

RESOLUTION 23-17

TO INITIATE AMENDMENTS TO THE CITY'S COMPREHENSIVE PLAN Re: Leading Pedestrian Intervals and Pedestrian Recall Phases

- WHEREAS, pursuant to Indiana Code 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, a new Comprehensive Plan was adopted on March 20, 2018 via Resolution 18-01, in accordance with Indiana Code 36-7-4-500; and
- WHEREAS, a Transportation Plan was adopted in 2019 via Resolution 19-01 and serves as an amendment to the Comprehensive Plan; and
- WHEREAS, pursuant to Indiana Code 36-7-4-511, each amendment to the Comprehensive Plan must be approved according to the procedure set forth in the 500 series; and
- WHEREAS, Indiana Code 36-7-4-511 provides that the Common Council may direct the Plan Commission to prepare an amendment to the Comprehensive Plan; and,
- WHEREAS, the Comprehensive Plan is the City's long-range vision for the community, upon which future land use and other policy decisions are predicated; and
- WHEREAS, the Transportation Plan, as an amendment to the Comprehensive Plan, builds on the goals of the Comprehensive Plan and supports Bloomington's vision of a safe, efficient, accessible, and well-connected multimodal transportation system; and
- WHEREAS, the Comprehensive Plan includes goals and policies that prioritize pedestrian safety, including identifying, prioritizing, and funding pedestrian roadway crossings that should be improved (p.77) and continually monitoring traffic patterns and evaluating changes, including, among other things, signal timing adjustments (p.77); and
- WHEREAS, two mechanisms that advance these pedestrian safety goals in the Comprehensive Plan include the implementation, as default mechanisms, of leading pedestrian intervals and pedestrian recall phases at pedestrian crossings; and
- WHEREAS, leading pedestrian intervals (or LPIs) provide pedestrians and mobility aid users the opportunity to enter a crosswalk several seconds before vehicles are given a green indication, which has been shown to increase pedestrian safety by increasing visibility of crossing pedestrians, reducing conflicts between pedestrians and vehicles, increasing the likelihood of motorists yielding to pedestrians, and enhancing safety for pedestrians who may be slower to enter into a crosswalk¹; and
- WHEREAS, several studies have shown that leading pedestrian intervals can reduce pedestrian-vehicle crashes by at least 13%² and by as much as 59%³ compared to

¹ U.S. Department of Transportation. "Leading Pedestrian Interval." Report No. FHWA-SA-21-032. Federal Highway Administration. <https://highways.dot.gov/safety/proven-safety-countermeasures/leading-pedestrian-interval>.

² U.S. Department of Transportation. "Leading Pedestrian Interval (LPI) Countermeasure Tech Sheet." Report No. FHWA-SA-19-040. Federal Highway Administration. (October 2019). https://safety.fhwa.dot.gov/ped_bike/step/resources/docs/fhwasa19040.pdf. See also Nafakh, A. J., Zhang, Y., Hubbard, S., & Fricker, J. D. (2021). Assessment of a displaced pedestrian crossing for multilane arterials (Joint Transportation Research Program Publication No. FHWA/IN/JTRP-2021/16). West Lafayette, IN: Purdue University. <https://doi.org/10.5703/1288284317318>.

³ Fayish, A.C., & Gross, F. "Safety Effectiveness of Leading Pedestrian Intervals Evaluated by a Before-After Study with Comparison Groups." Transportation Research Board: Journal of the Transportation Research Board No. 2198. (2010). pp. 15-22. https://nacto.org/docs/usdg/safety_effectiveness_of_lpi_fayish.pdf.

non-treated intersections, with a 19% percentage crash reduction (CRF) figure that might be expected after implementing LPIs as a countermeasure⁴; and

WHEREAS, other municipalities leading on pedestrian safety have implemented policies or legislation to encourage installation of LPIs;⁵ and

WHEREAS, pedestrian recall phases, which trigger a walk phase automatically at every cycle, increase predictability and regularity, especially in areas of high pedestrian volume where pedestrians are most likely to need to cross, compared to actuated signals, which require a push button to be pressed to activate a walk phase; and

WHEREAS, the National Association of City Transportation Officials, an association of 96 major North American cities and transit agencies, recommends pedestrian recall phases in all downtown areas, central business districts, and urban areas in which pedestrians are anticipated and speeds are intended to be low, while actuated signals are recommended along priority rapid transit corridors to increase the reliability of transit service and avoid unnecessary delays;⁶ and

WHEREAS, the Comprehensive Plan prioritizes pedestrian safety in several Goals and Policies:

Goal 6.1 Increase Sustainability: Improve the sustainability of the transportation system (p.74);

Policy 6.1.7: Prioritize safety and accessibility over capacity in transportation planning, design, construction, and maintenance decisions;

Goal 6.3 Improve the Bicycle and Pedestrian Network: Maintain, improve, and expand an accessible, safe, and efficient network for pedestrians . . . (p.74);

Policy 6.3.4: Require pedestrian-friendly design features (p.75);

Goal 6.4 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 (p.75);

WHEREAS, the City expects to initiate a signal phasing and retiming study at city-maintained signalized intersections before the end of the 2023; and

⁴ Goughnour, E., D. Carter, C. Lyon, B. Persaud, B. Lan, P. Chun, I. Hamilton, and K. Signor. "Safety Evaluation of Protected Left-Turn Phasing and Leading Pedestrian Intervals on Pedestrian Safety." Report No. FHWA-HRT-18-044. Federal Highway Administration. (October 2018). <https://www.cmfclearinghouse.org/detail.php?facid=9903>.

⁵ The City of Spokane, Washington passed [Ordinance C35768](#) on May 13, 2019, which amended its municipal code to include the encouragement of leading pedestrian intervals at all signalized intersections ([16A.84.050](#)). The City of Alexandria, Virginia adopted a Vision Zero Action Plan in an effort to eliminate fatal and severe crashes by 2028, which prioritizes the installation of leading pedestrian intervals and no turn on red restrictions at key signalized intersections. City of Alexandria, Virginia. "Leading Pedestrian Intervals (LPI) & No Turn on Red (NTOR)." (updated April 2023). <https://www.alexandriava.gov/transportation-planning/leading-pedestrian-intervals-lpi-no-turn-on-red-ntor>. Over fifty municipalities in the United States have committed to a Vision Zero plan or strategy based on community data and input, which identifies and implements several priorities and strategies to center safety and equity. Vision Zero Network. "Vision Zero Communities." <https://visionzeronetwork.org/resources/vision-zero-communities/>. See also Fox, J. "Where to Start on the Road to Vision Zero." Vision Zero Network. (April 21, 2023). <https://visionzeronetwork.org/where-to-start/>. The State of California recently passed state legislation in 2022 requiring its municipalities to install LPIs. [Assembly Bill No. 2264](#). Within the State of Indiana, the Indianapolis/Marion County [Pedestrian Safety Action Plan](#) conducted in 2016 lists "leading pedestrian intervals" as a possible countermeasure to several conditions affecting pedestrian safety.

⁶ National Association of City Transportation Officials. "Fixed vs. Actuated Signalization." <https://nacto.org/publication/urban-street-design-guide/intersection-design-elements/traffic-signals/fixed-vs-actuated-signalization>. [Ordinance C35768](#) of the City of Spokane also encourages the implementation of a pedestrian recall phase at all signalized intersections between the hours of 6 a.m. and midnight ([16A.84.040](#)).

WHEREAS, the Common Council recommends city staff develop guidelines to incorporate its preferences for leading pedestrian intervals and pedestrian recall phases at as many of the City-controlled crosswalks as is currently feasible, in conjunction with this coming signal retiming study and Transportation Plan update; and

WHEREAS, the Common Council wishes, pursuant to Indiana Code 36-7-4-511, to direct the Plan Commission to prepare an amendment to the Comprehensive Plan to reflect these preferences;

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

SECTION 1. Pursuant to Indiana Code 36-7-4-511, the Common Council directs the Plan Commission to prepare an amendment to the City of Bloomington Comprehensive Plan to include new policies consistent with the following guidance:

1. Establish a city-wide policy to prioritize the use of leading pedestrian intervals at signalized intersections when feasible, especially in areas with high pedestrian activity, while reasonably balancing the goals set out in the City Comprehensive Plan (including the Transportation Plan).
2. Establish a city-wide policy to prioritize pedestrian recall as the default mechanism over actuated signals for pedestrian crossings at signalized intersections, especially in areas with high pedestrian activity, while reasonably balancing the goals set out in the City Comprehensive Plan (including the Transportation Plan).

SECTION 2. Pursuant to Indiana Code 36-7-4-511, the Plan Commission is instructed to prepare and submit this amendment in the same manner as any other amendment to the Comprehensive Plan. The Plan Commission is instructed to prepare and submit the amendment within three hundred (300) days from the effective date of this resolution, unless granted an additional extension of time, of specified duration, in which to prepare and submit the amendment.

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

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

SUE SGAMBELLURI, President
Bloomington Common Council

ATTEST:

NICOLE BOLDEN, Clerk
City of Bloomington

PRESENTED by me to the Mayor of the City of Bloomington, Monroe County, Indiana, upon this _____ day of _____, 2023.

NICOLE BOLDEN, Clerk
City of Bloomington

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

JOHN HAMILTON, Mayor
City of Bloomington

SYNOPSIS

This resolution, sponsored by Councilmember Flaherty, directs the Plan Commission to prepare an amendment to the City’s Comprehensive Plan consistent with the prioritization of leading pedestrian intervals and pedestrian recall phases as the default mechanisms, when feasible, at signalized pedestrian crossings over which the City has exclusive control.