes.
- The FHWA recommends considering factors including:
 - Volume thresholds, such as average daily traffic
 - Vehicle speed
 - Trip generation estimates
 - Level of Service
 - Quality of Service
 - Pedestrian and bicyclist volumes
 - Transit and freight operations
 - Peak hour and peak direction traffic flow

Systemic Safety Potential

This is a systemic corridor recommendation that improves road conditions for all roadway users.



Before four to three lane conversion



After four to three lane conversion

Additional Information

- Evaluation of Lane Reduction "Road Diet" Measures on Crashes
- PEDSAFE: Pedestrian Safety Guide and Countermeasure Selection System
- Road Diet Informational Guide



Chicanes

Purpose:

Slow motor vehicles speeds by diverting the path of travel.

Description:

Horizontal treatments to restrict vehicle movement and reduce speeds. Chicanes are often made of curb extensions or islands that create “S” curves along a roadway.

Estimated Cost:

\$\$ to \$\$\$\$ (depending on design)

Applicable Locations

- Most effective at midblock locations on one-way and two-way streets

Applicable Street Types

- Neighborhood Residential Street
- General Urban Street
- Neighborhood Connector Street

Safety Benefits

- Improves speed limit compliance.
- Certain designs increase the amount of sidewalk width, buffer width, or both on corridors.

Expected Crash Reduction

- 32% reduction of crashes with traffic calming elements.

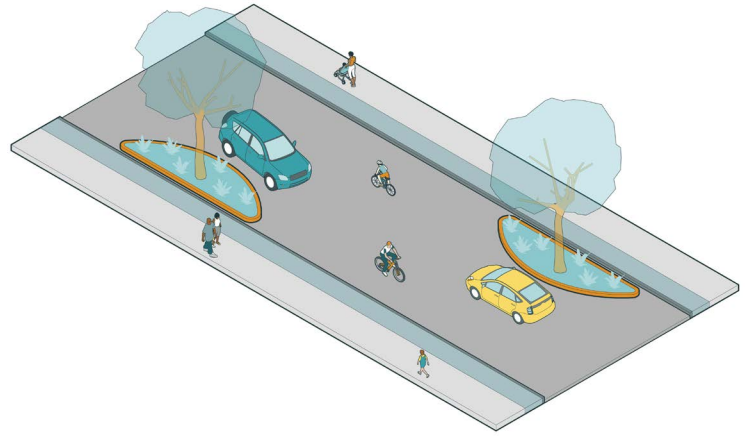
Design Guidance

- Interim treatments use striping and flex posts and temporary curb materials.
- Permanent treatments use curb extensions or islands and may include vegetation.
- Maintain sight lines by landscaping chicanes with lower shrubs and plants.
- Multiple treatments may be placed on alternating sides of the roadway.
- Drainage and utility location should be considered when implementing.
- Additional signing or pavement markings may be needed to ensure drivers and maintenance vehicles are aware of the bend in the roadway.



Considerations

- Vehicles and bicyclists must carefully maneuver around fixed objects. Traffic may be slowed when vehicles attempt to pass bicyclists.
- If drainage impacts are a concern, curb extensions may be designed as edge islands with a 1–2-foot gap from the curb.
- Mini-roundabouts should be considered at intersections of local roads.
- May reduce on-street parking depending on the design.
- Emergency vehicle and school bus access must be maintained.



Systemic Safety Potential

Best suited as a spot treatment.



Additional Information

- PEDSAFE: Pedestrian Safety Guide and Countermeasure Selection System
- NACTO Urban Street Design Guide

Curb Extensions

Purpose:

Shorten crossing distances and increase pedestrian comfort and visibility.

Description:

Also called bulb outs or neck downs, curb extensions extend a section of sidewalk into the roadway at intersections and other crossing locations. In addition to shortening crossing distances, curb extensions create more compact intersections, resulting in smaller corner radii and slower turns by people driving.

Estimated Cost:

\$\$ to \$\$\$\$ (depending on design)

Applicable Locations

- Curb extensions can make pedestrian, bicycle, or other crossings safer and more comfortable everywhere from a mid-block crosswalk to a large signalized intersection.
- Curb extensions can be built in all-day parking lanes or wide shoulders.
- Transitions to lower-speed areas.
- Curb extensions are particularly valuable in locations with high volumes of pedestrian traffic, near schools, bicycle/trail crossings at unsignalized pedestrian crossings, or where there are demonstrated.

Applicable Street Types

- Neighborhood Residential Street
- Main Street
- General Urban Street

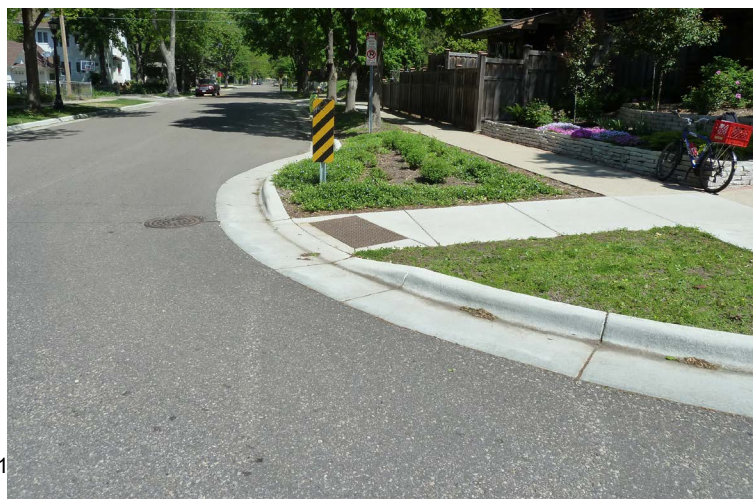
- Neighborhood Connector Street
- Suburban Connector Street

Safety Benefits

- Slow the speed of motorists making turns at intersections.
- Create additional space for directional curb ramps.
- Provide opportunity to create accessible parking spaces.
- Improve visibility between crossing pedestrians and other street users.
- Prevent people from parking too close to or on crosswalks or blocking fire hydrants.
- Create space for utilities, signs, and amenities such as bus shelters or waiting areas, bicycle and micromobility parking, public seating, street vendors, and greenscape elements.

Expected Crash Reduction

- Depending on corner radius, between 18%-59% for pedestrian vehicle crashes.



Design Guidance

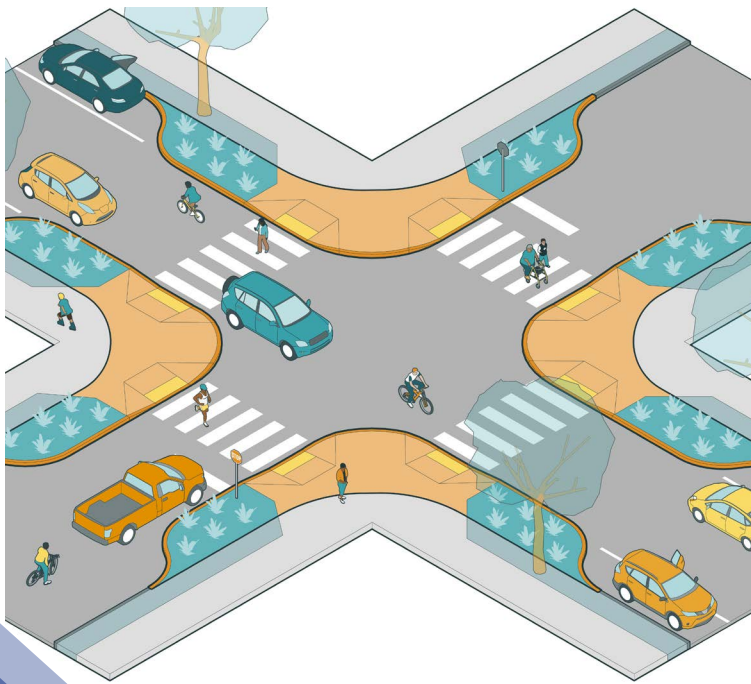
- Limit planting and street furniture height within curb extensions to preserve sight lines.
- Consider expanding curb extensions at bus stops to produce bus bulbs.
- Where curb extension installation on one side is infeasible or inappropriate (i.e., no parking lane), this should not preclude installation on the opposite side.
- A typical curb extension extends about 6 feet from the curb, or no further into the street than the parking lane.
- Protected bike lanes can go over or behind curb extensions, if present.
- The minimum width of a curb extension should match the existing NO PARKING requirements. The length of a curb extension can vary depending on the intended use (i.e., stormwater management, bus stop waiting areas, restricted parking)
- NO PARKING signs or yellow curb can be used to deter parking.

Considerations

- Curb extensions should not extend into travel lanes or bicycle lanes. Generally designed with one foot of shy distance between the face of curb and the edge of travel lane.
- When designing the corner radius on a curb extension, consider the appropriate large vehicle turning path to prevent encroachment into the pedestrian space.
- Consider the turning needs of emergency and larger vehicles in curb extension design and include mountable areas if necessary.
- Curb extensions can require modifications to or relocation of drainage structures. Consider drainage slots with solid surface plating at pedestrian crossings as an alternative.
- Temporary curb extensions may be created using paint, flexible delineators, and other temporary materials to speed installation or as a pilot project before permanent construction.

Systemic Safety Potential

Spot treatment or systemic safety improvement. Consider at all locations with on-street parking and as a gateway treatment to slow vehicle speeds.



Additional Information

- NACTO Urban Street Design Guide
- FHWA Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations

High-Visibility Crosswalk

Purpose:

Providing marked crosswalks communicates to drivers that pedestrians may be present and helps guide pedestrians to locations where it is best to cross the street.

Description:

High-visibility crosswalks are distinguishable from other crosswalk designs by use of longitudinal, ladder, or continental-style markings more readily visible to approaching motorists as opposed to parallel, or transverse, lines which are more difficult to distinguish from a distance.

Estimated Cost:

\$(per crossing)

Applicable Locations

- High-visibility crosswalks are appropriate at all controlled intersections.
- Uncontrolled intersections should meet requirements in MUTCD Section 3B.18.

Applicable Street Types

- All street types.

Safety Benefits

- Increase motorist awareness of crosswalk location.
- Reduce crashes between pedestrians, bicyclists, and motor vehicles.
- Designate pedestrian right-of-way, and may reduce pedestrian crossings at unmarked locations.

Express Crash Reductions

- 40% reduction for pedestrian-motor vehicle crashes.
- 19% reduction for angle, head on, left turn, rear end, rear to rear, right turn, and sideswipe crash types.
- 20% reduction for angle, head on, left turn, rear end, rear to rear, right turn, and sideswipe vehicle crash types.



Design Guidance

- Marking pattern should be continental: a series of wide stripes parallel to the travel lanes for the entire length of the crossing.
- Crosswalks should be a minimum of 10 feet wide. If the approaching sidewalk or sidepath is wider than 10 feet, the crosswalk should match the width of the sidewalk or sidepath.
- Install with directional ADA compliant curb ramps.
- Stop lines at stop-controlled and signalized intersections should be located at least 8 feet in advance of crosswalks. At uncontrolled crossings, yield lines may be included 8 feet in advance of the crosswalk.
- Parking should be restricted in advance of a crosswalk to provide adequate sight distance.

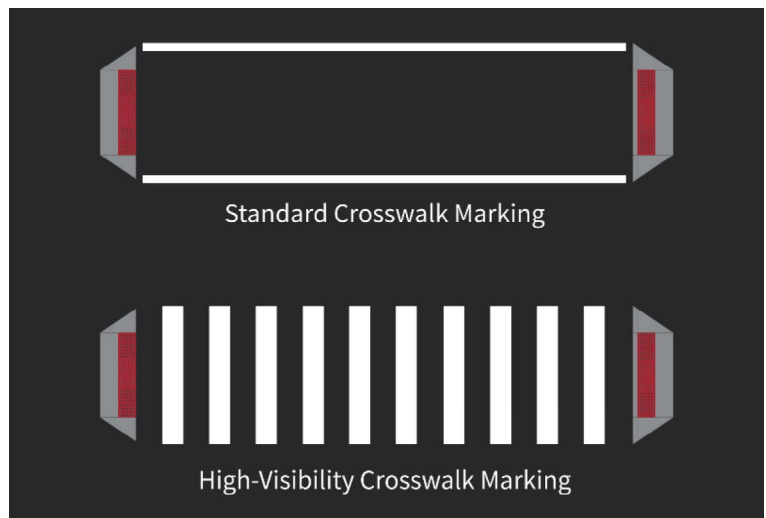


Considerations

- Crosswalk location should be convenient for pedestrian access.
- Width may be wider than 10 feet at crossings with high pedestrian or bicycling demand.
- Artistic crosswalks, with approval from City of Bloomington, may be installed in the center of the intersection to add a unique design feature.
- Crosswalk markings should consist of non-skid, retroreflective material.
- On new pavement, markings should be embedded into the pavement when possible so that the surface of the marking is flush with the pavement to reduce maintenance needs.

Systemic Safety Potential

Apply as a systemic countermeasure at all controlled crossings. At uncontrolled crossings, apply in accordance with FHWA Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations, Table 1.



Additional Information

- Manual on Uniform Traffic Control Devices
- FHWA Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations



Floating Bus Stops

Purpose:

To eliminate the conflict between bicyclists traveling in bike lanes and transit vehicles that must pull into conventional bike lanes to load and unload passengers. Also to eliminate the conflict when buses merge back into mixed traffic.

Description:

Floating Transit Islands consist of a bus stop platform island extending into the street from the curb with a bicycle lane routed behind the stop on or adjacent to the curb, eliminating bus and bike conflicts at stations and reducing bus travel times.

Estimated Cost:

\$\$-\$\$\$ (depending on design)

Applicable Locations

- Where bike lanes (separated, conventional, etc.) run along a transit stop. This treatment is compatible with near-side, far-side and midblock transit stop locations.

Applicable Street Types

- General Urban Street
- Suburban Connector Street
- Neighborhood Connector Street
- Suburban Connector Street

Safety Benefits

- Eliminates conflict between transit vehicles and bicyclists.
- Island stops maintain continuity of bike lanes.



Design Guidance

- Provide a buffer of 6 to 12 inches between the transit shelter and the bike lane. This buffer is narrower than the shy distance normally used for vertical surfaces (2 feet), but this is okay for short distances in constrained spaces.
- Channelizing railings, planters or other treatments can be used to help direct people to the crossing location(s).
- Multiple pedestrian crossings are recommended, but not required.
- Provide a minimum 4-foot-wide walkway between the curb and the transit shelter.
- Minimum 8 feet of clear width at the location where the bus doors will open to accommodate people in wheelchairs.

Considerations

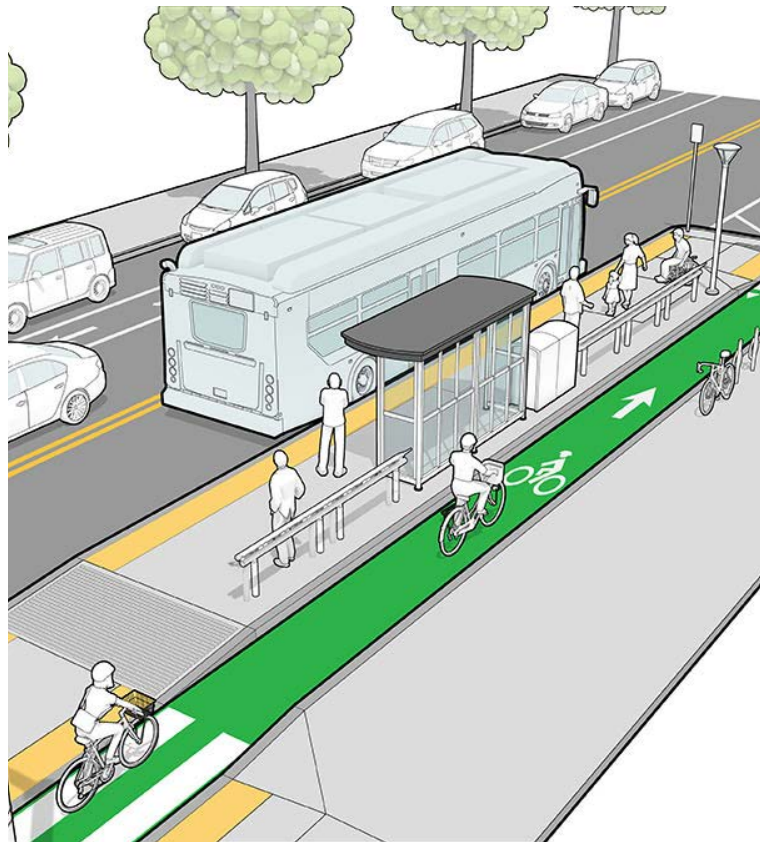
- The space between the bike lane and the sidewalk must have a detectable edge so pedestrians with vision disabilities can distinguish between the two. The bike lane may be located at street level, intermediate level, or sidewalk level. The bike lane elevation can affect the treatment used and can itself be a treatment for creating the detectable edge. The following design treatments can help provide this tactile cue:
 - Street furniture or other vertical objects.
 - A curb.



- Curb height changes.
- Continuous low landscaping.
- A directional indicator installed linearly on the sidewalk adjacent to the edge.
- Consider transit queuing and vehicle length to determine island length and pedestrian crossing placement.
- Ensure visibility between bicyclists and pedestrians for safety
- Consider raised pedestrian crossings between the floating transit island and the sidewalk to prioritize pedestrians.

Systemic Safety Potential

Potential for systemic safety application at bus stops located along separated bike lanes. Best suited as a spot treatment along buffered bike lanes and conventional bike lanes.



Additional Information

- NACTO Transit Street Design Guide
- FHWA Achieving Multimodal Networks



Lighting

Purpose:

Increase visibility for all road users at dusk and darkness, especially at crossings.

Description:

Overhead lighting to illuminate crossings, signs, and street markings. Well-placed lighting improves visibility for all road users. Lighting can be placed overhead or in pavement, depending on the needs of each individual corridor. Pedestrian-scale lighting is often seen in commercial districts as it enhances the environment at night, while also enhancing security.

Estimated Cost:

\$\$ to \$\$\$\$ (depending on design)

Applicable Locations

- Controlled and uncontrolled intersections.
- On crossing approaches.
- Along sidewalks, paths, and trails.
- Beneficial at intersections in areas with high volumes of pedestrians, such as commercial or retail areas and at major bus stops.
- Near schools, parks, and recreation centers.
- On both sides of arterial streets.

Applicable Street Types

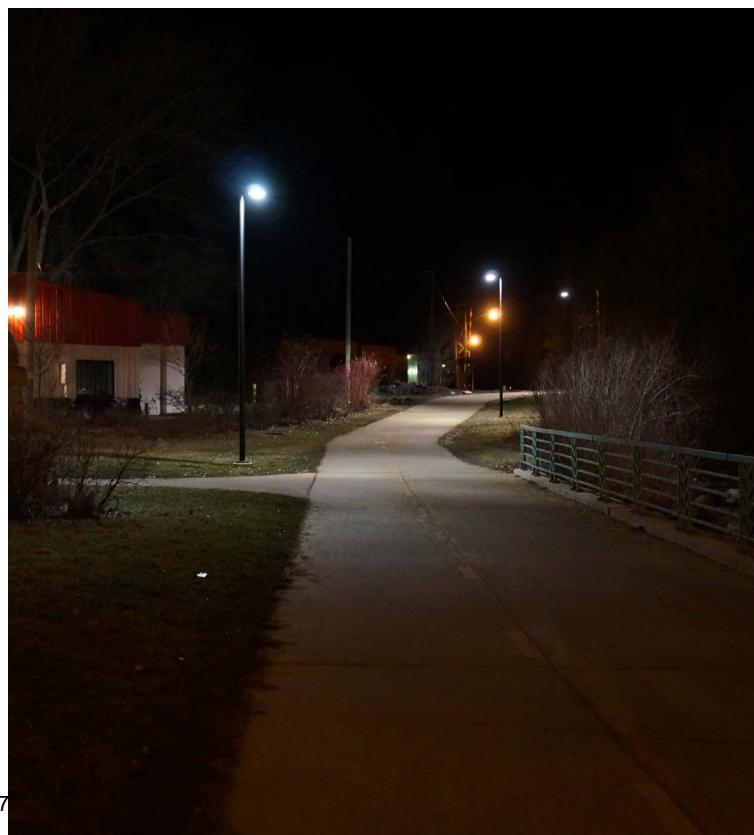
- All street types

Safety Benefits

- Improves visibility for all parties.
- May reduce crashes and injuries for all road users.
- May increase yielding and compliance with traffic control devices.
- Higher sense of personal security for pedestrians and bicyclists.

Expected Crash Reduction

- 32% for all fatal, serious injury, minor injury, and possible injury crashes.
- 26% for all crashes.



Design Guidance

- Use 3000K shielded LED lights wherever possible.
- Lighting should be consistent and uniform.
- Consider placement of existing buildings and trees to reduce spillover.
- Install lighting to Illuminating Engineering Society and DarkSky guidelines
- Lights should be placed in advance of a midblock or intersection crosswalk in both directions to illuminate the pedestrian in the front and avoid a silhouette.
- Should be co-located with traffic signs and signals to reduce clutter along or near sidewalks, paths, and trails especially at intersection corners.

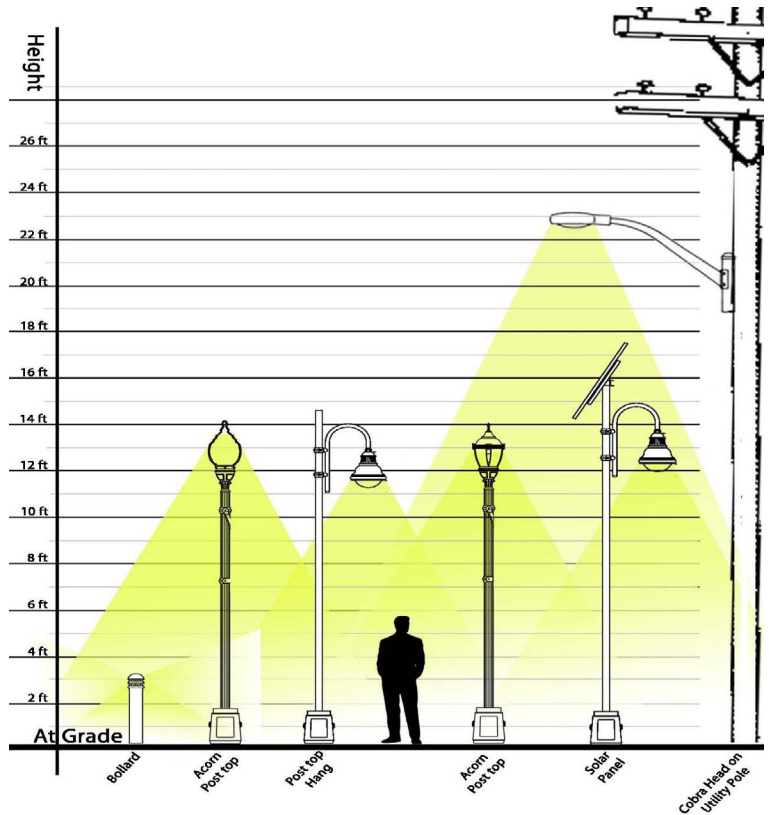


Considerations

- Uniform lighting can suggest pedestrian use and create a sense of enclosure.
- Lighting should be provided on crosswalk approaches.
- If a crossing has a crossing island, additional lighting may be provided.
- Consider energy usage and environmental impacts.
- Consider quality and color of light.
- Nationwide, Black and Latino Americans have substantially higher pedestrian fatality rates at night (GHSA Pedestrian Traffic Fatalities by State), therefore pedestrian lighting should be prioritized equitably so neighborhoods that have not included pedestrian lighting in the past can be made safer.

Systemic Safety Potential

Potential for systemic safety application at all controlled and uncontrolled crossings.



Additional Information

- FHWA Lighting Handbook
- FHWA Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations
- ANSI/IES RP-8 Standard Practice for Roadway Lighting
- International DarkSky Association Outdoor Lighting Guidelines

Leading Pedestrian Intervals

Purpose:

Extends crossing time for pedestrians at signalized intersections. Also allows people walking to enter an intersection first to establish presence before turning drivers begin moving.

Description:

Leading pedestrian intervals (LPIs) are adjustments to traffic signals to give pedestrians a three to seven second head start before motorists enter the intersection.

Estimated Cost:

\$

- Increase motorist yielding when turning across a parallel pedestrian or bicycle crossing.
- Exclusive crossing time provided for pedestrians and bicyclists.
- Prioritize pedestrian safety and convenience at intersections.
- Reduce conflicts between pedestrians and motorists.
- Can further enhance safety for pedestrians who need more time to cross the intersection by adding more time to the WALK phase.

Expected Crash Reduction

- 10% for all vehicle crashes.
- 17% for pedestrian involved crashes.

Applicable Locations

- Signalized intersections.
- Intersections with a significant number of turning vehicles and pedestrian volumes.
- At locations with protected bicycle lanes where people bicycling cross on the “Walk” signals.
- Locations with seniors or school children who tend to walk slower.

Applicable Street Types

- Main Street
- General Urban Street
- Neighborhood Connector Street
- Suburban Connector Street

Safety Benefits

- Increase visibility of pedestrians and bicyclists.



Design Guidance

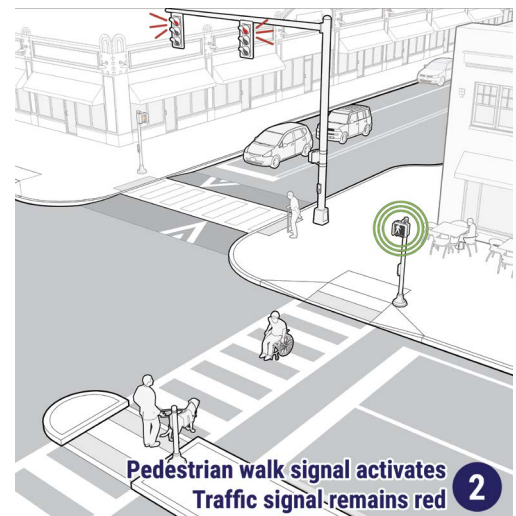
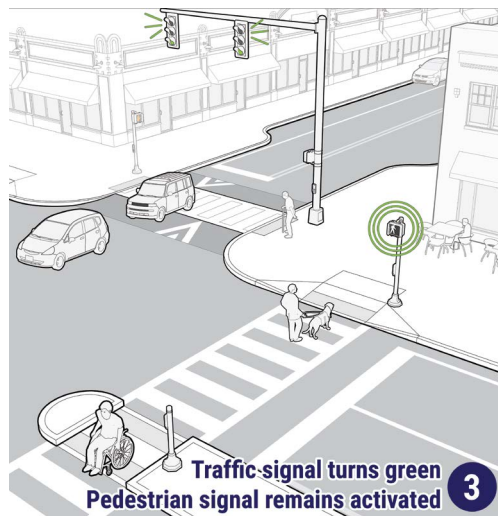
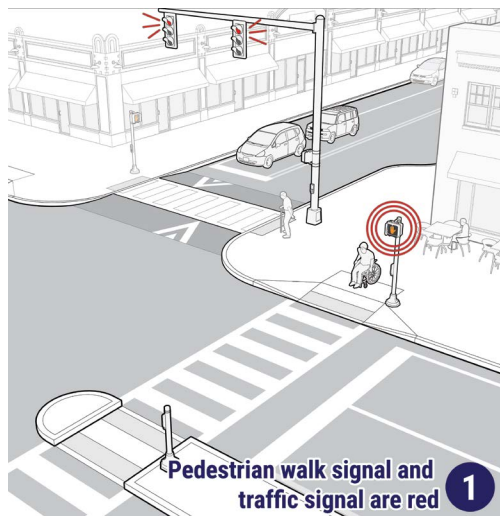
- LPIs should be installed with high-visibility crosswalk markings, curb ramps, accessible pedestrian signals, and “No Turn on Red” “(NOTR)” sign (MUTCD R10-11). NOTR should be considered, not required, unless the LPI is pedestrian actuated. Can include blankout signs that operate only during the LPIs.

Considerations

- LPIs can be provided actively or provided only when actuated. Active detection requires an accessible pushbutton.
- The length of LPIs can be increased where pedestrian or bicyclist volumes are high or pedestrian only phasing should be used to eliminate conflicts.
- LPI may be accompanied with an audible noise for visually-impaired pedestrians.
- NO TURN ON RED signs should be considered with LPIs.
- Concurrent pedestrian phasing should appropriately match the motorist signal phasing.

Systemic Safety Potential

LPIs are suited for systemic use in areas with existing or planned pedestrian signals and high pedestrian and turning volumes.



Additional Information

- Pedestrian and Bicycle Information Center — Signals and Signs
- PEDSAFE: Pedestrian Safety Guide and Countermeasure Selection System



Pedestrian Refuge Island

Purpose:

Protect pedestrians and bicyclists crossing by slowing motor vehicle speeds, increasing motor vehicle yielding, increasing pedestrian visibility, providing a pedestrian waiting area, and allowing two-stage crossings for slower pedestrians.

Description:

Pedestrian islands are raised medians placed in the middle of a street that provide a protected space for people trying to walk across the street. Median crossing islands have a cut-out area for pedestrian and bicyclist refuge and are used as a supplement to a crosswalk.

Estimated Cost:

\$\$ to \$\$\$\$ (depending on design)

Applicable Locations

- Crossings at the midblock or at intersections.
- Most beneficial at uncontrolled crossings, multilane roads, wide signalized crossings, or complex intersections.
- On roads with two or more lanes of through traffic.
- Roads with insufficient gaps in traffic.
- Roads with high pedestrian crossing volumes.

Applicable Street Types

- All street types

Safety Benefits

- Reduces maximum distance and time pedestrians exposed to crash risk.
- Allow pedestrians to cross the street one direction of travel or fewer lanes at a time.
- Ease crossing for slower pedestrians (e.g. youth, elderly, and disabled).
- Provide space for additional lighting at the crossing.
- May slow motorist through speed.
- May slow motorists turning left.

Expected Crash Reduction

- 32 for vehicle-pedestrian crashes¹



¹ Zegeer, C., C. Lyon, R. Srinivasan, B. Persaud, B. Lan, and S. Smith. 2017. "Development of Crash Modification Factors for Uncontrolled Pedestrian Crossing Treatments." *Transportation Research Record: Journal of the Transportation Research Board* 2636. Transportation Research Board of the National Academies. Washington, D.C.

Design Guidance

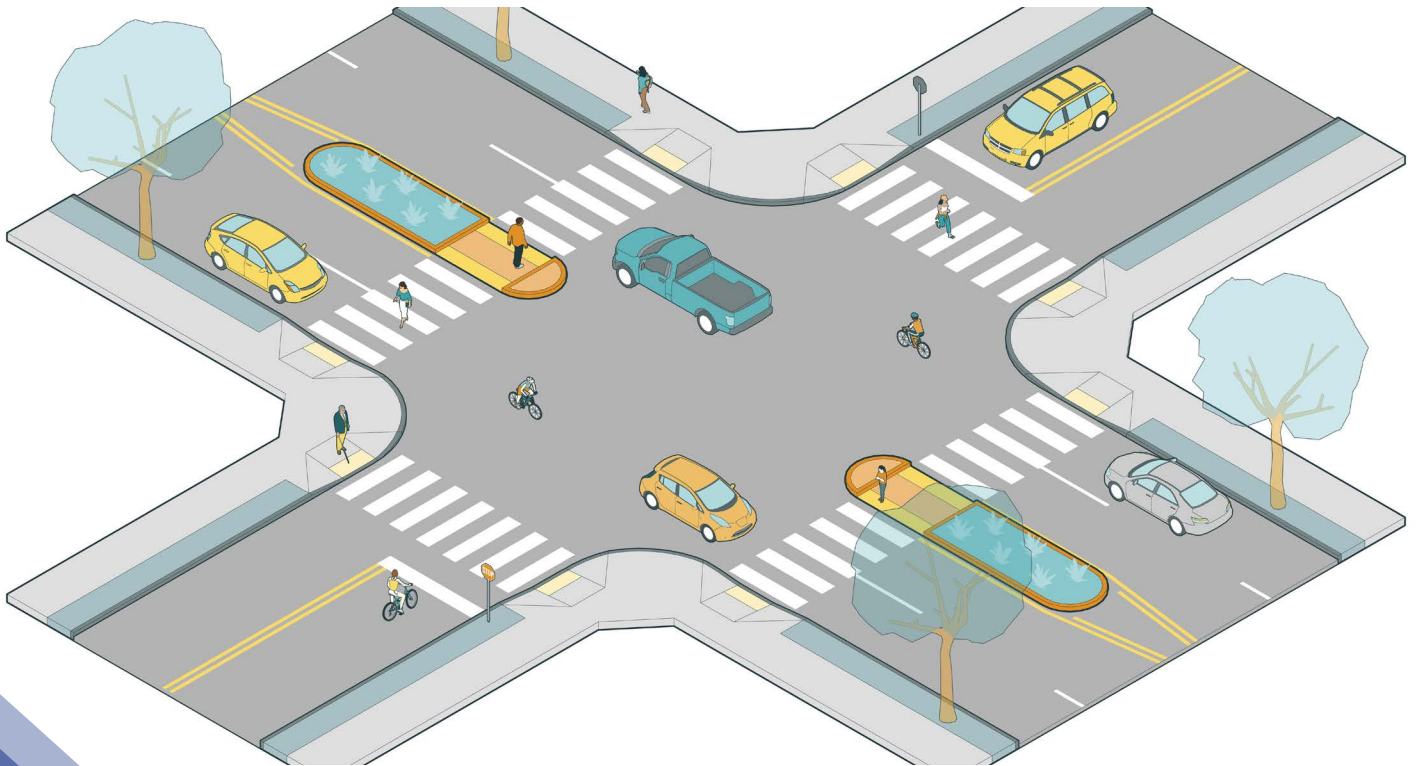
- Median crossing islands should be a minimum of 6 feet wide. To provide bicyclist refuge or for high pedestrian volumes, crossing islands should be a minimum of 8 feet wide. The refuge is ideally 40 feet long.
- Ramps or island cut-throughs are required to meet ADA requirements. They should be the full width of the crosswalk, 6 feet minimum.
- All medians at intersections should have a “nose” which extends past the crosswalk. The nose protects people waiting on the median and slows turning drivers.
- Mark with a high-visibility crosswalk.

Considerations

- Pedestrians may get caught on the crossing island if motorists do not yield or signal timing is too short.
- Crossing islands at intersections may restrict vehicles turning left without restricting pedestrian or bicycle crossings.
- Curb extensions can be built along with crossing islands to restrict on-street parking and reduce crossing distance.
- Temporary crossing islands can be constructed with temporary curbing or flex posts.
- Pedestrian islands should be considered at locations on busy 2-lane streets and on any street with more than two lanes.
- Where possible, stormwater management techniques should be utilized on pedestrian islands with adequate space, as long as a clear path for pedestrians is maintained.

Systemic Safety Potential

Potential for systemic safety application at mid-block crossings and at intersections along corridors with poor motor vehicle yielding, operating speeds over 30 mph, or motor vehicle volumes above 9,000 vehicles per day.



Additional Information

- Chapter 8 of Designing Sidewalks and Trails for Access: Part II of II: Best Practices Design Guide
- Americans with Disabilities Act Accessibility Guidelines for Buildings and Facilities
- FHWA Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations

Raised Crosswalk

Purpose:

Reduce drivers' speeds, increase driver yielding, and improve crossing safety for people walking or bicycling.

Description:

Raised crosswalks or raised intersections are ramped speed tables spanning the entire width of the roadway or intersection usually at minor locations. Crossings are elevated at least three inches above the roadway, and up to the sidewalk level.

Estimated Cost:

\$\$ to \$\$\$\$ (depending on design)

Applicable Locations

- Raised crossings are a treatment option often used at the midblock. However, intersections can also have raised crosswalks or the entire intersection can be raised.
- Roadways with a posted speed of 30 mph or lower.
- Common on school campuses, at shopping centers, and in pick up/drop off zones.

Applicable Street Types

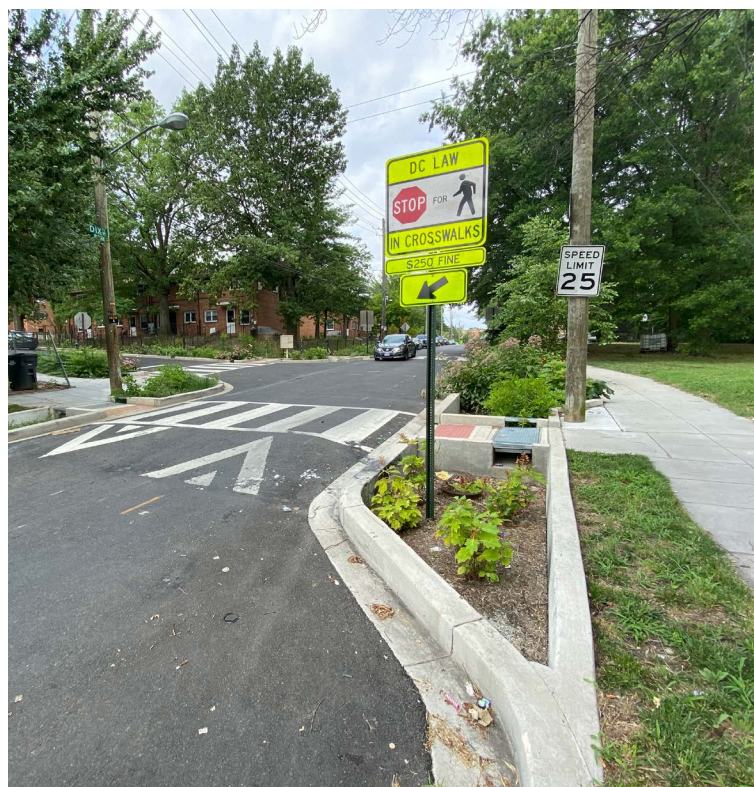
- Main Street
- General Urban Street
- Neighborhood Connector
- Neighborhood Residential Street

Safety Benefits

- Reduce motor vehicle speeds.
- May reduce the frequency and severity of crashes for all road users.

Expected Crash Reduction

- 45% for pedestrian crashes.
- 36% for all vehicle crash types.



Design Guidance

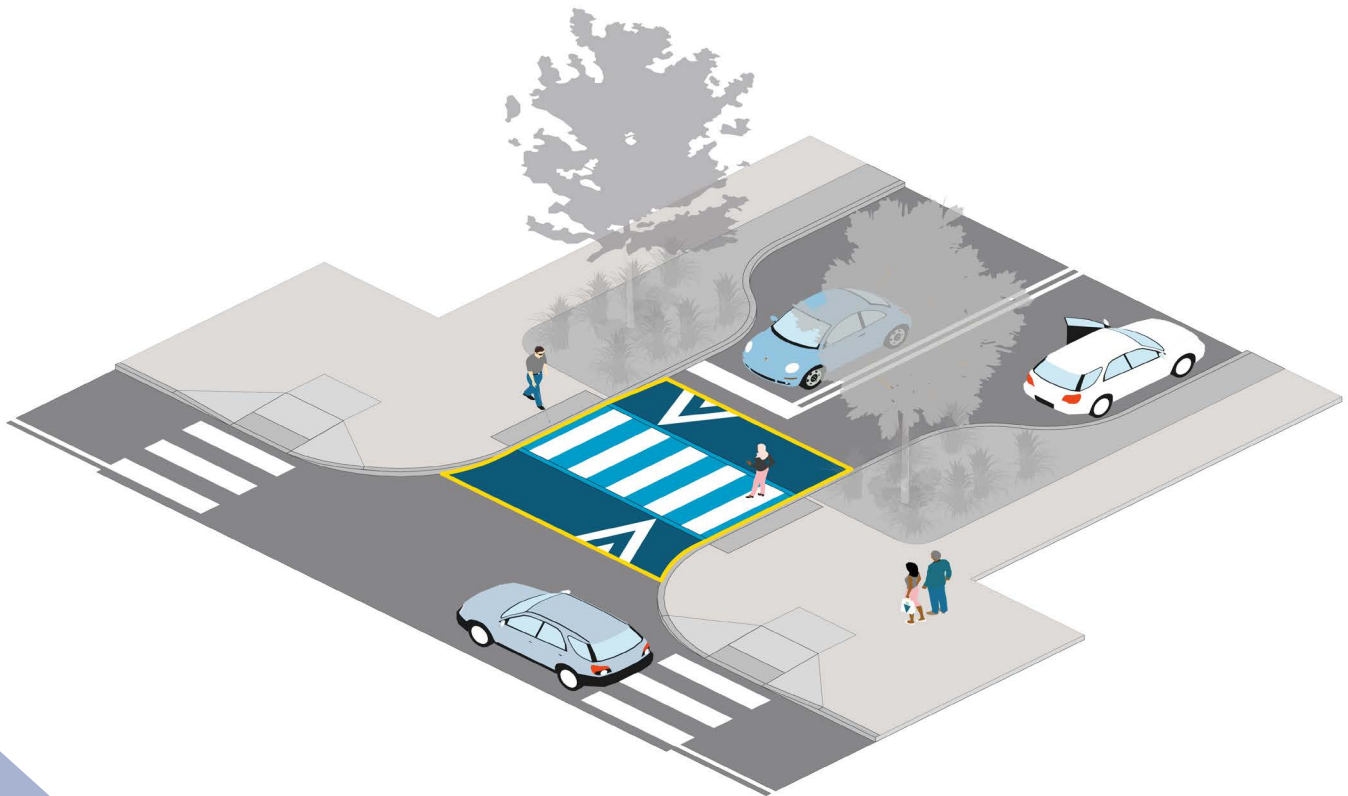
- Place ramps on each vehicle approaching.
- Raised crossings are often demarcated with different paving materials and additional paint markings. See MUTCD sections 3B.29 and 3B.30 for details.
- Mark the crossing with high-visibility crosswalk markings.
- Install with applicable warning sign (MUTCD W11-1, W11-2, W11-15, or S1-1). Consider advance warning signs such as SPEED TABLE or RAISED CROSSWALK (modified W17-1) and advisory speed plaques if applicable or on higher volume roadways.
- Raised crossings do not require curb ramps, though truncated domes should be included at each crossing entrance.

Considerations

- Raised crossings at sidewalk level are preferred for pedestrian accessibility and comfort, and safety.
- Raised crossings should not be used on steep curves or roadways with steep grades.
- May be used for bicyclists along crossings for shared use paths and sidepaths included protected bicycle lanes.
- Consider drainage needs.
- Further consideration is needed for roadways heavily used by trucks, buses, and emergency vehicles.

Systemic Safety Potential

Best suited as a spot treatment.



Additional Information

- Field Guide for Selecting Countermeasures at Uncontrolled Pedestrian Crossing Locations
- FHWA Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations
- A Guide to Vertical Deflection Speed Reduction Techniques: Planning and Design of Speed Humps, Speed Tables and Other Related Measures from ITE.

Raised Intersection/ Speed Table

Purpose:

Raised intersections create a safe, slow-speed crossing and public space at minor intersections. These treatments provide many benefits, especially for people with mobility impairments, because there are no vertical transitions to navigate.

Description:

Raised intersections are created by raising the street to the same level as the sidewalk.

Estimated Cost:

\$\$\$\$

and are generally best used on narrower, two-lane roadways.

Applicable Street Types

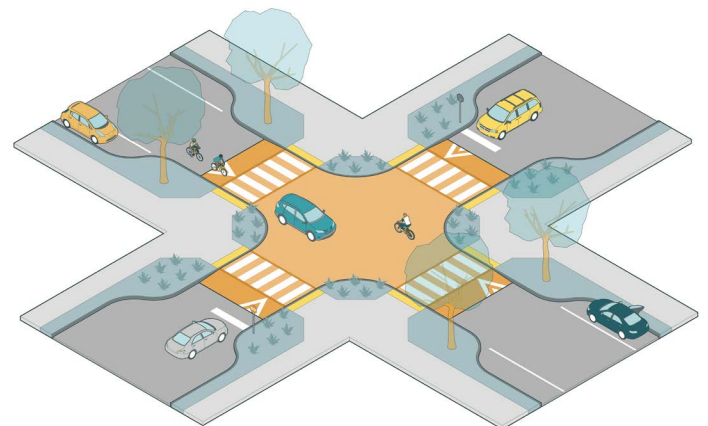
- Neighborhood Residential Street
- Main Street
- General Urban Street

Safety Benefits

- Improve motorists' awareness by prioritizing pedestrian crossings and helping define locations where pedestrians are expected.
- Reduce turning speeds of motorists at intersections and driveways.
- Increase visibility between drivers and pedestrians by raising pedestrians in the motorists' field of view and giving pedestrians an elevated vantage point from which to look for oncoming traffic.
- Create pedestrian crossings which are more comfortable, convenient, and accessible since transitioning between the sidewalk and roadway does not require negotiating a curb ramp.

Applicable Locations

- Raised crosswalks and intersections are appropriate in areas with high pedestrian activity. They should also be considered at locations where poor pedestrian visibility and low motorist yielding have been identified.
- High-visibility or textured paving materials can be used to enhance the contrast between the raised intersection and the surrounding street.
- Raised intersections require detectable warnings at the curb line for people who are blind or have low vision. Directional curb ramps are preferred, as shown in the figure to the right.
- Raised intersections can be useful in placemaking where slow traffic speeds and decorative treatments are desirable and in conjunction with curb extensions



Design Guidance

- Raised intersections and crosswalks can be used as gateway treatments to signal to drivers when there are transitions to a slower speed, pedestrian-oriented environment.
- Designs should ensure proper drainage.
- Raised intersections are flush with the sidewalk and ensure that drivers traverse the crossing slowly. Crosswalks do not need to be marked unless they are not at grade with the sidewalk. ADA-compliant ramps and detector strips are always required.
- Bollards along corners keep motorists from crossing into the pedestrian space. Bollards protect pedestrians from errant vehicles. Bollard placement and dissimilar pavement materials create space for occasional large vehicles similar to an apron.

Considerations

- Design speeds and emergency vehicle routes must be considered when designing raised crosswalks and intersections; these treatments may not be appropriate for high-speed streets without appropriate advanced markings and signing or other design changes.
- Installation of raised crosswalks and intersections may affect snow removal operations. Snow plow operators should be adequately warned and trained.

Systemic Safety Potential

Best suited as a spot treatment.



Additional Information

- A Guide to Vertical Deflection Speed Reduction Techniques: Planning and Design of Speed Humps, Speed Tables and Other Related Measures
- PEDSAFE Countermeasures Guide
- Manual on Uniform Traffic Control Devices
- NACTO Urban Street Design Guide

Turn on Red Restriction

Purpose:

Turn on red restrictions prevent motorists from turning right (or left on intersecting one-way streets) while the traffic signal is red. Restricting this movement eliminates conflicts with pedestrians crossing in front of turning motorists.

Description:

Signs or dynamic electronic signs that prohibit motorists from making a right turn on a red signal.

Estimated Cost:

\$ (for static signs)

Applicable Street Types

- Main Street
- General Urban Street
- Neighborhood Connector Street
- Suburban Connector Street

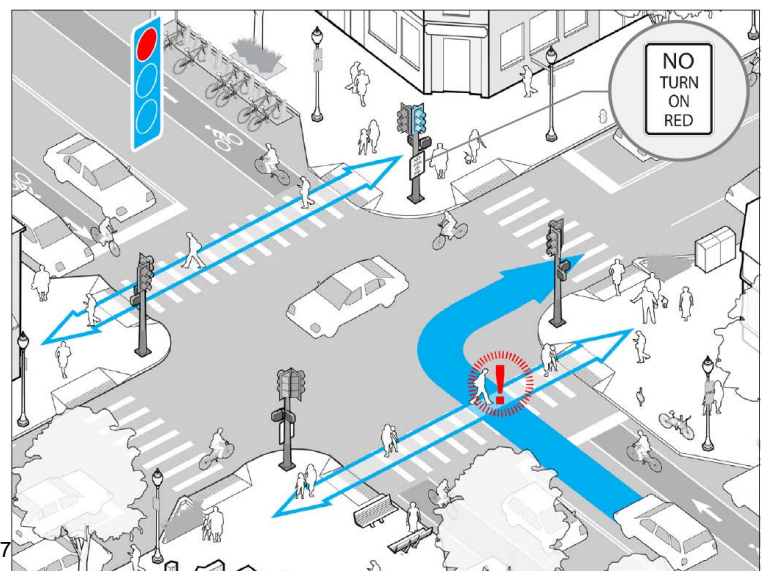
Safety Benefits

- Reduce conflicts between motorists and pedestrians.
- Prioritize pedestrian safety and convenience at intersections.
- Turn on red restrictions can significantly increase the portion of motorists who stop at marked stop lines and decrease the number of motorists who turn right on red without stopping.

Applicable Locations

Turn on red restrictions should be considered when one or more of the following conditions apply:

- An exclusive pedestrian phase;
- An LPI;
- High volumes of pedestrians
- Where bicycle two-stage turn queue boxes are installed; bicycle boxes after two-stage turn queue boxes.
- Poor sight distances and visibility;
- Locations where poor intersection geometry causes unexpected conflicts; or specific cases located from intersections with 5 or more legs.
- Locations with a reported crash history.

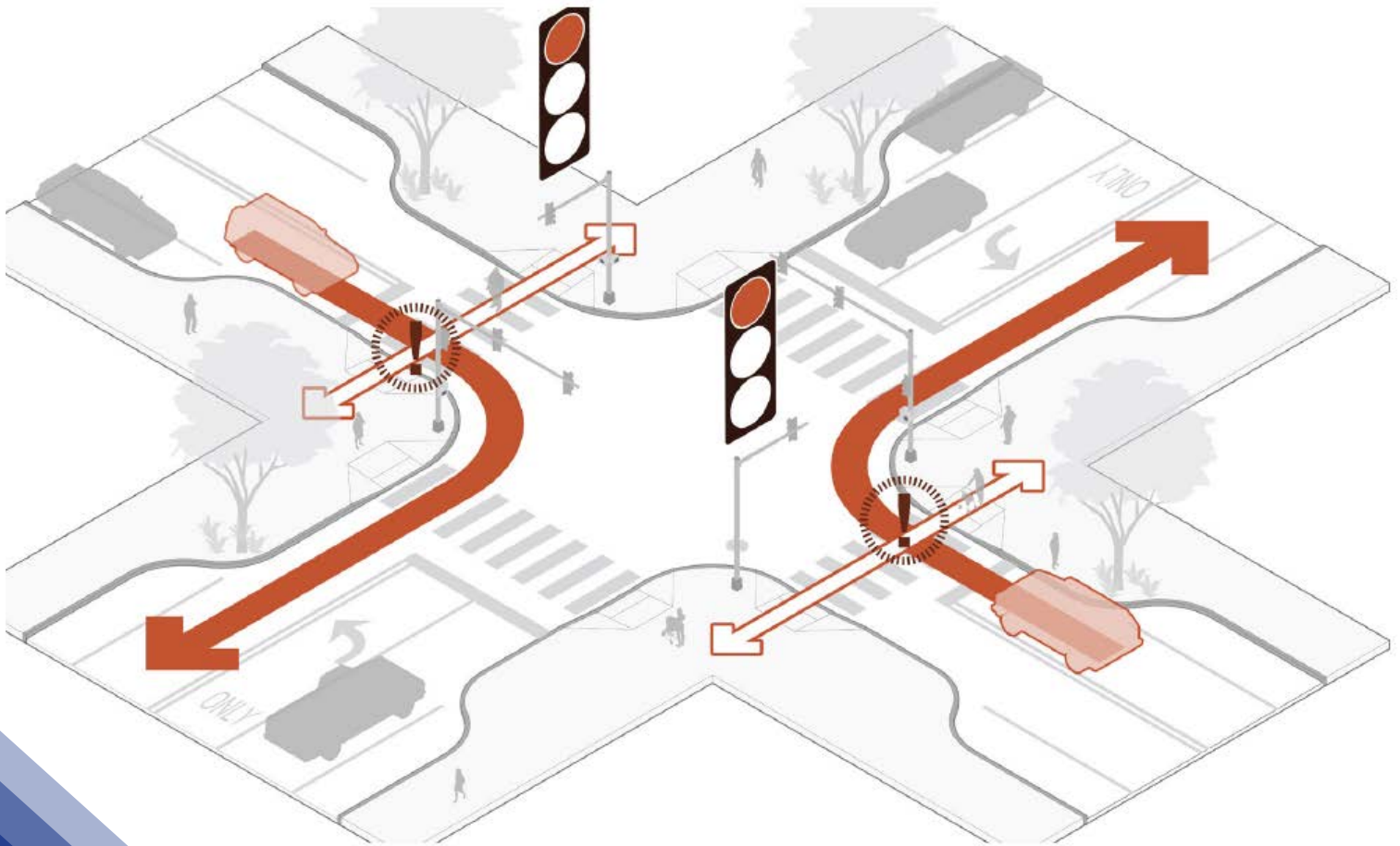


Design Guidance

- Consider dynamic electronic signs to restrict right turns only during certain times of day or during certain signal phases.
- Consider impacts to bus operations at near-side stops change to far-side if needed.
- Pedestrian pushbuttons , if added , must be ADA compliant.
- Intersection impacts to vehicle operations should be studied.
- **When used along a corridor or area of traffic signals, vehicle intrusions into pedestrian crosswalks and aggressive driving will be reduced.**

Considerations

- Should be implemented all hours of the day, but can be considered by time of day in some circumstances.
- Can be used in conjunction with LPIs or bicycle signals that allow through movements when turning vehicular traffic is stopped.



Additional Information

- Manual on Uniform Traffic Control Devices (MUTCD)



Roundabout

Purpose:

All approaches must yield to traffic already within the roundabout. After yielding, drivers are able to circulate the center island before exiting to turn or continue straight. Eliminates left turning movements and intersection collisions by requiring all traffic to exit to the right of the circle.

Description:

Built with a raised circular island, roundabouts take the place of a traditional intersection. Roundabouts allow for traffic to flow and merge through the roundabout without stopping, reducing conflicts and facilitating increased motor vehicle yielding to pedestrian and bicyclists.

Estimated Cost:

\$\$\$-\$\$\$\$\$ (depending on design)

Applicable Locations

- Signalized intersections
- Unsignalized intersections
- Intersections with protected bicycle lanes

Applicable Street Types

- Neighborhood Residential Street
- General Urban Street
- Neighborhood Connector Street
- Suburban Connector Street

Safety Benefits

- Reduces vehicular speeds.
- Facilitates motor vehicle yielding to pedestrians and bicyclists.
- Eliminates angle collisions.

Expected Crash Reduction

- 39% reduction for all crash types.
- 78-82% reduction in fatal and injury crashes



Design Guidance

- Roundabouts should be designed for an entry speed of 15-18 mph on each leg.
- On a low speed and volume street, such as a local neighborhood street, consider installing mini-roundabouts, or neighborhood traffic circles.
- Accessible pedestrian signals are required in accordance with the Public Right-of-Way Accessibility Guidelines (PROWAG), particularly at roundabouts with more than one lane.
- Use yield rather than stop controls.
- Install signs to instruct vehicles to proceed to the right of the central shield per MUTCD Figures 2B-21 through 2B-24.
- May be used with shared lane markings, (sharrows) to indicate bicyclist usage.
- May be landscaped with low shrubs or vegetation that does not impede visibility.

Considerations

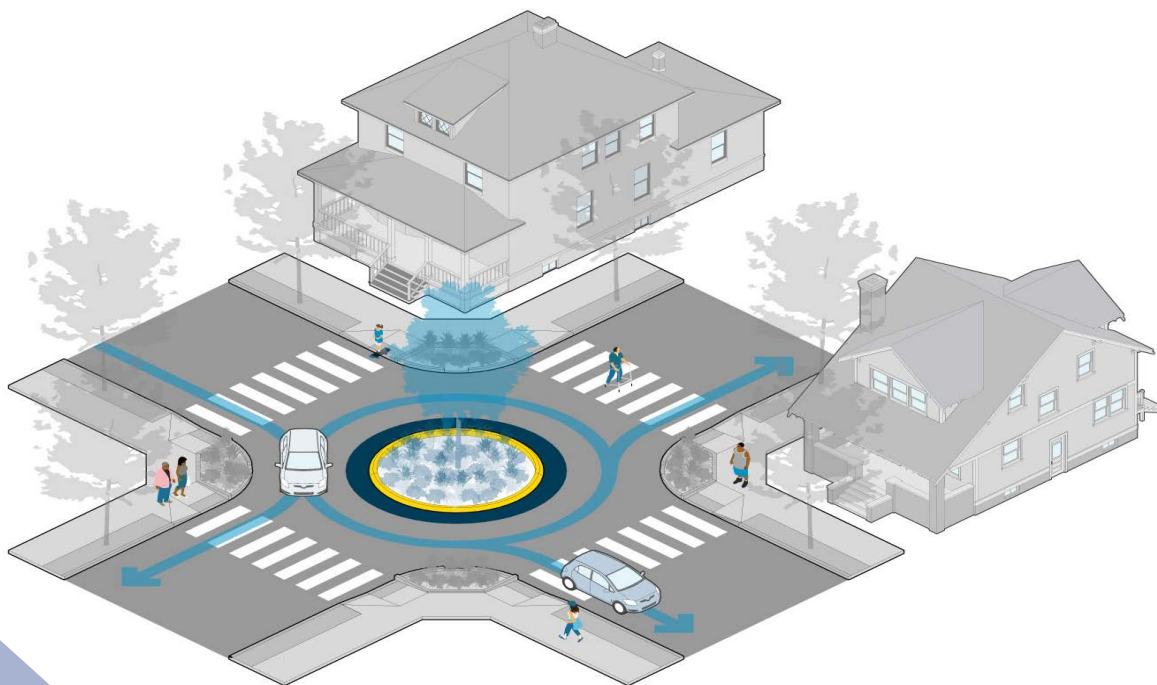
- General considerations include pedestrian and bicycle volumes, number of travel lanes, impacts on pedestrian routes, and available right-of-way.
- Where there are higher pedestrian volumes, it may be beneficial to install signal controls and wider crosswalks.
- Increasing turn radii or adding high speed slip lanes

for motor vehicles can compromise pedestrian and bicyclist safety.

- Chicanes or other traffic-calming treatments can be installed on adjacent roadways.
- Consider restricting large vehicles from mini-roundabouts.
- Large vehicles, such as emergency response vehicles or school buses, may need to make left turns at intersections preceding the mini-roundabout.
- Implement parking restrictions on the approach to the traffic circle or create mountable curbs on the outside of the mini-roundabout to allow for emergency-response vehicle access.
- Modern roundabouts need to consider the needs of oversize and overweight (OSOW) vehicles. Consult the statewide OSOW routing as well as local businesses to determine appropriateness of installation.

Systemic Safety Potential

This is a systemic corridor recommendation that improves road conditions for all roadway users.



Additional Information

- Manual on Uniform Traffic Control Devices
- BIKESAFE Bicycle Safety Guide and Countermeasure Selection System
- PEDSAFE Pedestrian Safety Guide and Countermeasure Selection System
- NACTO Urban Street Design Guide
- FHWA Proven Safety Countermeasures

Rectangular Rapid Flashing Beacon (RRFB)

Purpose:

Used in combination with warning signage, Rectangular Rapid Flashing Beacons (RRFBs) provide a high-visibility warning to drivers when pedestrians are using a marked crosswalk.

Description:

Bright, irregularly flashing LEDs, mounted with pedestrian crossing signs, which increase pedestrian visibility to drivers at uncontrolled marked crossings. RRFBs consists of two rectangular-shaped yellow indicators with an LED light source that flashes with high frequency when activated, typically by pedestrian pushbuttons. RRFBs are often placed at locations with significant pedestrian safety issues but may also be located at a school or trail crossing.

Estimated Cost:

\$\$

Applicable Locations

- RRFBs are a treatment option at many types of unsignalized pedestrian crossings, including at standard pedestrian, school, or trail crossings.

Applicable Street Types

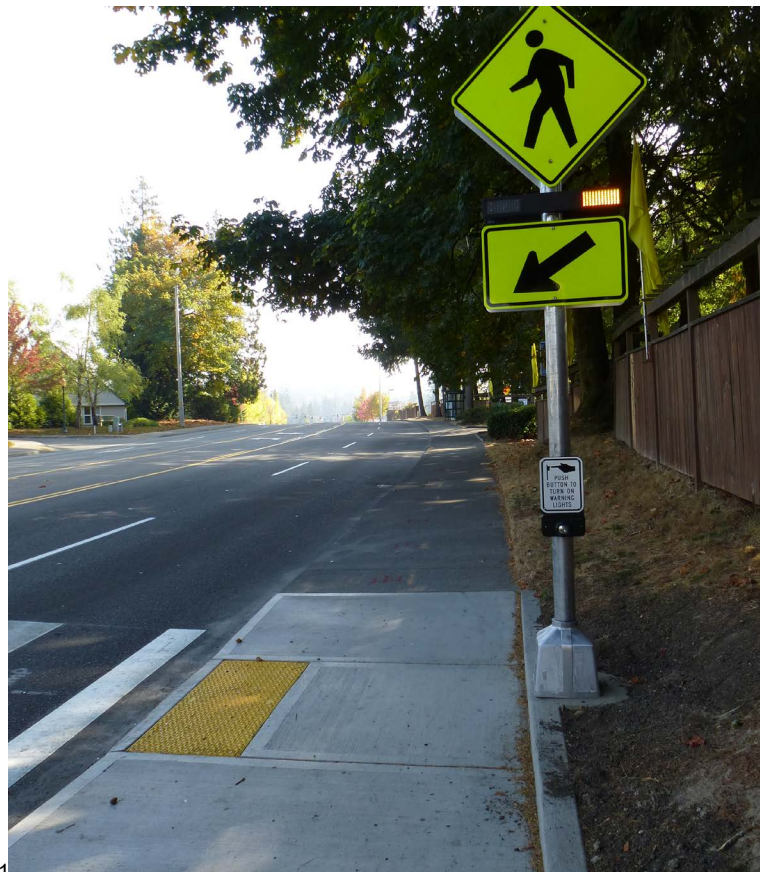
- Neighborhood Residential Street
- Main Street
- General Urban Street
- Neighborhood Connector Street
- Suburban Connector Street

Safety Benefits

- Increases driver yielding.
- May increase effectiveness of other safety treatments, such as advance yield markings with YIELD HERE FOR PEDESTRIAN (R1-5) signs.
- More effective than traditional overhead or post-mounted circular beacons.

Expected Crash Reduction

- 47% reduction for all pedestrian-motor vehicle crashes.



Design Guidance

- Place on both sides of an uncontrolled crosswalk.
- If pole-mounted, place below a pedestrian, school, or trail crossing warning sign and above a diagonal downward arrow plaque.
- May also be used with an overhead-mounted crossing warning sign, located at or immediately adjacent to an uncontrolled marked crosswalk.
- If sight distance approaching the crosswalk is limited, an additional RRFB may be installed on the approach with a post-mounted W11-2, S1-1, or W11-15 sign with an AHEAD or distance plaque. Consider other treatments in these locations.
- Pedestrian detection, typically pushbuttons, must meet the requirements for PROWAG. Flashing time should confirm to MUTCD, part 4L.

Considerations

- RRFBs should not be used in conjunction with “Yield,” “Stop,” or traffic signal control (except at roundabouts).
- An RRFB should not be used without a pedestrian crossing sign
- RRFBs should only be used at locations with significant pedestrian safety issues. The overuse of RRFBs can diminish their effectiveness.
- Other treatments may be more appropriate in locations with sight distance constraints.
- Solar-power panels may eliminate the need for a power source.
- On high speed or multi-lane roadways, a Pedestrian Hybrid Beacon may be more appropriate (see Section 4U of the MUTCD).

Systemic Safety Potential

Spot treatment or targeted systemic locations, such as trail or school crossings are appropriate. Broad application suggests other treatments such as speed reduction or roadway redesign may be necessary.



Additional Information

- Manual on Uniform Traffic Control Devices
- FHWA Proven Safety Countermeasures
- PEDSAFE Pedestrian Safety Guide and Countermeasure Selection System



Sidepaths and Trails

Purpose:

Separates bicycle and pedestrian traffic from motor vehicles in a dedicated space outside the curb of the street.

Description:

Paths that accommodate two-way traffic for bicyclists and pedestrians. While separated from traffic, sidepaths are located inside and parallel to the road right-of-way. Trails can be located along railway or utility corridors, land dedicated for planned but unbuilt streets, and through public land.

Estimated Cost:

\$\$\$\$

Applicable Locations

- Sidepaths may be preferable to separated bike lanes if low pedestrian volumes are anticipated in order to minimize right-of-way impacts.
- Most useful on wide, multi-lane streets with speeds above 30 mph, or significant motor vehicle volume.
- Applicable on streets with three or more lanes, speeds of 30 mph or greater, or 6,000 vehicles or more.
- Suited for truck or bus routes, or streets where on street bike lane obstruction is likely to be frequent.

Applicable Street Types

- Neighborhood Connector Street
- Suburban Connector Street

Safety Benefits

- Fewer conflicts with motor vehicles than on-road bike lanes.
- Accommodates two-way pedestrian and bicyclist flow.

Expected Crash Reduction

- 25% reduction for all bicyclist-motor vehicle crashes.



Design Guidance

- Minimum 2-foot graded area with clearance from lateral obstructions, such as bushes, large rocks, bridge piers, abutments, and poles.
- A minimum 1-foot clearance from “smooth” features, such as bicycle railings or fences with appropriate flaring and treatments.
- Ideally, a graded shoulder area of 3 to 5 feet, with a 5-foot minimum buffer from traffic for user comfort and snow storage.
- Separation of modes in areas with existing or anticipated higher levels of activity, including a 10-foot (minimum width) bikeway and a 5-foot (minimum width) walkway.
- Adequate widths to enable side-by-side travel and passing and occasional maintenance vehicles typically at least 11 feet wide.
- Wider sidepaths may be needed when adjacent to retail or commercial development to accommodate street furniture, swinging doors, etc, on steep up grade segments, or tight corners.
- Maximum grade should not exceed 5 percent. Grades less than 0.5 percent should be avoided.
- Lighting should be provided at path/roadway intersections at a minimum and at other locations

where personal security may be an issue or where nighttime use is likely to be high.

Considerations

- To maintain year-round use, sidepaths should be swept and plowed of snow, which may require additional maintenance equipment.
- High-quality construction and maintenance that avoids pavement cracking and buckling.
- Asphalt preferably as the surface material. If concrete is used, use longer sections with small joints for a smoother riding experience.
- Intuitive and safe intersection crossings.
- Straight alignments to allow direct and higher speed travel.
- Removal or relocation of poles, traffic signs, trees, or other obstructions that are present in many existing sidepath locations.
- Adequate lighting for nighttime use.

Systemic Safety Potential

This is a systemic corridor recommendation that improves road conditions for all roadway users.



Additional Information

- ODOT Multimodal Design Guide
- FHWA Bikeway Selection Guide
- BIKESAFE Bicycle Safety Guide and Countermeasure Selection System
- FHWA Shared Use Path Level of Service Calculator



Sidewalks

Purpose:

Sidewalks provide space along a street for pedestrian travel.

Description:

For sidewalks to function, they must be kept clear of any obstacles and be wide enough to comfortably accommodate expected pedestrian volumes (as anticipated by density and adjacent land use), and different types of pedestrians, including those using mobility assistance devices, pushing strollers, or pulling carts.

Estimated Cost:

\$\$-\$\$\$\$\$ (depending on design and length)

Applicable Locations

- Sidewalks should be present along both sides of all Bloomington streets where pedestrians may be present.

Applicable Street Types

- All street types

Benefits

- Sidewalks make walking an easy choice between destinations since they create a network for pedestrian travel throughout the city.
- Sidewalks and their buffers provide space for utilities, signs, and amenities such as bus shelters

or waiting areas, bicycle parking, public seating, public art, newspaper stands, trash and recycling receptacles, and greenscape elements.

- Sidewalks are not only used for transportation, but for social walking, exercise, lingering, commerce, recreation, and as public social space—all activities that contribute to a vibrant and lively street.
- Sidewalks make access to transit possible since the majority of transit users walk between their destination and transit stops.

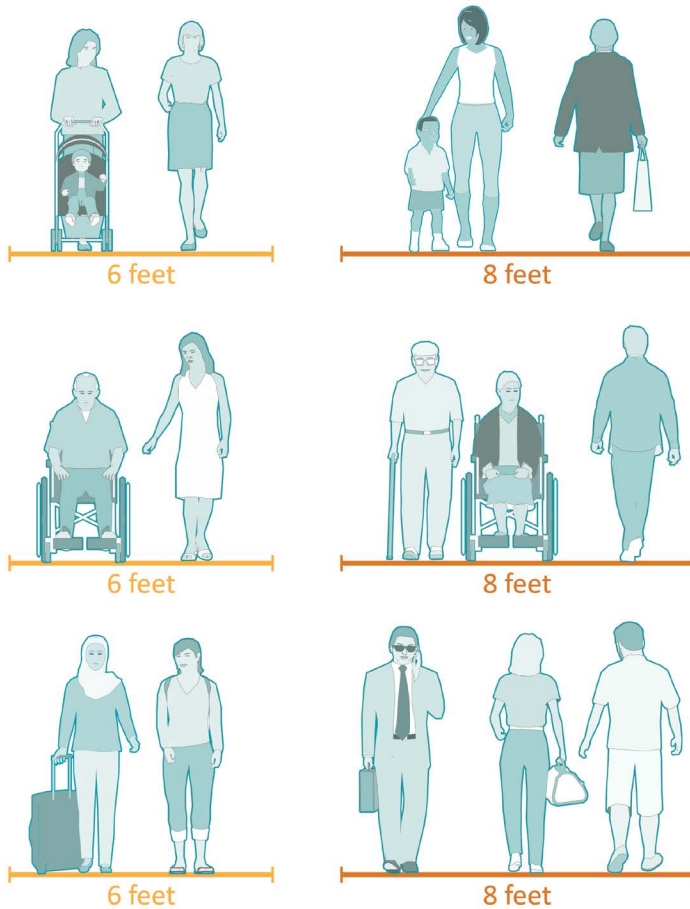
Expected Crash Reduction

- 59% reduction for pedestrian-motor vehicle crashes.



Design Guidance

- The widths of sidewalks will vary based on context and expected pedestrian volumes. Widths may range from 5 feet along residential and industrial streets to 12 feet or wider downtown and in areas of high use. Width can be lost due to grass on both sides and occasional large trees of up to 1 foot.
- Sidewalks must include an accessible pathway that is free of obstructions, such as light poles, traffic signals, trees, utilities, and furniture. ADA guidelines allow a minimum accessible pathway of 4 feet where there are major constraints. Bloomington uses a minimum width of 5 feet for the accessible pathway.

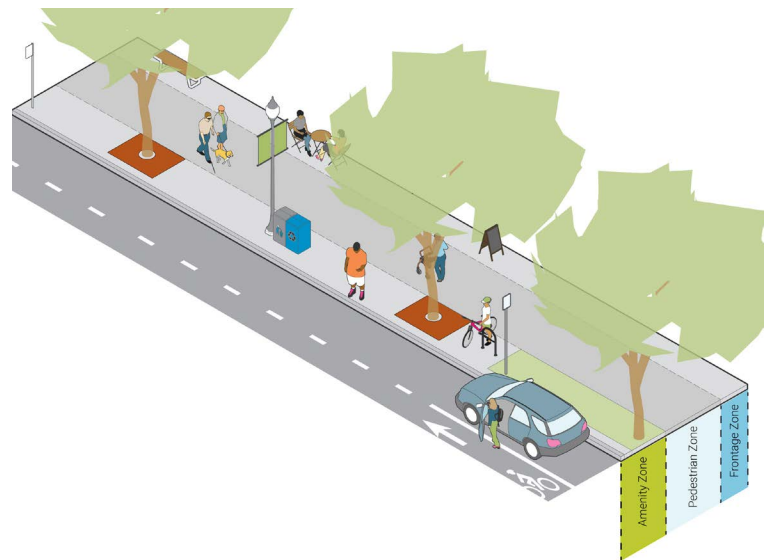


Considerations

- Sidewalks that are replaced for maintenance reasons should not be narrower than the sidewalk being replaced (e.g. a 6-foot wide sidewalk should not be replaced with a 5-foot wide sidewalk).
- All new sidewalks and curb ramps shall comply with ADA regulations, including running slope and cross slope.
- Sidewalks should be clear of any obstructions including utilities, traffic control devices, trees, and furniture and large surface defects or heaved sections.
- The width and design of sidewalks will vary depending on street type, demand, and available right-of-way.
- Sidewalks should, as much as possible, follow the natural path of pedestrian travel parallel to the street. Crosswalks should be aligned with sidewalks to maintain the most direct path of travel.

Systemic Safety Potential

This is a systemic corridor recommendation that improves road conditions for all roadway users.



Additional Information

- NACTO Urban Street Design Guide
- PROWAG
- FHWA Guide for Maintaining Pedestrian Facilities for Enhanced Safety



Tree Lawn/ Boulevard

Purpose:

Separate sidewalk from the roadway, narrow motorists' field of vision. Add shade, comfort, and beauty to the street.

Description:

Trees or other appropriate plantings in raised medians or on the edge of streets.

Estimated Cost:

\$\$-\$\$\$\$\$ (depending on design and length)

Applicable Street Types

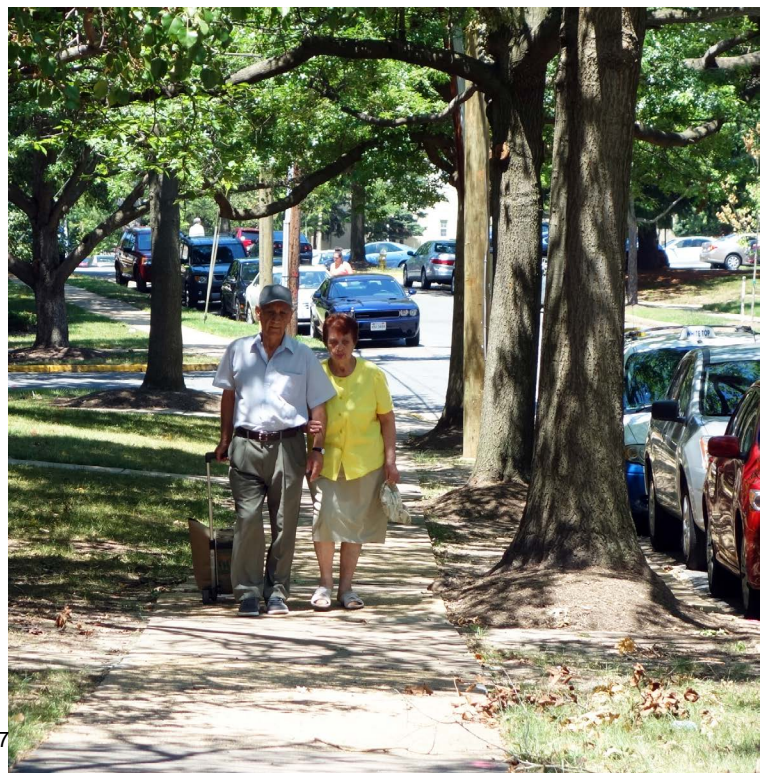
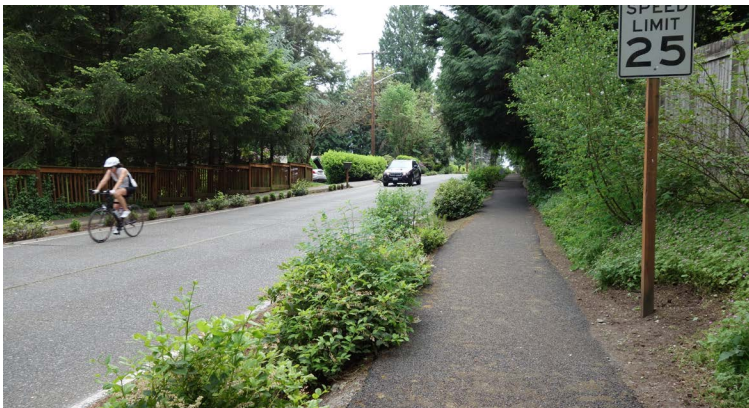
- All street types

Safety Benefits

- Large, mature trees can provide a physical barrier between the road and pedestrian pathways.
- May reduce vehicle speeds due to increased perceived friction and sense of enclosure.
- Lower vehicle speeds can result in improved safety outcomes for all road users.

Applicable Locations

- Residential neighborhoods.
- Downtown commercial areas.
- Rural roads.
- Areas near schools.



Design Guidance

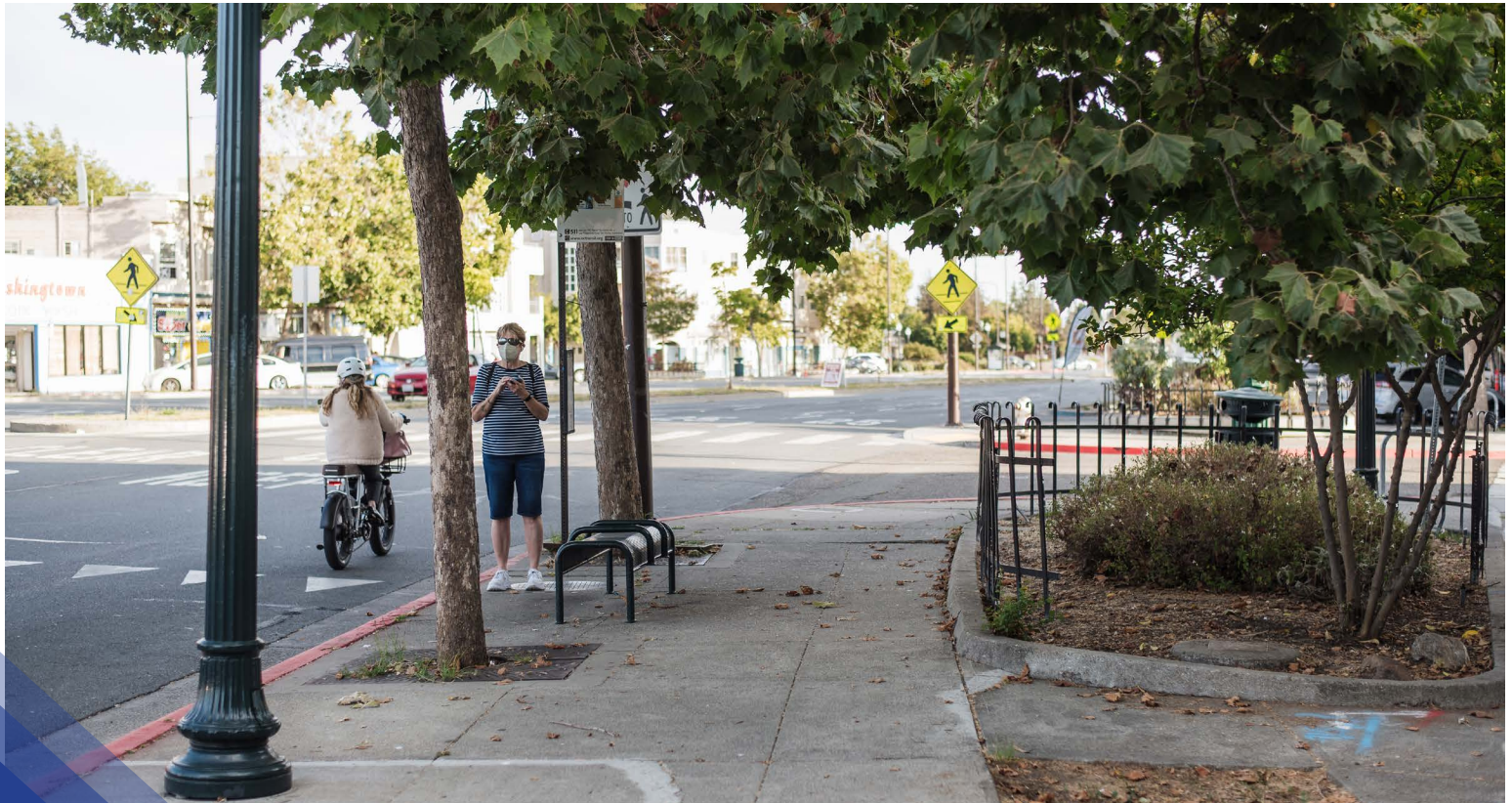
- Select the right tree species for a space to provide canopy and minimize maintenance costs. Avoid tree species with shallow root systems that may heave sidewalks and pathways.
- Provide access to 800 cubic feet or more of unrestricted and unshared soil space.
- Provide soil depth of 36 inches or more.
- Street trees are healthier in areas with greater permeable surface access.
- Provide minimum 5-foot-wide tree pit or raised planter area in urban contexts, and continuous vegetation in the planting strip in non-urban contexts where possible.
- Coordinate placement of street trees with streetlights, overhead utilities, street furniture, traffic signals and signs (especially stop signs).
- Tree pits or raised planter areas may accommodate trees when additional sidewalk is needed to accommodate pedestrian volumes.
- Make sure to minimize construction impacts including trenching and soil compaction in root areas.

Considerations

- Width of planting zone should be considered so trees do not damage the sidewalk as they grow.
- Street trees can improve vibrancy of the street scape.
- Street trees help to create a sense of enclosure.
- Consider allocation of space to optimize tree health and maintenance.
- Sight distance (and the maintenance needed to maintain a safe sight distance) must be considered for street trees near intersections or on roadway curves.
- Mature trees and other plantings by the City require ongoing maintenance, including regular trimming, pruning, and street sweeping.

Systemic Safety Potential

Street trees can be included for traffic calming on all street types. Sight lines should be maintained on all street types and clear zones as applicable.



Additional Information

- Bloomington Urban Forestry Plan
- Bloomington Tree Care Manual

MEMORANDUM

To: Common Council

From: Ryan Robling, Planning Services Manager

Date: October 15, 2024

Re: Amendment to the City of Bloomington's Transportation Plan in order to incorporate the Safe Streets and Roads for All (SS4A) Safety Action Plan.

The Plan Commission heard case MP-38-24 on October 11, 2024 and voted to send the petition to the Common Council with a positive recommendation, with the understanding that further edits would need to be considered by Council, with a vote of 6-1. The packet of information provided to the Plan commission for MP-38-24 is below.

On April 9th, 2024, the Common Council unanimously passed Resolution 2024-07, establishing the goal of zero traffic deaths and serious injuries on the City of Bloomington's roadways by 2039. The resolution also called for the adoption of a Safe Streets and Roads for All (SS4A) Safety Action Plan to guide future investments and infrastructure improvements on the City's roadways.

This Safety Action Plan (SAP) is Bloomington's roadmap to achieving our ambitious vision and should be used by City staff, elected officials, community advocates, businesses, and all Bloomington residents committed to safer streets. This Plan includes four major sections:

- **Finding Our Focus.** In creating this Safety Action Plan, the City of Bloomington is joining Cities across the country and the world in working to eliminate serious injuries and fatalities from our roadways. This section introduces the concepts of Vision Zero and the Safe Systems approach, solidifies the relationship between safer streets and equity, and reviews past efforts in the region to improve roadways safety.
- **Setting the Stage.** This section provides an overview of what has historically happened and what is currently happening on our roadways, and how existing policies, programs, and projects impact people throughout the region. This section includes both quantitative and qualitative information about current conditions with a crash data analysis and information gathered through extensive public engagement efforts.
- **Getting to ZERO.** This section lays out programs, policies, and projects that aim to eliminate serious injuries and fatalities on Bloomington's streets by 2039. This section also outlines how these elements should be prioritized in order to be efficient, opportunistic, and effective.
- **Tracking Progress.** This section outlines how the City will measure whether our roadways are becoming safer for all using performance measures, annual reporting, and a crash data dashboard.

As an amendment to the Transportation Plan, the Plan Commission will review the SAP and determine consistency with the already adopted Comprehensive and Transportation Plans. The Plan Commission will make a recommendation and forward the SAP to City Council. Then, City Council will review the SAP through its adoption process.

ANNUAL COUNCIL LEGISLATIVE SCHEDULE FOR 2025

Regular Meetings. The Council plans to hold two regular sessions each month, usually on the first and third Wednesdays, unless otherwise noted below. Upon the introduction of an ordinance (typically through a "First Reading" at a regular session), the Council may refer it to a committee, may schedule it for deliberation (typically through a "Second Reading" at the next regular session), or may consider it for adoption (a two-thirds [2/3] vote of all the elected members, after unanimous consent of the members present to consider the ordinance, is required to pass an ordinance on the same day or at the same meeting at which it is introduced). Resolutions may be considered for action by the Council at one meeting, or the vote may be postponed to a second regular session.

Referral to Committee. Legislation may be referred to one of the Council's committees, which will hold meetings, as necessary, to consider such items on second Wednesdays unless a majority of the Council decides the meeting should be held at an alternative date and time. A standing committee must return a referred item of legislation to the full Council by the second regular session following its referral, but may choose to return the item at the next regular session. A committee of the whole must return a referred item of legislation to the full Council at the first regular session following its referral.

Deliberation Meetings. On second Wednesdays, if no committee meetings are scheduled, the Council will reserve the regular meeting time for deliberation meetings. Format details and final scheduling to be announced.

Location and Time of Meetings: Unless otherwise indicated, Council regular sessions and committee of the whole meetings take place in the Council Chambers, Suite 115 of City Hall, at 6:30 p.m. When considering referred legislation, standing committee meetings may start between 5:30 and 9:45 pm on Wednesdays (BMC 2.04.255). Council and committee meetings are also accessible electronically via links shared on the Council's web calendar, at: <https://bloomington.in.gov/council>.

Deadlines for Legislation and/or Supporting Materials: Ordinances and resolutions should be submitted to the Council Office at least ten days before the meeting at which the legislation is to be introduced. All accompanying materials, including a summary memo and fiscal impact statement, must be submitted to the Council Office via email by noon on the date listed below. For committee meetings, these materials would normally be submitted according to the deadline for the regular session at which the first reading was held. If there are supporting materials for deliberation sessions or **additional** supporting materials for legislation, those should be submitted by noon on the deadline in the first column below.

Budget Advance Meetings. In lieu of the Budget Advance meeting(s) held in previous years, the Council will discuss priorities for and development of the 2026 budget during one or more committee meetings and/or deliberation sessions as scheduled between February and August.

***Shifts from the usual Monday deadlines due to holidays and Spring Break are in bold italics.**

Deadline for Submission of Legislation and/or Supporting Materials*	Packet release date	Meeting Dates	Meeting Type
12/30/24	1/3/2025	1/8/2025	Organizational Meeting ¹
1/6/2025	1/10/2025	1/15/2025	Committee/Deliberation
1/13/2025	1/17/2025	1/22/2025	Regular Session
1/27/2025	1/31/2025	2/5/2025	Regular Session
2/3/2025	2/7/2025	2/12/2025	Committee/Deliberation
2/10/2025	2/14/2025	2/19/2025	Regular Session
2/24/2025	2/28/2025	3/05/2025	Regular Session
3/3/2025	3/7/2025	3/12/2025	Committee/Deliberation
3/10/2025	3/21/2025	3/26/2025	Regular Session
3/24/2025	3/28/2025	4/2/2025	Regular Session
3/31/2025	4/4/2025	4/9/2025	Committee/Deliberation
4/7/2025	4/11/2025	4/16/2025	Regular Session
4/28/2025	5/2/2025	5/7/2025	Regular Session
5/5/2025	5/9/2025	5/14/2024	Committee/Deliberation

Deadline for Submission of Legislation and/or Supporting Materials*	Packet release date	Meeting Dates	Meeting Type
5/12/2025	5/16/2025	5/21/2025	Regular Session
<i>5/27/2025</i>	5/30/2025	6/4/2025	Regular Session ^{2 & 3}
SUMMER RECESS			
7/7/2025	7/11/2025	7/16/2025	Regular Session
7/14/2025	7/18/2025	7/23/2025	Committee/Deliberation
7/21/2025	7/25/2025	7/30/2025	Regular Session
7/28/2025	8/1/2025	8/6/2025	Regular Session
		8/18, 8/20, 8/25, and 8/27/2025	Departmental Budget Hearings on 2026 Budget ⁴
8/25/2025	8/29/2025	9/3/2025	Regular Session
<i>9/2/2025</i>	9/5/2025	9/10/2025	Committee/Deliberation
9/8/2025	9/12/2025	9/17/2025	Regular Session
9/15/2025	9/19/2025	9/24/2025	Special Session – Introduction of 2026 Budget Legislation followed by a Committee of the Whole (including the public hearing on the 2026 Budget) ⁵
9/22/2025	9/26/2025	9/30/2025 ⁷	Regular Session
9/29/2025	10/3/2025	10/8/2025	Special Session – Adoption Meeting for 2026 Budget Legislation
10/6/2025	10/10/2025	10/15/2025	Committee/Deliberation
<i>10/14/2025</i>	10/17/2025	10/22/2025	Regular Session
10/27/2025	10/31/2025	11/5/2025	Regular Session
11/3/2025	11/7/2025	11/12/2025	Committee/Deliberation
11/10/2025	11/14/2025	11/19/2025	Regular Session
<i>11/20/2025</i>	11/26/2025	12/3/2025	Regular Session
12/1/2025	12/5/2025	12/10/2025	Committee/Deliberation
12/8/2025	12/12/2025	12/17/2025	Regular Session ⁷

*Shifts from the usual Monday deadlines due to holidays and Spring Break are in italics.

- Organizational Meeting.** The Council will hold its 2025 Organizational Meeting on January 8 when it elects officers and appoints members to serve on various boards and commissions. Under local code, the meeting must be held no later than the second Wednesday in January unless rescheduled by a majority of the Council. (BMC 2.04.010 and BMC 2.04.050[a, c & d]).
- Tax Abatement Report.** The Council will hear Annual Tax Abatement Reports no later than the Regular Session on June 4.
- Summer Recess.** BMC 2.04.050[e] states that the Council may schedule a summer recess, but if it does so, no legislation may be introduced for First Reading at the final regular session prior to the recess. By approving this Annual Schedule, the Council will be scheduling a Summer Recess to begin after the regular session of June 4 and to end with the regular session of July 16.
- Departmental Budget Hearings.** The Council will hold Departmental Budget Hearings on the 2026 budget in the Council Chambers at 5:30 p.m. on the following dates: Monday 8/18, Wednesday 8/20, Monday 8/25, and Wednesday 8/27.
- Budget Cycle.** After holding Departmental Budget Hearings in August (see Note #5), the Council will formally consider the several items making up the City Budget for 2026 during a separate legislative cycle known as the “Budget Cycle,” starting in late September and ending in mid-October. Please note that the statutorily required initial public hearings associated with the City Budget package will be held during the aforementioned committee of the whole meeting on Sept. 24, and the official adoption meeting will be held during the Special Budget Session on October 8.
- Yom Kippur.** Because the Jewish holiday of Yom Kippur falls on Wednesday, October 1, the regular session that week will take place on Tuesday, Sept. 30 instead.
- Year-End Recess.** BMC 2.04.050[g] calls for the Council to recess after the second Regular Session in December. At this session, legislation may not be introduced for First Reading.