



**City of Bloomington
Common Council
Transportation Committee**

Initial Meeting Packet - Addendum

Containing materials related to the allocation of
2022 Council Sidewalk Funds

Thursday, 09 December 2021
at 12:00 pm

NOTE: This packet addendum contains a revised memo from the Planning & Transportation and Engineering Departments.

**Please see the notes on the [Agenda](#) addressing public meetings during the public health emergency. For a schedule of upcoming meetings of the Council and the City's boards and commissions, please consult the City's [Calendar](#).*

MEMO

TO: City of Bloomington Council Transportation Committee

THRU: Scott Robinson, Director, Planning and Transportation Department

FROM: Planning and Transportation Department (Beth Rosenbarger, Mallory Rickbeil)
With information from the Engineering Department (Neil Kopper, Roy Aten)

DATE: November 15, 2021

RE: 2021 Council Sidewalk Project Status Report
2022 Council Transportation Committee Sidewalk Prioritization Update

PRE-2021 COUNCIL SIDEWALK PROJECT UPDATES:

The following City Council Sidewalk Committee (CSC) 2018, 2019, and 2020 initiatives saw activity in 2021.

COMPLETED PROJECTS

- MAXWELL STREET, FROM MILLER DRIVE TO NORTH OF SHORT STREET - In 2018 the Committee allocated \$13,000 towards the design of a sidewalk on the west side of South Maxwell Street. In October of 2018 the City awarded a design contract to Bynum Fanyo & Associates Inc. in the amount of \$20,920. The additional \$7,920 in design funding was paid by Planning and Transportation funds. The original allocation specified the west side of the street, but the CSC agreed to allow the project's initial feasibility/design phase determine the most appropriate side of the street for this sidewalk. The east side was chosen due to the availability of existing right-of-way and fewer impacts to neighboring properties. In 2020 the CSC allocated \$123,000 for right of way services and construction. No funds were spent on right of way services because it was determined that no further acquisition was necessary for the project. Construction was bid and awarded at the 11/10/2020 Board of Public Works for \$136,826. The Total 2020 CSC expenditure on this project is \$136,826. Construction is substantially complete as of September 2021, though final punchlist items and final payments have not yet been completed.
- WEST 14TH STREET, MADISON TO WOODBURN – In 2019 the CSC allocated \$30,000 to design a new segment of sidewalk on the north side of West 14th Street from North Madison Street to North Woodburn Avenue. A design contract in the amount of \$15,110.00 was awarded in October 2019 through the Board of Public Works. In 2020 the CSC allocated \$50,000 to construction with expectation that Community Development Block Grant (CDBG) funds might be awarded based on a pending application. The project was awarded \$132,337 in CDBG funds.

Construction bids were opened on 11/19/2020 with a low bid of \$194,658.75. The CSC portion of the construction contract is \$62,321.75. Construction of this project was substantially complete in June 2021 and the project is now closed out.

- MOORES PIKE AND SMITH ROAD – In 2020 the CSC allocated \$28,000 for both design and construction of curb ramps and crosswalks at this intersection. In August 2020 the City awarded a design contract to engineering firm Bledsoe Riggert Cooper James in the amount of \$9,680. The construction contract was awarded to E&B Paving for a total of \$33,650. Construction was substantially complete in May 2021 and the project is now closed out.

ONGOING 2021 PROJECTS

- TRAFFIC CALMING, BROADVIEW – In 2020 the CSC allocated \$60,000 for installation of permanent traffic calming in the Broadview and Countryside areas. This allocation was contingent upon the neighborhoods’ successful completion of the Neighborhood Traffic Safety Program. Despite majority support, neither neighborhood successfully completed this process. In 2021 Council approved an ordinance to update this process to be more responsive to resident’s needs and also allow City staff to initiate traffic calming projects. Utilizing the new Traffic Calming and Greenways Program processes, staff have conducted two public meetings in Broadview related to the Graham Neighborhood Greenway (prioritized through the Transportation Plan) as well as traffic calming on Ralston Dr. Construction bidding for this project is anticipated in November 2021 for construction in spring 2022. This project does not utilize any CSC funds.
- TRAFFIC CALMING, RESIDENT-LED PROJECTS – The 2021 CSC allocated \$13,000 for traffic calming to be prioritized through the City’s new traffic calming policy. The 2021 highest priority project was submitted by the Bloomington Housing Authority Resident Council on behalf of the Crestmont Community Neighborhood. This project will include traffic calming devices on both 12th and 13th Streets within the Crestmont Neighborhood. Construction bidding for the project is expected in November 2021 for construction in spring 2022. Construction costs are estimated at \$40,000. At this time it is unknown whether there will be any remaining 2021 CSC funds to go towards this project which was listed as CSC priority #4.
- SOUTH WALNUT STREET, FROM WINSLOW TO RIDGEVIEW – The 2020 CSC allocated \$32,000 for design of a sidewalk on the east side of Walnut. In August 2020 the City awarded a design contract to engineering firm Bledsoe Riggert Cooper James in the amount of \$43,440. The 2021 CSC allocated \$210,000 for construction of this project. Construction bidding is anticipated in November 2021 for construction in 2022. Engineering is finalizing construction cost estimates for this project, but actual costs won’t be known until after bids are received. At this time it will be funded by the Alt-Trans Funding Line.
- ADAMS STREET, FROM KIRKWOOD TO FOUNTAIN – The 2020 CSC allocated \$31,000 toward design of a sidewalk on the west side of Adams and was able to contribute \$38,082.25. As the lowest prioritized project for the year, it was expected that staff will only be able to partially

encumber a design contract for this project. A design contract was awarded to engineering firm Bynum Fanyo for \$63,955. The 2021 CSC allocated an additional \$66,000 for design and right of way acquisition. At this time staff have encumbered \$25,872.75 to fully award the design contract and keep making progress on design of this project. City staff have submitted a Letter of Interest to apply for CDBG funding for this project. At this time, final ROW costs are not known. This project does not currently have any construction funding, but has the potential to receive partial construction funding from CDBG in 2022.

- **DUNN STREET, FROM 15TH TO 16TH** – The 2021 CSC allocated \$41,000 toward design and right of way acquisition for a sidewalk on the west side of Dunn Street. In April 2021 the City awarded a design contract to engineering firm Bledsoe Riggert Cooper James for \$40,085. Design for this project is still ongoing and the design contract cost may decrease if ROW acquisition is found to be unnecessary. Construction costs are estimated at approximately \$100,000, but cannot be refined until design progresses further. This project currently has no construction funding.

PREVIOUS YEAR PROJECTS AWAITING ADDITIONAL FUNDING

- **NONE** - All active previous year projects are already noted in the previous section.

2021 COUNCIL SIDEWALK PROJECTS SUMMARY:

In 2021, the CSC submitted to the City Common Council the 2021 Council Sidewalk Committee Report. That report recommended the allocation of \$330,000 in alternative transportation funds for the development and/or construction of projects summarized in the table below.

| TABLE 1 – 2021 COUNCIL SIDEWALK ALLOCATION SUMMARY | | |
|---|-------------------|------------------------------------|
| PROJECT | ALLOCATION | DESCRIPTION |
| Dunn Street Sidewalk | \$41,000 | Design + Right of Way |
| S Walnut Street Sidewalk | \$210,000 | Construction |
| Adams Street Sidewalk | \$66,000 | Remainder of Design + Right of Way |
| Traffic Calming | \$13,000 | Construction |
| | | |
| | | |
| TOTAL | \$330,000 | |

The City Engineering Department worked throughout 2021 to implement these projects. Design is in progress for both the Dunn Street Sidewalk and the Adams Street Sidewalk. The S Walnut Street Sidewalk project and the resident-led traffic calming project are expected to be bid in November with construction contracts awarded in December of this year. The final construction cost of the S Walnut

sidewalk project will play a major role in determining final funding allocations for the 2021 CSC projects and may require additional funds from 2022.

The following table summarizes the allocation for the 2021 Council Sidewalk funds.

| TABLE 2 – 2021 ALLOCATION ESTIMATE AND ACTUAL COST SUMMARY | | | | |
|---|-------------------|------------------------|-------------------|------------------------------------|
| PROJECT | ALLOCATION | SPENT/ESTIMATE* | DIFFERENCE | DESCRIPTION |
| Dunn Street Sidewalk | \$41,000 | \$40,085* | -\$915* | Design + Right of Way |
| S Walnut Street Sidewalk | \$210,000 | \$264,042.25* | \$54,042.25* | Construction |
| Adams Street Sidewalk | \$66,000 | \$25,872.75* | -\$40,127.25* | Remainder of Design + Right of Way |
| Traffic Calming | \$13,000 | \$0* | -\$13,000* | Construction |
| | | | | |
| | | | | |
| TOTAL | \$330,000 | \$330,000 | \$0 | |

* Asterisk indicates estimated amount

All of the 2021 Council Sidewalk Committee projects made progress and the Engineering Department is on track to encumber all available 2021 funds. Funding for the S Walnut sidewalk project is based on conceptual estimates and final numbers may not be available until early December 2021. Staff recommends that the Transportation Committee approve shifting any available funds to the Walnut Street Sidewalk construction, as indicated above, with any remaining funds to be used for the traffic calming project or Adams Street right of way services.

SIDEWALK INVENTORY AND REVIEW

In response to the request for criteria best suited to objectively guide the Transportation Committee’s evaluation of projects, staff developed two new mechanisms to inform and create guiding metrics for sidewalk project prioritization: an inventory of missing sidewalks and an expression of weighted metrics to indicate areas best-suited for improvement.

In order to prioritize projects objectively, it is necessary to identify the scope of projects eligible for review—in this case, a map of all City of Bloomington maintained streets with missing sidewalks. The latest Missing Sidewalk Map (attached as a PDF) of all known City maintained streets with missing or poor condition sidewalks was created using data from the 2018 LiDAR scan, and the map was updated to include sidewalk projects completed or in design/ construction phase in 2019, 2020, and 2021.

The second task entailed the development of a formula to objectively measure all projects in relation to one another using data resources collected from the Census, the City GIS inventory, and formulas that indicate areas of high potential use as well as connectivity to transit.

DATA RESOURCES FOR SIDEWALK PRIORITIZATION

The proposed project selection data—with a brief description of the data source and what factors are given priority—are provided below. Also added was a layer of hexagonal tessellations to allow for all geographical data to be visualized such that all data points may be compared relative to another area of equal size.

Density and Demand Data:

- [WALK POTENTIAL SCORE](#): Based on 10-minute travel maps between residential areas and destinations (i.e., cafes, libraries, banks, grocery stores, hardware stores). The 10-minute walk distance is based on the actual street grid, not how a bird would travel. The more destinations that overlap and that can be reached by within a 10-minute walk results in a higher score between 1 and 20. This tool replaces the manually-applied Walk Score data included in past year's prioritization methods.
- [POPULATION DENSITY SCORE](#): 2019 American Community Survey Census Block Group data converted to a weighted score. Higher scores reflect areas with increased population density.
- [% WALK TO WORK SCORE](#): Census Block Group data derived from the 2019 American Community Survey, converted to a weighted score ranging from 1 to 36. Areas where residents report higher rates of walking to work score higher than areas with less reported rates of walking to work.
- [% TRANSIT TO WORK SCORE](#): 2019 American Community Survey Data converted to a weighted score ranging from 1 to 100. Areas where residents report higher rates of utilizing transit to commute to work are higher than areas with less reported rates of utilizing transit to get to work.
- [VEHICLE COUNT SCORE](#): Derived from the 2019 American Community Survey Data which counts private registered vehicles per household. The variable scores and weighs each Census Block Group to reflect priority for residents in areas where average car ownership rates are lower.

Safety and Harm Reduction Data:

- [ADJACENT STREET SPEED SCORE](#): Scores based on City maintained street centerline data mapping street speed limits. Streets with higher posted speed limits are weighted for greater point values/ priority over streets with lower speed limits.
- [ADJACENT STREET WIDTH SCORE](#): Scores based on City-maintained Centerline data for road width. Wider streets are scored for priority over streets that are narrower. Wider streets are prioritized because generally the wider a street is, the more lanes it has and the more likely people driving are to speed.

Historically Excluded Groups:

- [% RENTER HOUSEHOLDS](#): 2019 American Community Survey Data which scores Census Block Groups with higher percentages of residents who are renters over areas with fewer renter households.
- [% BIPOC RESIDENTS](#): 2019 American Community Survey Data which scores Census Block Groups with higher percentages of residents who are Black, Indigenous, and People of Color over Census Block Groups with a lower percentages of residents who are Black, Indigenous, and People of Color.
- [MEDIAN INCOME SCORE](#): 2019 American Community Survey Data, scored such that Census Block Groups with lower reported median income rank with higher priority over areas with higher median incomes.

SIDEWALK LOCATION EVALUATION AND RANKING

Projects ranked for 2022 Council Sidewalk Allocation integrate top-performing and feasible projects from the Expression A (Demand and Density) and Expression B (Safety and Harm Reduction).

| TABLE 3 – INDICATOR WEIGHTS FOR DEMAND AND DENSITY AND SAFETY AND HARM REDUCTION EXPRESSIONS | | | |
|---|------------------------------|--|---|
| | INDICATOR | EXPRESSION A DEMAND AND DENSITY | EXPRESSION B SAFETY AND HARM REDUCTION |
| Demand and Density Data | Walk Potential Score: | 25% | 25% |
| | Population Density Score: | 25% | 15% |
| | % Walk to Work Score: | 7% | -- |
| | % Transit to Work Score: | 7% | -- |
| | Vehicle Count Score: | 6% | -- |
| Safety and Harm Reduction Data | Adjacent Street Speed Score: | 10% | 25% |
| | Adjacent Street Width Score: | 10% | 25% |
| Historically Excluded Groups Data | % Residents Renters Score: | 3% | 3% |
| | % BIPOC Residents Score: | 3% | 3% |
| | Median Income Score: | 4% | 4% |
| Total | | 100% | 100% |

[Expression A, Demand and Density](#): represents a formula that weighs Demand (Walk Potential, Density, and Residents likely to utilize multi-modal transportation) most heavily. For Expression A, Demand and Density, the following areas with missing sidewalks rank the highest: the downtown core, near 19th street, east of N. Union Street, and N. College Avenue between 17th Street and the Bypass.

[Expression B, Safety and Harm Reduction](#): represents a formula that weighs Safety/ Harm Reduction (Adjacent Street Speed, Adjacent Street Width) equal to Walk Potential and with less emphasis on demand data derived from the census. Viewed through this expression, the following areas scored the highest: areas adjacent to West and East 3rd Street, South Walnut, and N. Walnut Street (North of the Bypass).

While both expressions have merit, staff recommends the Demand and Density Expression overall, as it is designed to prioritize projects that have the potential to result in the greatest amount of use.

COMPLEMENTARY INITIATIVES

The following projects from the Council Sidewalk Committee’s 2022 project prioritization list have a range of design aspects that are currently either being planned, designed, or constructed outside of City Council Sidewalk Committee initiatives. This may present complementary opportunities to explore that are not captured by the 2022 project prioritization rankings.

- [PETE ELLIS, 3RD STREET TO 10TH STREET](#) – Intersection improvements are anticipated at the 10th Street/Pete Ellis intersection in the next couple of years in conjunction with the development of the IU Health Bloomington Regional Academic Health Campus.
- [EAST 3RD STREET, 2 VACANT LOTS EAST OF PARK RIDGE](#) – Recent dedication of right-of-way along West 3rd Street will drastically reduce the project cost. (Development project expected in this area.)
- [GOURLEY PIKE, KINSER PIKE TO MONROE STREET](#) – INDOT has indicated that they are planning on improving the intersection 45/46 and Stone Lake Drive/Monroe Street.
- [SOUTH ROGERS STREET, SOUTH OF HILLSIDE DRIVE](#) – Recent property subdivision by the Parks and Recreation Department associated with Switchyard Park requires the installation of the missing section of sidewalk on the eastern right-of-way.
- [5TH STREET, UNION STREET TO HILLSDALE DRIVE](#) – The Committee began designing a section of sidewalk along Union Street. The 2019 CSC choose to delay this project until an undetermined future date.
- [17TH STREET, CRESCENT TO COLLEGE AVE](#) – The City’s recent project on 17th Street from Crescent to Monroe Street includes a sidewalk on the south side of the street and a multiuse path on the north side. The City is also completing design for multiuse path on the north side of 17th Street from Monroe to Grant. Construction of this project would take place in 2022-2023.

- ROCKPORT ROAD, COUNTRYSIDE TO TAPP – A continuous sidewalk now exists on the west side of Rockport from Rogers to Tapp Road.
- RHORER ROAD, WALNUT STREET TO SARE ROAD – Monroe County is currently constructing a project that will install new sidewalks and a multiuse path from Rogers Street to Walnut Street Pike. The City has begun the design process for a multiuse path that will connect the Jackson Creek Trail to South Sare Road. Construction is ongoing.
- TRANSPORTATION PLAN – The City recently adopted an updated transportation plan. This plan can aid in identification and prioritization of new projects and may be beneficial in the deliberations of the Council Sidewalk Committee.

2021 COUNCIL SIDEWALK ALLOCATION RECOMMENDATIONS:

For the 2022 budget, we recommend funding the in-progress projects, the Resident-Led Traffic Calming program, and the high-ranking projects in the Density and Demand expression that are within a 5-minute walk of a transit stop, located adjacent to high-ranking streets from the Safety and Harm Reduction expression. These project areas include ([see map](#)):

- FUND IN-PROGRESS PROJECTS – There will be more information forthcoming about the funding needed to complete projects the in-progress projects.
- RESIDENT-LED TRAFFIC CALMING PROJECTS – Staff recommends allocating \$50,000 toward the resident-led traffic calming project process in order to fund two projects. This would provide funding for the project prioritized in 2021 and a project prioritized in the 2022 cycle.
- RECOMMENDED HIGH RANKING PROJECTS:
 - S. LIBERTY DRIVE – East side of the Street between W. 3rd Street and the Whitehall Plaza parking lot.
 - S. OVERHILL DRIVE – East side of the Street between E. 3rd Street and E. 5th Street.
 - W. SMITH AVENUE – East or west side of the Street between S. College Avenue and S. Walnut Street.

For longer-term sidewalk improvements and construction forecasting, staff recommends the following considerations:

- SIDEWALK CONDITION DATA – The current Missing and Poor Condition Sidewalk Inventory is limited in its ability to determine issues that affect the ADA compliance of the existing network, locations where sidewalks are missing from wide roads, locations where sidewalk is missing where on-street parking is present, or areas with sidewalks on one side of the street. For the purposes of forecasting potential projects for multiple years of funding, we request greater availability of LiDAR field survey data to the degree of accuracy that allows for an analysis of sidewalk deterioration and ADA non-compliance issues.
- QUALITATIVE DATA RE: MOBILITY FOR PERSONS WITH DISABILITIES – To understand barriers as they exist in the sidewalk network, we need to identify circumstances that lead to particularly poor access, or situations where a combination of individual and contextual factors impede access for persons with disabilities. For this to be possible, we need the time and resources to

promote and conduct focus groups, interviews, and mapping exercises alongside the Council on Community Accessibility. We believe an investment towards this end will deliver greater understanding of conditions to support accessibility on our sidewalk networks, and, support a better product for persons whose needs are least met through a disconnected sidewalk network.

REVIEW OF REQUEST FOR PEDESTRIAN/ BIKE PATH ON E. SOUTHERN DRIVE

The missing connection between the two sides of E. Southern Drive exist within our Missing Sidewalk Inventory. This project ranks at the 60th percentile of priority based on the Demand and Density expression, and in the top 50th percentile of priority based on the Safety and Harm Reduction expression. While this project holds merit for increasing connectivity for the residents in the areas adjacent to the B-Link Trail, it doesn't perform to the extent of the projects that staff recommend for funding this year.

ATTACHMENT:

2021 MISSING SIDEWALK INVENTORY