Council Sidewalk Committee Report – 2024 Council Sidewalk Funding – Part I

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Note: The Report can be found at https://bloomington.in.gov/council/sidewalks once approved by the Committee.

Signatures for Sidewalk Committee Report – Partial 2024 Council Sidewalk Funding

Note: Your signature below indicates approval of the Report pursuant to BMC 2.04.230 Standing committees-Reports (a), which requires that reports be in writing and be signed by a majority of the membership.

/s/Jim Sims
Jim Sims (Chair), At-Large

/s/Susan Sandberg
Susan Sandberg, At-Large

/s/Kate Rosenbarger
Kate Rosenbarger, District I

/s/Steve Volan
Steve Volan, District VI

Report of the Common Council Sidewalk Committee – Partial 2024 Council Sidewalk Funding (December 19, 2023)

Committee Members and Staff

The members of the Committee were appointed by the President of the Council and included:

- Jim Sims, At-Large (Chair)
- Kate Rosenbarger, District I
- Susan Sandberg, At-Large
- Steve Volan, District VI

The committee members were assisted by the following persons and departments:

Planning and Transportation (P & T)
Ryan Robling, Planning Services Manager
Hank Duncan, Bicycle and Pedestrian Coordinator

Engineering
Neil Kopper, Senior Project Engineer
Roy Aten, Senior Project Manager

Utilities
Jane Fleig, Utilities Engineer

Parks and Recreation
Steve Cotter, Natural Resources Manager

Office of the City Clerk
Sofia McDowell, Chief Deputy Clerk

Council Office
Stephen Lucas, Council Administrator/Attorney
Ash Kulak, Deputy Administrator/Deputy Attorney

Schedule

The Committee met in person, with the meeting also accessible via Zoom on:

- Tuesday, December 19, 2023 at 1:30pm

Highlight of Recommendations

This Report of the Sidewalk Committee (the Committee) outlines the Committee's recommendation to the Council on the use of $120,000 out of $350,000 of Alternative Transportation Fund (ATF) monies budgeted for 2024 for sidewalk and traffic-calming/pedestrian improvements projects. The Committee met on December 19, 2023 to review ongoing projects and allocations, to discuss program criteria, to consider new projects, and to make recommendations regarding the allocation of these funds. As in the past, additional funds from various other sources – e.g. P & T (through ATF and other funds), Housing and Neighborhood Development (through Community Development Block Grant funding), or CBU (City of Bloomington Utilities - for storm water) may be necessary for some projects to move forward or be completed.

In brief, the Committee learned about the status of the following sidewalk and traffic-calming projects from 2023:

Update on 2023 Allocations:

Project	Allocation	Spent/Estimate	Difference	Description
Adams Street Sidewalk	$125,000.00	$229,683	$104,683	Construction
Liberty Drive Sidewalk	$114,000.00	$56,617	-$57,383	Construction
Overhill Drive Sidewalk	$35,000.00	$37,940	$2,940	Design
Smith Avenue Sidewalk	$12,000.00	$11,760	-$240	Conceptual Design
Resident-Led Traffic Calming	$50,000.00	$0	-$50,000	Construction
TOTAL	**$336,000.00**	**$336,000**	**$0**	

Please note that P & T staff provide an annual Council Sidewalk Project Status Report, (a copy of the Report can be found in the December 19, 2023 Sidewalk Committee meeting packet).

Please note that other sidewalk and pedestrian projects are pursued by various other city departments and funded through various means.

Deliberation Materials and Minutes Available Online

Deliberation materials and meeting memoranda for the Sidewalk Committee's meetings will be available online at https://bloomington.in.gov/council/sidewalks under Meetings and Documents.

Purpose of Committee and History of Funding

In the past, the Sidewalk Committee has made recommendations on the use of a portion of the Alternative Transportation Fund (ATF) monies appropriated for this purpose and, in the course of doing so, works in concert with City staff to identify funding priorities for sidewalk and traffic calming projects in the City. The ATF was established in 1992 with surplus revenues from the Neighborhood Parking Program and was dedicated to "reducing the community's dependence upon the automobile." (BMC 15.37.160). Over the years, the ATF has also received annual infusions from other City sources. In 2024, $350,000 has been appropriated for use by the Committee, an increase of $14,000 from 2023.

The table on the following page provides a rough historical view of funding for Committee projects which is divided into annual Council Sidewalk Budgets, contributions from CBU, and contributions from other sources. Please know that, under BMC 12.04.010, the maintenance of sidewalks is the responsibility of the adjacent property owner and that the construction of new sidewalks in the City is mostly done by the owner when property is developed or redeveloped.

Council Sidewalk Committee Projects – Funding Sources

Year(s)	Council Sidewalk Budget		Estimate of Other Contributions	
	Per Year	**Total**	**Other**	**CBU**
2007	$185,000	$185,000	$0	~ $46,174
2008-2012	$225,000	$1,125,000	~$1,425,000	~$538,742
2013	$275,000	$275,000	~$1,200,000	$0
2014-2016	$300,000	$900,000	~$43,000	~$136,697
2017	$306,000	$306,000	~$239,000	$0
2018	$312,000	$312,000	~$14,000	$0
2019	$318,000	$318,000	~$173,500	$45,000
2020	$324,000	$324,000	~$106,000	$0
2021	$330,000	$330,000	~$0	$0
2022	$336,000	$336,000	~$140,000	$0
2023	$336,000	$336,000	~$140,000	$0
2024	$350,000	$350,000	$0	$0
Total		$4,761,000	~$3,480,500	~$766,613

Table Notes

1. The amounts in the "Per Year" and "Total" Council Sidewalk Budget columns are amounts budgeted at the beginning of the year. They include amounts dedicated for traffic calming (which, up until 2017, were typically under $25,000 per year), but do not account for re-appropriation of unspent reverted funds in subsequent years.
2. The amounts in the "Other" column of the "Estimate of Other Contributions" portion of the table were amounts estimated at the time the Committee Reports were filed and do not account for changes after the actual amount was known. Funding sources include, but are not limited to: Greenways Funds (within the ATF); HAND Community Development Block Grant (CDBG) funds (targeting low-income neighborhoods); Cumulative Capital Development (CCD) fund; bond funds; General Fund appropriations to various departments; Metropolitan Planning Organization (MPO); and INDOT funds (like the former Safe Route to Schools program).
3. The amounts in the "CBU" column of the "Estimate of Other Contributions" portion of the table highlight that because sidewalk projects, and more particularly curbs, channel water, they are part of the City's storm-water infrastructure. The Committee has, over the years, recognized that the storm-water component of a sidewalk project frequently comprises a significant and sometimes a majority of the project cost. The amounts in this column are either fiscal or in-kind contributions from CBU. They are derived from a detailed accounting provided by Jane Fleig, Utilities Engineer covering the years 2007 to 2015, and from Committee Reports thereafter.
4. In 2013, Committee recommended funding the design for a portion of Rockport Road sidewalk project that was part of a much larger road project.

Previous Program Criteria for Sidewalk Projects

For more than 20 years, the Committee used six core criteria to decide upon the funding of sidewalks. The criteria were refined over time, but continued to prioritize the construction (not maintenance) of sidewalks that fill in gaps in the City's sidewalk network that will be used by, and improve the safety of, pedestrians. The following Evaluation Matrix explains the criteria, analytics and information used in funding cycles before 2022:

<table>
<tr><th>Criteria</th><th></th><th colspan="2">Analytics and Information</th></tr>
<tr><td>1) Safety Considerations</td><td></td><td colspan="2" rowspan="2">Pedestrian Level of Service (PLOS) - gauges the pedestrian experience based upon traffic volume and speed, lane width, presence and width of sidewalk, and presence, type, and width of the buffer.</td></tr>
<tr><td>2) Roadway Classification</td><td></td></tr>
<tr><td>3) Pedestrian Usage</td><td></td><td>Residential Density</td><td rowspan="2">Walkscore – an online score that gauges pedestrian demand based upon proximity to a mix of destinations. Score: 0 (car dependent) – 100 (walker's paradise)</td></tr>
<tr><td>4) Proximity to Destinations</td><td></td><td>Transit routes and stops</td></tr>
<tr><td>5) Linkages</td><td></td><td colspan="2">Proximity to existing sidewalks as shown on Sidewalk Inventory (updated intermittently).</td></tr>
<tr><td>6) Cost and Feasibility</td><td></td><td colspan="2">Estimates provided by Engineering Dept.</td></tr>
</table>

Prior to 2022's funding cycle, the P & T department prepared a Project Prioritization list which scored projects based upon objective measures associated with some, but not all, of the criteria. However, the Project Prioritization list did not incorporate objective measures for evaluating connectivity or feasibility, which left the satisfaction and weighing of those criteria to the judgment of the Committee members.

During the 2021 funding cycle, the Committee discussed a Sidewalk Equity Audit and associated recommendations prepared by Bicycle and Pedestrian Safety Commission President Mark Stosberg and submitted to the Mayor, City Council, and various city staff members.

In addition to the suggestions contained in this audit, the 2021 Committee members also discussed census block maps that were created by P & T staff and submitted to the Committee for consideration. The 2021 Committee discussed potential revisions to the program criteria and related objective factors, and, while no formal changes were implemented in the 2021 funding cycle, the 2021 Committee indicated it would like P & T staff to consider and recommend what additional or different metrics are available and best suited to objectively measure the criteria the Committee values in new projects.

Current Program Criteria for Sidewalk Projects – starting in 2022

For the 2022 funding cycle, the P & T staff submitted a report to the Committee and subsequently to the full Council, which included revised metrics best suited to objectively guide the Committee's evaluation of projects. These revised metrics took into consideration the analysis provided in the Sidewalk Equity Audit and include two new mechanisms to inform sidewalk project prioritization: an inventory of all missing sidewalks and weighted metrics to identify those areas best-suited for improvement. The Committee voted to revise the criteria in accordance with the recommendations of the P & T Staff at its December 9, 2021 meeting.

In order to prioritize projects objectively, the scope of projects eligible for review was identified by creating a map of all City of Bloomington maintained streets with missing sidewalks. This map was created using data from the 2018 LiDAR scan, and it was updated to include sidewalk projects completed or in design/construction phase in subsequent years.

Next, weighted metrics were developed to identify those areas from the map of missing sidewalks best-suited for improvement. The data for the development of these weighted metrics was collected from the Census, the City GIS inventory, and formulas that indicate high areas of potential use and connectivity to transit.

The Committee reviewed these criteria and metrics and made no changes for the 2024 funding cycle. The following Evaluation Matrix explains the criteria, analytics and information used in this year's funding cycle:

2024 Sidewalk Evaluation Matrix			
	Criteria	**Analytics and Information**	**Criteria Weight**
Demand and Density Data	Walk Potential	Based on 10-minute travel maps between residential areas and destinations (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 within a 10-minute walk, the higher the score. This tool replaces the manually-applied walk score data included in years past prioritization methods.	25%
	Population Density	2019 American Community Survey Census Block Group data converted to a weighted score. Higher scores reflect areas with increased population density.	25%
	% Walk to Work	2019 American Community Survey Census Block Group data, converted to a weighted score ranging from 1 to 26. Areas where residents report higher rates of walking to work score higher than areas with less reported rates of walking to work.	7%
	% Transit to Work	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	7%
	Vehicle Count	Derived from the 2019 American Community Survey Data which counts private registered vehicles per household. The variable scores and weigh each Census Block Group to reflect priority for residents in areas where average car ownership rates are lower.	6%
Safety and Harm Reduction Data	Adjacent Street Speed	Scores based on City-maintained Centerline data for speed limits. Streets with higher posted speed limits are weighted for greater point values/priority over streets with lower speed limits.	10%

	Adjacent Street Width	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 traffic travels faster on wider streets.	10%
Historically Excluded Groups Data	% Resident Renters	2019 American Community Survey Data which scores Census Block Groups with higher percentages of residents who are renters over areas with fewer renter households.	3%
	% BIPOC Renters	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 lower percentages of residents who are Black, Indigenous, and People of Color.	3%
	Median Income	2019 American Community Survey Data, scored such that Census Block Groups with lower reported median income are prioritized over areas with higher median incomes.	4%
	Total		**100%**

Partial Funding Recommendations for 2024

Along with reviewing funding for ongoing projects, the Committee considered P & T staff's prioritization of high-ranking projects identified by utilizing the revised sidewalk evaluation metrics and the comprehensive map of missing sidewalks.

Funding for In-Progress Projects – No current allocation recommendations

- **Sidewalk Construction – Liberty Drive – 3rd to 360° south (northern entrance of Whitehall Plaza)**
  The Committee learned that the construction costs for this project would be covered through a combination of 2023 Committee allocations and funding from the Engineering Department and that no further allocations would be needed from the Committee to complete the project.

- **Sidewalk Construction – S. Overhill Drive – 3rd St to 5th St**
  In 2023, the Committee allocated $35,000 toward the design of this project for that year's funding cycle. Design services came in at $37,940. This year, the Committee considered allocating funding toward construction, which is estimated to cost $240,000. However, the Committee did not recommend any construction funding. Instead, members requested that P & T staff gather information about less expensive options for increasing pedestrian safety on this street. Staff was asked to bring that information forward along with other, high-ranking project recommendations for the Committee's further consideration.

Funding for New Sidewalk Projects

Based on P & T staff identifying highly-ranked projects through the program criteria described above, the Committee recommends the following projects.

- **Design – N. Dunn Street (east side of street) – North of 17th Street**
  The rough estimated total construction cost of this project is $200,000. The Committee recommends allocating $35,000 toward this project for design during the 2024 funding cycle. P & T staff notes that this is a high-pedestrian traffic area by a popular transit stop, is a heavily-used area for Indiana University sporting events, and is a project that will provide a much-needed connection to an already-existing sidewalk for comfortable pedestrian travel.

- **Design – N. Jefferson Street (east or west side of street) – 8th Street to 10th Street**
  The rough estimated total construction cost of this project is $300,000. The Committee recommends allocating $35,000 toward this project for design during the 2024 funding cycle. P & T staff notes that this is a high-scoring location using the density and demand criteria, is a high-pedestrian traffic area that connects to transit stops, and is a project that would provide much-needed access for Bloomington residents.

Funding for Traffic Calming Projects

In 2020, the City implemented a new Traffic Calming and Greenways Program (TCGP). Information about the TCGP can be found here: https://bloomington.in.gov/tcgp.

- **Resident-Led Traffic Calming Projects**
  Based on the analysis and recommendation of P & T staff, the Committee recommends allocating $50,000 toward resident-led traffic calming projects in order to provide funding for construction of a project or projects prioritized in that program's funding cycle. The Resident-Led Traffic Calming Program is accepting letters of intent until March 15, 2024. Following the close of the application process, P & T staff will evaluate and prioritize the projects based on the program criteria for this funding cycle.

Summary of Actions

In summary, during the course of its deliberations, the Committee:

- Provided an opportunity for Committee members or staff members to disclose any potential conflicts of interest for those who might own or reside in homes along sidewalk projects recommended for funding by the Committee;
- Heard a progress report regarding on-going projects;
- Reviewed the list of projects recommended by staff for funding and provided an opportunity for public comment;
- Recommended the allocation of $120,000 in ATF monies as described below – *See Funding Recommendations (attached).*

COMMON COUNCIL SIDEWALK COMMITTEE (COMMITTEE)
PARTIAL SIDEWALK ALLOCATION RECOMMENDATIONS FOR 2024
- TOTAL FUNDS AVAILABLE: $350,000

Project	ATF	ATF (Additional Amounts – Should They be Appropriated)	CBU	OTHER FUNDS
Sidewalk Projects				
Design: N. Dunn St. (east side) – North of 17th St. **Estimated Costs** Design: $35,000 Right-of-Way: $0 Construction: $200,000	**$35,000**		**$0**	**$0**
Design: N. Jefferson St. (either side) – 8th St. to 10th St. **Estimated Costs** Design: $35,000 Right-of-Way: $0 Construction: $300,000	**$35,000**		**$0**	**$0**
Traffic Calming				
General Traffic Calming and Greenways Program **Resident-led Projects** **Estimated Costs** $50,000	**$50,000**		**$0**	**$0**
2024 ALLOCATION	**$120,000**	**$0**	**$0**	**$0**

COMMON COUNCIL SIDEWALK COMMITTEE (COMMITTEE) SIDEWALK PARTIAL ALLOCATION RECOMMENDATIONS FOR 2024

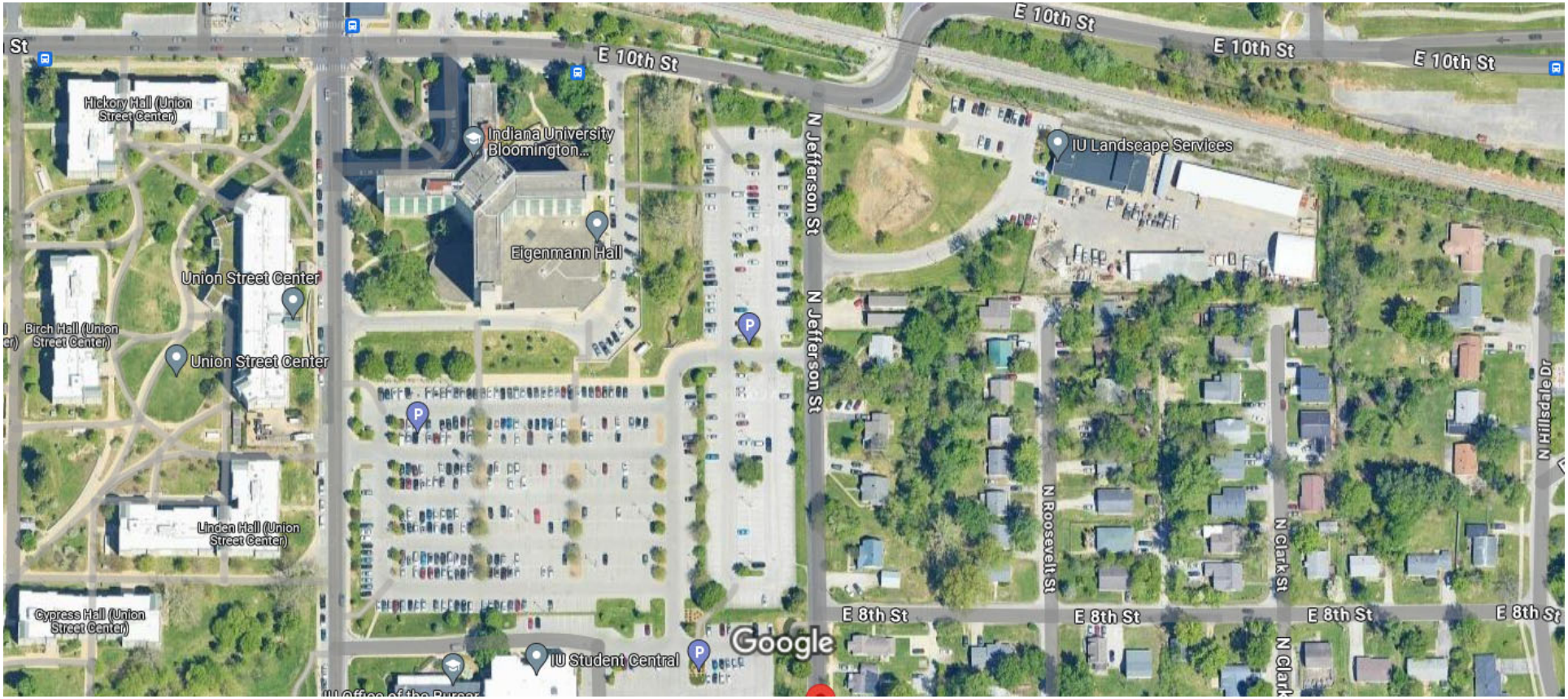
CHART NOTES

1. Project. This column identifies the location and details about the project.
2. Alternative Transportation Fund (ATF). This column represents ATF funds appropriated in 2024 for sidewalk and traffic-calming initiatives recommended by the Committee.
3. ATF (Additional Amounts – Should they be Appropriated). This column is available to capture unused funds from prior years should the Committee wish to make recommendations about the use of the remaining funds and any necessary additional appropriation proposals. No funds were identified for additional appropriation and, therefore the shaded column remains empty.
4. CBU. This column represents CBU assistance with the storm-water component of projects. The CBU evaluates the storm-water component of projects and, when able, offers some in-kind contributions when these projects align with CBU storm-water priorities. There were no CBU in-kind contributions identified for sidewalk construction projects recommended by the Committee for 2024.
5. OTHER FUNDS. This column represents project funding from other sources, if any.

Google Maps N Dunn St

Imagery ©2024 IndianaMap Framework Data, Maxar Technologies, USDA/FPAC/GEO, Map data ©2024 100 ft

Google Maps N Jefferson St



Imagery ©2024 IndianaMap Framework Data, Maxar Technologies, USDA/FPAC/GEO, Map data ©2024 100 ft

Common Council Transportation Committee/Sidewalk Committee Criteria, History, and Other Policies for Sidewalk Allocation

History of Criteria - The criteria for selecting sidewalk projects first appeared in a memo entitled the *1995 Linkages Plan – Criteria for Project Selection/Prioritization* and have been affirmed and revised over the years. These criteria for consideration initially included the following:

- Safety Consideration – A particular corridor could be made significantly safer by the addition of a sidewalk.
- Roadway Classification – The amount of vehicular traffic will increase the likelihood of pedestrian/automobile conflicts, which a sidewalk could prevent. Therefore, arterial and collector streets should be a priority for linkages over residential/subdivision streets.
- Pedestrian Usage – Cost-effectiveness should be based on existing and projected usage.
- Proximity to Destination Points – Prioritization of linkages should be based on proximity to destination such as elementary school, Indiana University, employment centers, shopping opportunities, parks/playgrounds, etc.
- Linkages – Projects should entail the construction of new sidewalks that connect with existing pedestrian facilities.
- Costs/Feasibility – Availability of right-of-way and other construction costs must be evaluated to determine whether linkages are financially feasible.

Over the years the Committee has revised these criteria as follows:

- On October 16, 2006, the Committee added "Indiana University" as another "destination point" under the fourth criteria (Proximity to Destination Points). At that time, it decided not to explicitly recognize "synergy" as another criteria, because it was already being considered as a factor under the fifth criteria (Costs/Feasibility).
- On January 4, 2008, the Committee added the fifth criteria defining "Linkages."
- On November 12, 2009, the Committee revised "Proximity to Destination Points" to clarify that the list was illustrative and included "employment centers" among other destinations.

Current Criteria - On December 9, 2021, the Committee voted to revise the criteria in accordance with the recommendations of the P & T Staff taking into consideration the information gleaned from a Sidewalk Equity Audit and associated recommendations prepared by Bicycle and Pedestrian Safety Commission President Mark Stosberg. The revisions consist of the identification of three broad categories: Demand and Density, Safety and Harm Reduction, and Historically Excluded Groups. Each broad category contains weighted criteria, which will be used to prioritize and select sidewalk projects. The criteria, assigned weight, and analytic information are described on the 2024 Sidewalk Evaluation Matrix in this Report.

Other Policies – Overage Policy – Each year the Committee Report uses estimates submitted by City Engineering to allocate funds between projects. Even with built-in contingencies, these estimates are sometimes far-off the bid for, or actual cost of, the project. In previous years, the Committee has approved of a motion to allow the allocation scheme to be amended by the Sidewalk Committee Chairperson in consultation with city staff to fund priorities on the current list of allocations. The Committee may yet adopt a motion to allow the Chairperson to authorize 2024 funding shifts between projects, but did not do so at the December 19, 2023 meeting.

2024 Sidewalk Evaluation Matrix			
	Criteria	**Analytics and Information**	**Criteria Weight**
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	Total		**100%**