

The logo features the text "BNM Mobile" in a bold, teal, sans-serif font. The word "BNM" is in a darker shade of teal, while "Mobile" is in a lighter shade. The text is centered and surrounded by seven circular icons, each with a grey drop shadow pointing towards the center. The icons represent different modes of transportation: a pedestrian, a car, a train, a bus, a bicycle, and an airplane.

BNM Mobile



McLEAN COUNTY
Regional Planning Commission

TRANSPORTATION IN A CHANGING CLIMATE

LONG-RANGE

METROPOLITAN TRANSPORTATION PLAN 2045

Bloomington-Normal & McLean County, Illinois ☒ November 30, 2017



Long-Range Metropolitan Transportation Plan 2045

FOR THE **Bloomington-Normal Urbanized Area**

DEVELOPED BY THE

McLean County Regional Planning Commission

IN COOPERATION WITH

City of Bloomington

McLean County

Town of Normal

Illinois Department of Transportation

District 5

Office of Planning & Programming

Federal Highway Administration

LONG-RANGE METROPOLITAN TRANSPORTATION PLAN 2045

TRANSPORTATION IN A CHANGING CLIMATE

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2017 Long Range Transportation Plan Technical Steering Committee

City of Bloomington

Jim Karch	Director of Public Works
Kevin Kothe	City Engineer
Katie Simpson	City Planner

Town of Normal

Wayne Aldrich	Director of Public Works
Gene Brown	Director of Engineering
Mercy Davison	Town Planner

McLean County

Jerry Stokes	County Engineer
Luke Hohulin	Assistant County Engineer
Phil Dick	Director of Building and Zoning
Melissa Dougherty-O'Hara	County Planner

Central Illinois Regional Airport

Carl Olson	Executive Director
------------	--------------------

Connect Transit

Isaac Thorne	General Manager
--------------	-----------------

Illinois Department of Transportation, District 5

Robert Nelson	Planning & Service Chief
Brian Trygg	Local Roads/Land Acquisition Engineer

IDOT, Office of Planning & Programming, Bureau of Planning

Holly Ostdick	Bureau Chief
Tom Caldwell	Metropolitan Planning Manager

McLean County Regional Planning Commission

Vasudha Pinnamaraju	Executive Director
Jennifer Sicks	Transportation Planner
Jamal Smith	Assistant Planner
Daniel Handel	Assistant Planner

†Special thanks to Melissa Dougherty-O'Hara for her work on the LRTP during her tenure at MCRPC

McLean County Regional Planning Commission Transportation Committees

Policy Committee

Mary Jefferson* - Chair, McLean County Regional Planning Commission
Tari Renner – Mayor, City of Bloomington
Chris Koos – Mayor, Town of Normal
William T. Caisley – Chairman, McLean County Board Transportation Committee
Craig Emberton – Program Development Engineer, IDOT District 5, Paris, Illinois

Technical Committee

Vasudha Pinnamaraju* – Executive Director, McLean County Regional Planning Commission
Gene Brown – City Engineer, Town of Normal
David Hales - City Manager, City of Bloomington
Jim Karch - Director of Engineering, City of Bloomington
Robert Nelson – Planning & Services Chief, IDOT, District 5, Paris, Illinois
Carl Olson - Executive Director, Central Illinois Regional Airport
Mark Peterson - City Manager, Town of Normal
Jerry Stokes – County Engineer, McLean County
Isaac Thorne - General Manager, Bloomington-Normal Public Transit System
Brian Trygg – IDOT, District 5, Paris, Illinois
Bill Wasson – County Administrator, McLean County

**Committee chairs*

Local Government Planners

Katie Simpson - City Planner, City of Bloomington
Mercy Davison, AICP - Town Planner, Town of Normal
Philip Dick, AICP – Director, McLean County Building and Zoning Department
Melissa Dougherty-O’Hara – County Planner, Building and Zoning Department

McLean County Regional Planning Commission Staff

Vasudha Pinnamaraju, AICP – Executive Director
Jennifer Sicks, AICP – Transportation Planner
Jamal Smith – Assistant Planner
Daniel Handel – Assistant Planner
Emily Lutz – Assistant Planner
Jordan Brown – Office Manager

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McLean County

Glen Ludwig
McLean County

Carl Olson
Bloomington-Normal Airport Authority

Linda Olson
McLean County

Carl Teichman
Town of Normal

Tyler Wrezinski
Bloomington-Normal Water Reclamation District

Mark Wylie
School District 87

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Chapter 1: Planning for Action

The last five years have been an active period for planning in Bloomington-Normal and McLean County, with the development of conceptually cutting-edge comprehensive plans for Bloomington and Normal, with heightened attention to sustainability not just in environmental terms, but also fiscal and social sustainability. The new municipal comprehensive plans now show the way forward in transportation planning, both in how the topic is treated within the City and Town planning processes, but also in the degree to which we recognize that the transportation system in all its complexity is fundamentally important to our future as a community, to our economic resilience and to the sustainability of our region into and beyond the middle of the 21st century.

A Plan for Us

The world of transportation and its role in the world generally have altered immensely in the five short years since the 2012 adoption of the last Long Range Transportation Plan (LRTP) for Bloomington-Normal. As a result, this edition of the metropolitan transportation plan diverges in content from earlier plans. Recent changes in planning transportation infrastructure, as well as how that infrastructure is funded, demonstrate that we need inventive and imaginative thinking about this vital element of our community and economy. Over the next five years, Bloomington, Normal and McLean County must establish a path towards keeping our transportation system functional, resilient and sustainable. Identifying the most relevant goals and effective actions to reach these ends is the central focus of this metropolitan transportation plan.

Reading the Transportation Plan

The Long-Range Transportation Plan is not usually read cover-to-cover, as readers turn to the sections that most interest them.

Those who do review the full text may notice repeated references to some themes and facts.

This is done to aid the occasional reader, to ensure that in their focus they are aware of the larger issues and priorities that inform the plan as a whole.

This plan also considers the expanding influence of new technologies on how the transportation system functions. In addition to relatively mundane advances that allow for more efficient or accurate transportation management, such as vehicle tracking, automated passenger counts, pedestrian and bicycle user counts done with remote cameras, transit scheduling and real-time location applications (and many more), we now have or will soon have access to transportation technologies that only a few years ago seemed like science fiction. As some of these innovations become active components of the transportation system, policymakers will face the competing interests of the tried and true versus the new and unpredictable. As we have adapted to the swift evolution of information and communications technology in recent years, what today are reliable standards for transportation infrastructure may evaporate as new and perhaps now unforeseen replacements take hold.¹

¹ Some readers may recall the speed with which audio recordings on compact discs (CDs) swept aside audio cassettes and vinyl records in the early 1980s, the dawn of digital music. Now the shift in dominant technologies promises new kinds of cars, trains and eventually commercial aircraft. This is further discussed in Chapter 5.

Metropolitan Planning Organization (MPO)

An MPO is a regional transportation policy-making organization composed of representatives from local government and transportation implementers. MPO's ensure that existing and future expenditures for transportation projects and programs are based on a comprehensive, cooperative, and continuing (3C) planning process at a regional level. Federal funding for transportation projects and programs are channeled through this planning process. The McLean County Regional Planning Commission (MCRPC) is the designated MPO for the Bloomington-Normal urbanized area. Current members include the City of Bloomington, Town of Normal, McLean County, Connect Transit and the Airport Authority, along with IDOT, the Federal Highway Administration, and the Federal Transit Administration.

There is one notable departure from the standard format of a long range transportation plan in this document. Usually these plans examine two to three potential scenarios for the future of the transportation system and its components. As MCRPC has done in the past, and as is common practice, these scenarios can be differentiated by assuming different rates of cost change over the period of the plan. For example, the 2012 LRTP for the Bloomington-Normal metropolitan planning area presented two scenarios, differing in the rates of inflation and project cost change, at 4% and 5%.

In this plan, the participating agencies chose to construct the most reasonable scenario possible based on what we know in the present moment. In addition to the general assumptions presented in Chapter 4 of this report, each of the jurisdictions defined its best determination of future conditions and needs. In keeping with the plan's first goal, maintaining the transportation system as sustainably as possible, each jurisdiction designed its roster of planned future projects

towards that end. Each participant also defined its own hypothesis regarding inflation and cost changes over time, although generally the participants arrived at a rate of 3% for this purpose.

The reasonable scenario is our best estimate of the likely conditions over the next five years and beyond, and more cautiously over the following 22 years to reach the 2045 plan horizon. It is based on the accumulated expertise and experience of all the MPO planning partners, including engineers and planners from the City of Bloomington, the Town of Normal, McLean County, IDOT District 5 and MCRPC, and of staff at Connect Transit, SHOW BUS and the Central Illinois Regional Airport. It further relies on the guidance of IDOT's Office of Planning and Programming, and the Illinois Division of the Federal Highway Administration.

The New Normal...and Bloomington

Following a series of unsettling national and world events in the early decades of the 21st century, "the new normal" became common jargon for volatility in economic and social conditions and institutions, such as the 2008-2010 global recession. In the aftermath of that multi-layered economic collapse, and its local effect on the housing market, Bloomington, Normal and McLean County all moved towards a consistent but constricted approach to public investment in transportation. In the persistent economic uncertainty that followed, concerns for basic fiscal stability and specifically the stability of government financial standing and its consequences were voiced by elected officials, community groups, business and residents alike. Combined with the accelerating budget crisis in Illinois and its profound effect on municipal and

county funding and economic prospects, caution became the watchword in policy and investment.

Additional challenges arose in a notable and persistent decline in new development activity in the community, to some extent a product of the recession and disruption of the housing market nationwide, but also a consequence of substantial local workforce reductions by the area's largest employer, and the complete cessation of operations at another major employer.

Amidst these events, the local governments recognized that the development policies of the late 20th century could no longer support a truly sustainable community, in both fiscal and environmental terms. This realization became a central focus of the 2014 Bloomington comprehensive plan, *Bring It On, Bloomington!*, and the 2017 Normal comprehensive plan, expected to go to the Normal Planning Commission and the Town Council by the end of 2017.

As the City and Town confront different challenges and circumstances, their comprehensive planning work has been distinctive in many respects, but have produced common concerns and initiatives. Both have recalibrated expectations for future land use and development areas. The plans overturn decades of formal and de facto development policy that enabled the widespread sprawl development that accompanied the growth in population that began in the 1970s and persisted until the 2008 recession and beyond. This change in development philosophy is the product of the growing awareness of the long-term costs associated with non-contiguous low-density residential development as practiced for 35 years. While the community enjoyed its frequent ranking as the fastest-growing Downstate urban area, the long-term impact of development policy was lost in the economic boom atmosphere.

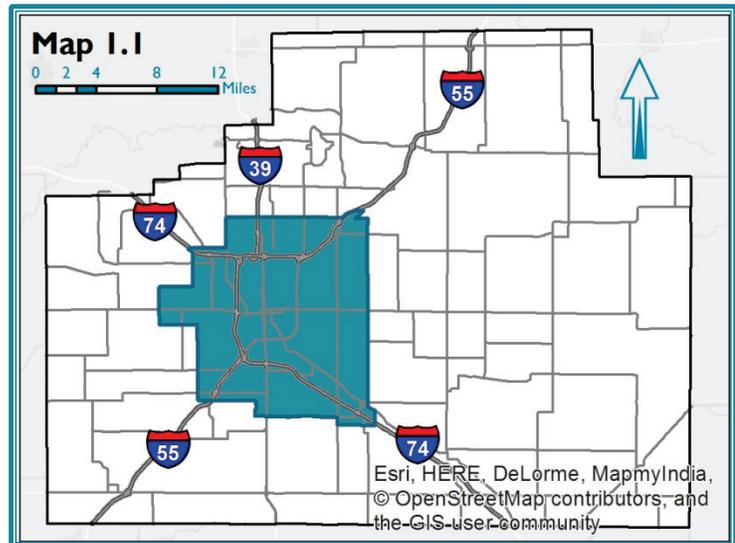
Disadvantages of this development approach emerged during the recession and the slow recovery that followed. As the mid-decade work began on updates to the Bloomington and Normal comprehensive plans, statistical analysis of the fiscal impact of infrastructure for outlying or slow-developing residential areas crystalized the issues for many policymakers and residents, and led to renewed attention to sustainable development for all types of land use. This produced a new schematic of priority tiers for development, emphasizing infill and expansion first in areas with municipal services and in some instances transportation access. Both the municipal plans have adopted the priority tiers, with initial focus on infill development, and with future priorities evaluated according to contiguous areas already served by all or some municipal services. (See **Appendices A and B** for more discussion of these concepts.)

Advocacy for Transportation Action

This plan follows the requirements for metropolitan transportation plans, but also includes a new area of emphasis: advocacy on behalf of the urban area in support of all types of transportation, as a specific obligation of MCRPC and participating local governments and agencies. This applies to efforts to find secure and sustained funding for preservation of all elements of the transportation system, and in support of providing the community with the maximum level of mobility and access possible. This aspiration rests on the foundation of both municipal plans, which emphasize compact development and the preservation of the current municipal boundaries.

In the last decade, Bloomington-Normal transportation has benefited from the advocacy of the One Voice effort sponsored by the Economic Development Council. Within the broad cross-section of community projects introduced to our Federal legislative delegation, transportation needs have been well represented. Support for Uptown Station, high-speed rail, improvements for Connect Transit, completion of the Hamilton Road corridor in south Bloomington, opportunities for transit, walking, bicycling and CIRA, and the county-spanning Route 66 Historic Bike Trail have all been promoted through One Voice, and have received funding support as a result. Every transportation user in the community has benefited from these efforts.

Substantial new challenges to the transportation system require even more direct and targeted advocacy, for the County overall but specifically for the primary population center represented by the metropolitan planning area outlined in **Map I.1**. As discussed below, we now face policy and funding uncertainties at both the Federal and State levels. Once reliable streams of funding are challenged not only by budget issues, but also by shifts in policy that fundamentally alter assumptions about the sustainability of the local and regional transportation network. The discussion on transportation at the national level is now dominated by a drive for privatization of facilities and funding, paired with proposals that restrictions should be put on longstanding sources of Federal funding, such as the Highway Trust Fund.²



Taken together, these initiatives pose a real threat to local efforts to maintain and enhance the transportation system, and to ensure that it is responsive to changes anticipated over the next decade and beyond. All of these possible outcomes are outside local control. Responsibly confronting the challenges implicit in the changed transportation climate requires that this community address transportation needs with flexibility, creativity and the readiness to craft resources from new sources and methods. We must be prepared to move outside the typical channels of transportation funding and planning. We must also adopt and adhere to policies which remove barriers from sustainable transportation development when needed, and vital maintenance when new development is not needed.

² The Highway Trust Fund was established in 1956 as the primary Federal funding source for highway construction, including the nascent Interstate system, and later expanded to fund mass transit. The HTF is financed by federal fuel taxes. Due to shortfalls in the Fund in recent years, supplemental funding from general revenue has been required. Changes in driving behavior and the rise of alternative fuel vehicles contribute to the Highway Trust Fund's unsustainability. Congress has yet to formulate a sustainable alternative funding model.

Declining Federal Transportation Funding

Over the past 20 years funding grants from various U.S. Department of Transportation programs have aided the local governments in completing locally and regionally important projects. Although the 2009 American Recovery and Reinvestment Act (ARRA) included notable levels of funding for transportation infrastructure and a framework for quick action to boost employment as well as infrastructure repair, ARRA provided a relatively narrow window for use of these funds, and a requirement that eligible projects be “shovel-ready.” Consequently, local and State governments applied the ARRA funds to less complex projects for which less advance preparation was needed; this provided a level of infrastructure improvement, but not the degree of economic development intended.

Since ARRA, long-standing Federal transportation programs that once were stable funding sources, have changed in both procedural and funding characteristics. For example, the Surface Transportation Program (STP) has provided significant funding for large scale projects throughout Bloomington-Normal and beyond over the last 20 years. The urban funding component (STU) has been used for:

- Multiple phases of Hamilton Road engineering and construction;
- A joint project of McLean County and Bloomington on White Oak Road and its intersection with Martin Luther King Jr. Drive;
- Transportation elements of the Uptown Normal redevelopment project;
- Bridge rehabilitation on Vernon Avenue, and
- The corridor study phase for the potential East Side Highway.

STU funding has also contributed to a number of smaller projects. Rural STP (STR) funding has been used for several McLean County projects partially contained in the metropolitan planning area (MPA) as well as for projects located entirely outside the MPA. IDOT has used the State share of STP (STS) to fund projects on the Interstate system surrounding our urbanized area, as well as elsewhere in McLean County. These allocations are reflected in our annual Transportation Improvement Program updates.

Until recently the STP-U program operated as a formula grant based on population, in which a set sum was allocated annually to a given geographical area (such as the MCRPC metropolitan planning area [See Map I.1]) to fund work on certain types of streets and highways. The program is now being configured as a block grant rather than a formula program, with as yet untested consequences. As the annual allocation was not sufficient to fund large-scale projects, the participating governments had incentives to cooperate in applying local funds to projects, in some cases joint projects of some or all of the participants. When formula funds become competitive grants, incentives for cooperation are sometimes set aside in favor of a competitive edge. The impact of these changes on the local transportation process will be carefully monitored.

Planning for Climate Change

Despite years of dispute and subsequent failures to plan for the transportation impacts arising from global climate change, recognition of the accelerating shifts in climate conditions has widened and deepened, as shown by the near-universal adoption of the Paris Accord, created within the United Nations Framework Convention on Climate Change. U.S. policy on climate change generally, and the Agreement specifically, is in a period of uncertainty³, in light of the U.S. decision to withdraw from the agreement.⁴ Following this policy change, local and State governments are joining multinational partnerships of governments at multiple levels, private scientific and economic organizations, global organizations such as the United Nations and the World Health Organization, and citizens.

Multiple events during the development of this plan in 2017 have illuminated the necessity of considering climate change impact in local and regional priorities and decision-making.⁵ Although Central Illinois is not likely to be directly affected by wildfires and hurricanes, we can and have experienced drought, intensified weather events such as extreme rainfall and tornados, flooding and extended heatwaves. Whether local or across the country, the scale of damage to lives and property and the enormous cost of these events is now a national issue. As previously seen with Hurricane Katrina, and in 2017 with massive hurricanes that struck Texas, Florida and U.S. territories in the eastern Caribbean, and widespread fires and flooding across the western United States, disaster does not recognize State boundaries. Moreover, the increasing volatility of climate conditions reduces our ability to reliably forecast the scope of impacts.⁶ We stand at the beginning of a new era, full of uncertainty and pressures we cannot yet accurately predict.

³ On June 1, 2017 the Trump Administration announced that the United States would withdraw from the Paris Accord, and on June 12, 2017 it was announced that the U.S. would not join a G7 pact to reaffirm the commitments made through the Accord. Suggestions that the U.S. might recommit to the Accord following a renegotiation of the terms have been rejected by European and Asian participants. In September 2017 there were suggestions from Administration figures that this position was being reassessed.

⁴ Article 28 of the Paris Agreement allows any party to notice its withdrawal three years from the date on which the Agreement entered into force for that party. The earliest date on which the U.S. can formally provide notice of its withdrawal would be November 4, 2019. If pursued, withdrawal would become effective no sooner than one year later, one day after the 2020 U.S. general election.

⁵ As of November 2017, the United States was the only country to oppose the Paris Accord, following Syria's announcement that it would join the climate agreement.

⁶ In October 2017 the Category 3 Hurricane Ophelia became the easternmost hurricane formed in the North Atlantic, attaining maximum strength south of the Azores at 34.8N 26.6W with sustained 115 mph winds. As an extratropical cyclone, Ophelia was 220 miles south-west of County Cork (49.2N 13.3W, latitude equivalent to Gander International Airport, NL), with sustained hurricane force winds. Ophelia's wind field brought Saharan particulates into London, and caused multiple deaths and significant damage across Ireland and the United Kingdom, with an early damage estimate for the Republic of Ireland of €1 billion. (*Irish Sun*, 10/17/2017).

Chapter 2: A Regional Framework

For many years the McLean County Regional Planning Commission has produced a Long Range Transportation Plan (LRTP), a guide to thinking past the present day and realizing the transportation system our future neighbors will need and want.⁷ The planning process involves stakeholders such as local government, service agencies, and public and private transportation providers. The public is consulted, through residents, institutions and enterprises for whom the transportation system is essential to their interests. The plan considers transportation for Bloomington-Normal and McLean County adjacent to the growing urbanized area and beyond. This is the core planning document for transportation in the region, and the foundation upon which shorter-term plans and program decisions are made.

Regional Focus

MCRPC is a metropolitan planning organization (MPO), a type of regional agency established by the Federal government in 1967. (See also pg. 2) Across the nation hundreds of MPOs serve urban areas with populations over 50,000 people. In McLean County, the MCRPC transportation planning process includes the three large local governments, McLean County, the City of Bloomington and the Town of Normal. Connect Transit, the Central Illinois Regional Airport and the Illinois Department of Transportation (IDOT) also participate in the process. Federal Highway Administration staff also participate in an advisory capacity. The program is carried out by MCRPC staff with informational support from staff at the three governments.

As noted in Figure 2.1, and in the context of a pending revision of the MCRPC MPO agreement and bylaws, the transportation committees have considered including Illinois State University as a member of the Technical Committee. Pursuant to recent guidance for larger MPOs, the committees have also reviewed the need for Connect Transit to be added as a member of the Transportation Policy Committee. MCRPC is advised that neither of these actions is required, and is reviewing the potential consequences of these revisions.

Illinois State University (ISU) is a substantial presence in the community, with nearly 21,000 students enrolled for the Fall 2017 semester. The University community of students, faculty and staff are substantial contributors to transportation demand in Bloomington-Normal. Cooperation with the University in all aspects of planning is vital for ISU and Bloomington-Normal. As outlined in the 2017 Normal

Figure 2.1 MPO Planning Participants

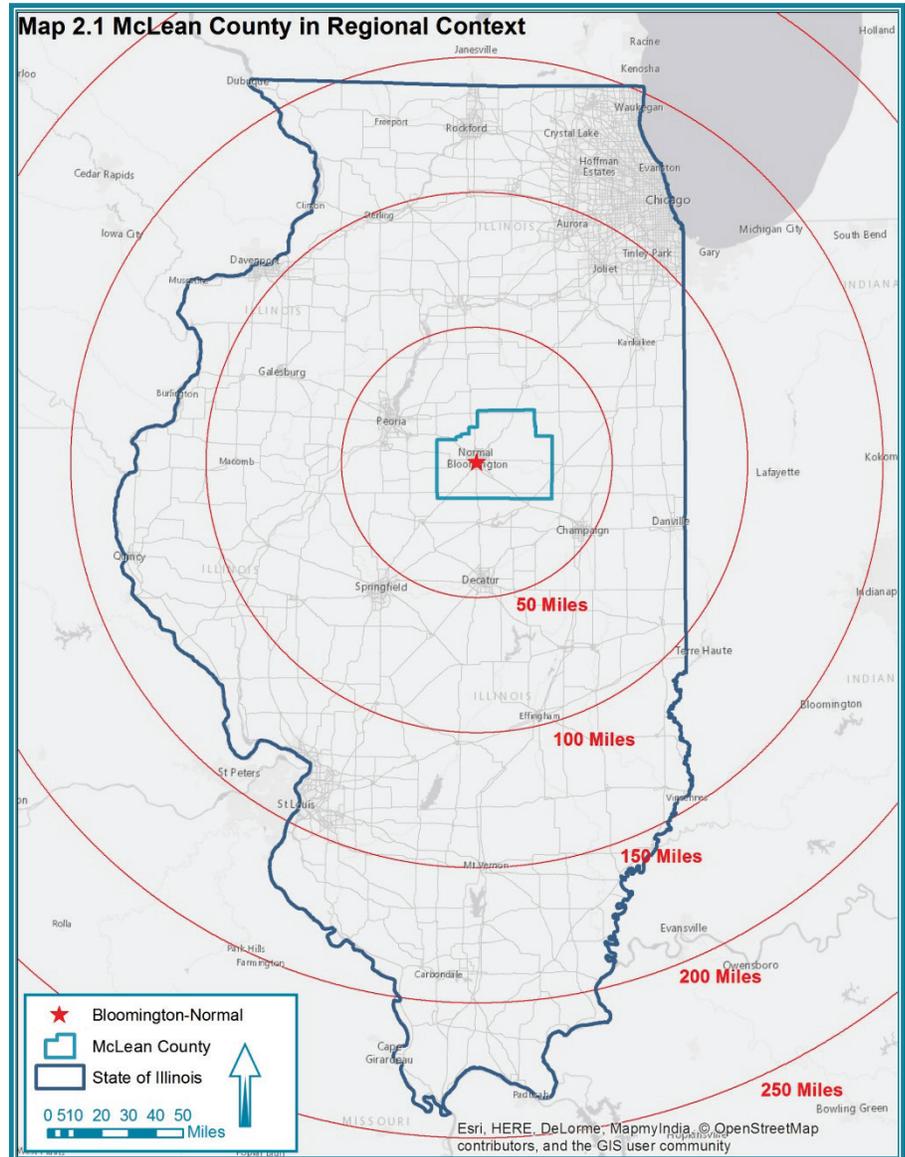
City of Bloomington
McLean County
Town of Normal
Connect Transit
Central Illinois Regional Airport
McLean County RPC
Illinois Department of Transportation,
District 5
*Federal Highway Administration
(Proposed-Illinois State University)
*Advisory

⁷ Previous updates are available for review at the MCRPC website, www.mcplan.org.

Comprehensive Plan, an initiative to expand and improve cooperation on Town & Gown issues is underway. Whatever the Transportation Policy Committee may determine with respect to ISU participation in the MPO, the transportation planning process will continue to coordinate with the University on all aspects of its transportation needs and resources.

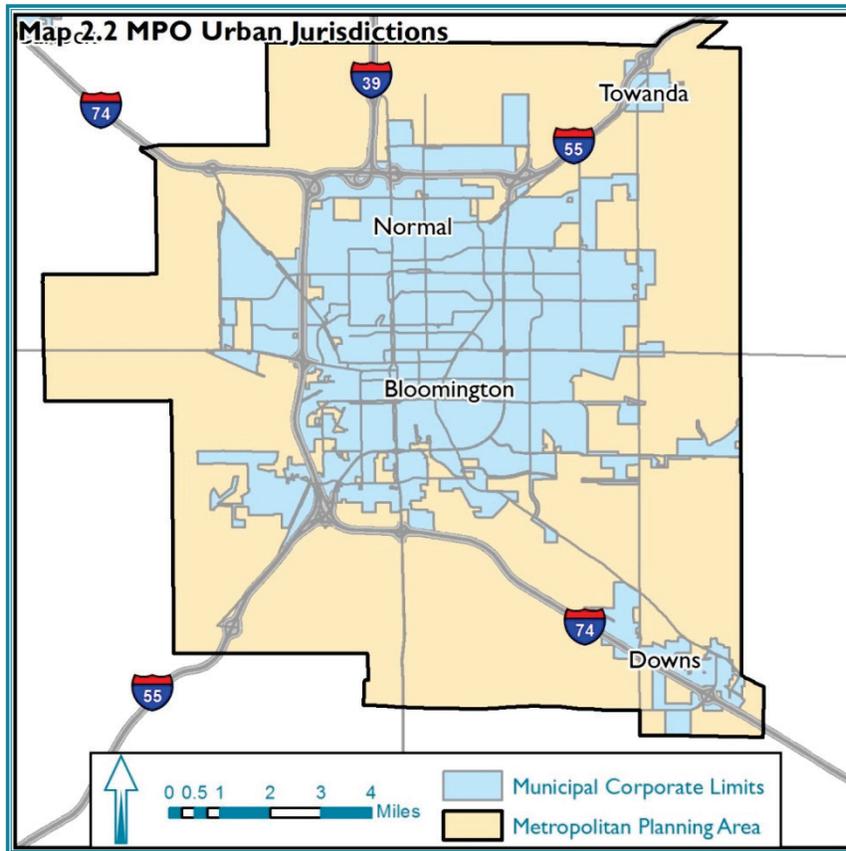
The MPO is located at an advantageous position for regional and national transportation. McLean County and Bloomington-Normal sit at a confluence of three Interstate highways in Central Illinois. Within the region, the urban area is located within an hour's drive of Peoria, Champaign-Urbana, Decatur and Springfield. **Map 2.1** shows the County's relationship to the Midwestern region for which Illinois is the transportation center.

As shown on **Map 2.2** (next page), Interstate Highways 55, 39 and 74 traverse or terminate in the Bloomington-Normal urban area. Along with Amtrak rail service from Uptown Station in Normal, and the Central Illinois Regional Airport in Bloomington, the metropolitan area is very well connected to regional and national transportation networks.



The urban area also sits near the center of a group of MPOs in Central Illinois, representing Peoria, Champaign-Urbana, Danville, Decatur and Springfield. (See Map 2.1) Along with the Quad Cities and Galesburg, this triangle of metropolitan areas is accessible from a large portion of Central Illinois. For Bloomington and Normal, the easy access to these nearby population centers results in a wider pool of consumers for goods and services, as well as a deeper well of potential workforce participants. The local governments conduct their own transportation programs, using Federal and State funds when available, and local tax revenue. As projects are decided upon every year through each local process, the projects and the decisions and

priorities that guided them are brought to the forum of the Transportation Technical Committee for discussion, coordination and ultimately inclusion in the annual Transportation Improvement Program that establishes project priority and funding through its adoption by the Transportation Policy Committee.



The Transportation Improvement Program (TIP) is updated annually, and includes projects expected to be carried out over the five fiscal years following its adoption. Each project identified in the TIP is required to detail the funding secured to implement it, and the sources of that funding. In the jargon of the U.S. Department of Transportation (USDOT), such a project is deemed *fiscally constrained*. Technically the TIP must include all projects which rely on Federal funding sources to be completed, but for many years MCRPC has included projects that are funded only by local

revenue. In addition to providing a more comprehensive view of the nature of transportation funding in our region, this practice highlights the degree to which our transportation network is maintained and improved using local revenue sources.

Local revenue is the primary funding source supporting and upgrading our transportation network. Figure 2.2 illustrates the funding participation of the three levels of government as estimated across the last twelve TIP reports, which includes the fiscal years 2007 through 2022. Local funding has been critical to the projects identified over this period, usually contributing as much as the Federal funding programs.⁸ The Federal funding percentages shown also include the use of such funds by the IDOT, usually for projects on the Interstate Highway system.

⁸ The largest outliers to this pattern are the TIP updates beginning in fiscal years 2010 and 2011; these TIP reports included the substantial Federal TIGER grant funding awarded to the Town of Normal for Uptown Station.

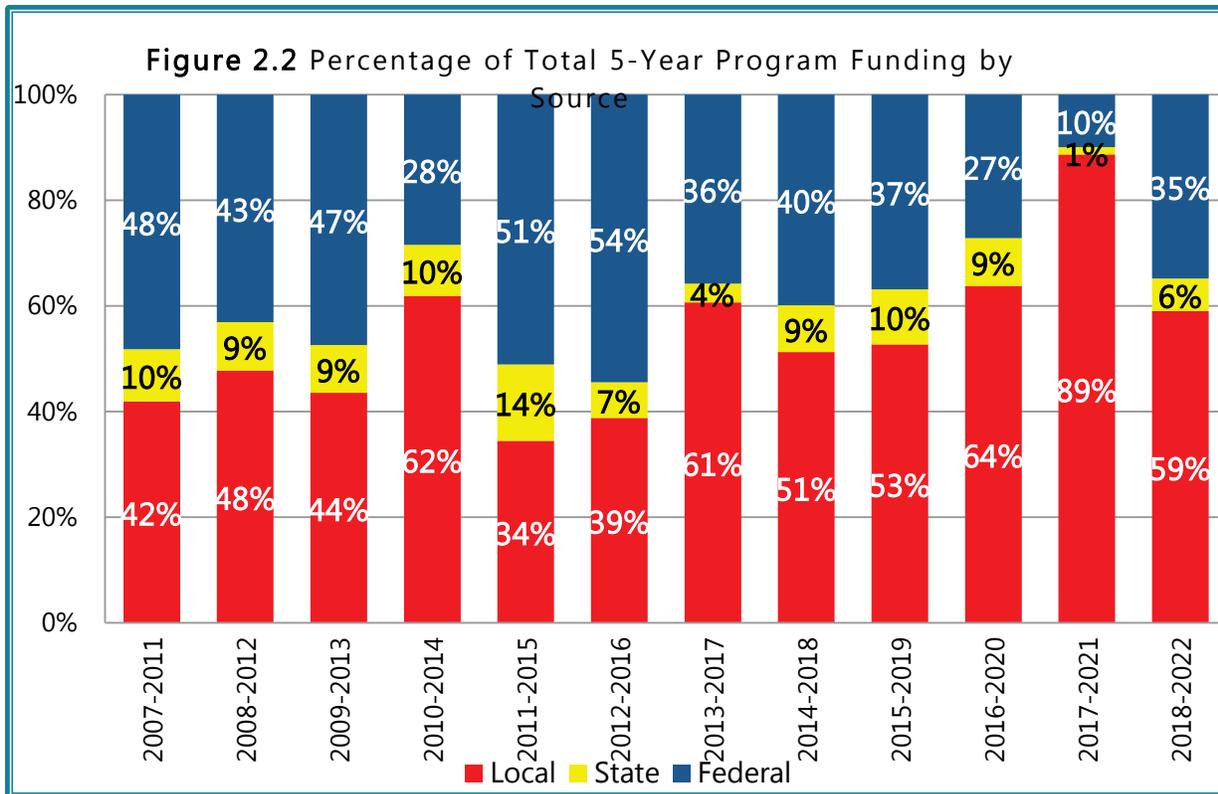


Figure 2.2 focuses on the distribution of fund sourcing relating to highways and roads, trails and some capital investments, such as Uptown Station. Despite the variability of the distribution, local funds are consistently a substantial portion of total funding in each five-year program. Exceptions, such as the 2011 – 2015 and 2012 through 2016 TIPs, correspond with program periods included unusually high Federal participation in the Uptown Station project.

The funding profile is somewhat different for public transit funding for both urban and rural systems. Public transit providers such as Connect Transit and SHOW BUS receive Federal support through formula grants under sections of 49 U.S.C., but also receive support from the IDOT Downstate Operating Assistance Program (DOAP). DOAP funds and IDOT’s Consolidated Vehicle Purchase Program for public and non-profit providers provide significant support for these agencies.

The Partnership and Participant Characteristics

The McLean County Regional Planning Commission, functioning as the Metropolitan Planning Organization, brings together representatives of McLean County, the City of Bloomington and the Town of Normal to consider transportation issues, establish policy and program priorities and determine the transportation projects to be carried out in the community. These determinations include the street and highway network, urban and rural public transportation, pedestrian and bicycle facilities, air transportation for passengers and freight, and rail transportation for passengers and freight. Maps 2.3 through 2.6 below illustrate these systems.

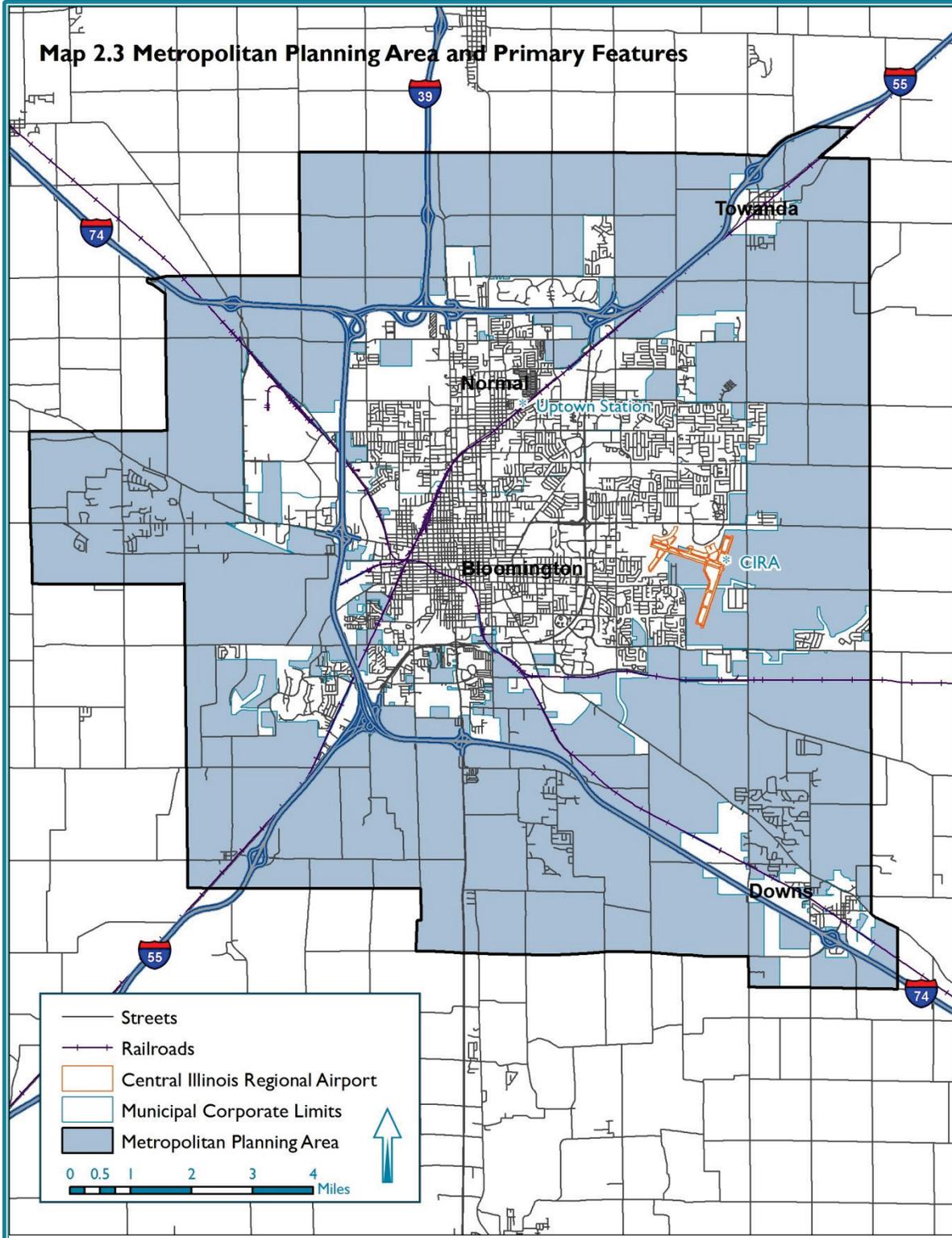
The Long Range Transportation Plan (sometimes referred to as the Metropolitan Transportation Plan) takes note of current conditions and concerns, and turns greater focus on the vision and priorities advanced by an extensive public outreach process. The plan considers priorities for future transportation system opportunities within the framework of funding, including that which is likely to be available, as well as projects for which funding is not expected to be forthcoming within the time period covered by the plan. The current plan has the horizon year of 2045, producing a long planning period of 28 years. More detailed information for the local governments regarding transportation infrastructure and management can be found in the Bloomington and Normal comprehensive plans, linked through the MCRPC website, www.mcplan.org, or through the local government websites directly. Short-term project information is included in the annually-revised Transportation Improvement Program, also available at the MCRPC website.

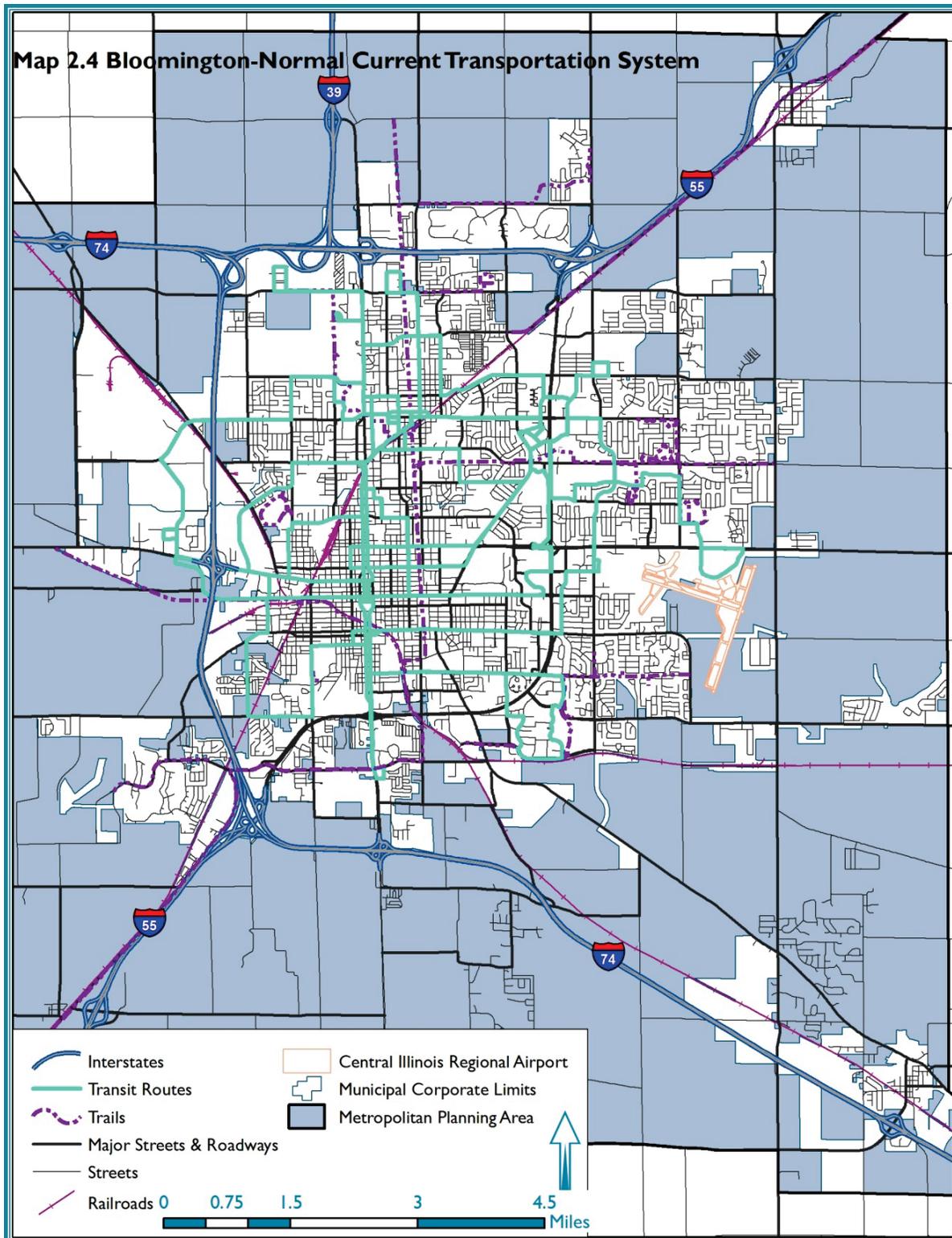
As applied to McLean County and the Bloomington-Normal urbanized area, primary issues include maintaining the transportation system, promoting system connectivity within and between various types of transportation, and securing stable and sustainable funding for needed work on the system. These issues are related to other regional concerns, such as housing, sprawl development and its impacts, preservation of agricultural land and environmental impacts. The transportation planning process and outcomes are also a component of the regional economic development initiative BN Advantage.

Map 2.3 (*next page*) shows primary elements of the transportation system. The most prominent in terms of investment and daily use is the Interstate Highway network. As annual updates of the Transportation Improvement Program demonstrate, IDOT carries out an ongoing management and maintenance process for the Interstate facilities, accounting for a substantial portion of the state's investment of Federal transportation funding in McLean County and the Bloomington-Normal urbanized area. Some Interstate projects are relatively simple, such as sign or guardrail replacements. Others are multi-million-dollar projects involving significant changes to the highway and requiring traffic disruption or land closures, sometimes over an extended period of time. Map 2.3 also shows primary passenger and freight rail lines and pinpoints Uptown Station, which serves as the Amtrak passenger station and serves transit and intercity buses. The Central Illinois Regional Airport (CIRA) is also highlighted.

The more localized **Map 2.4** (*p. 13*) adds public transit service and trail facilities to the picture.

Map 2.3 Metropolitan Planning Area and Primary Features



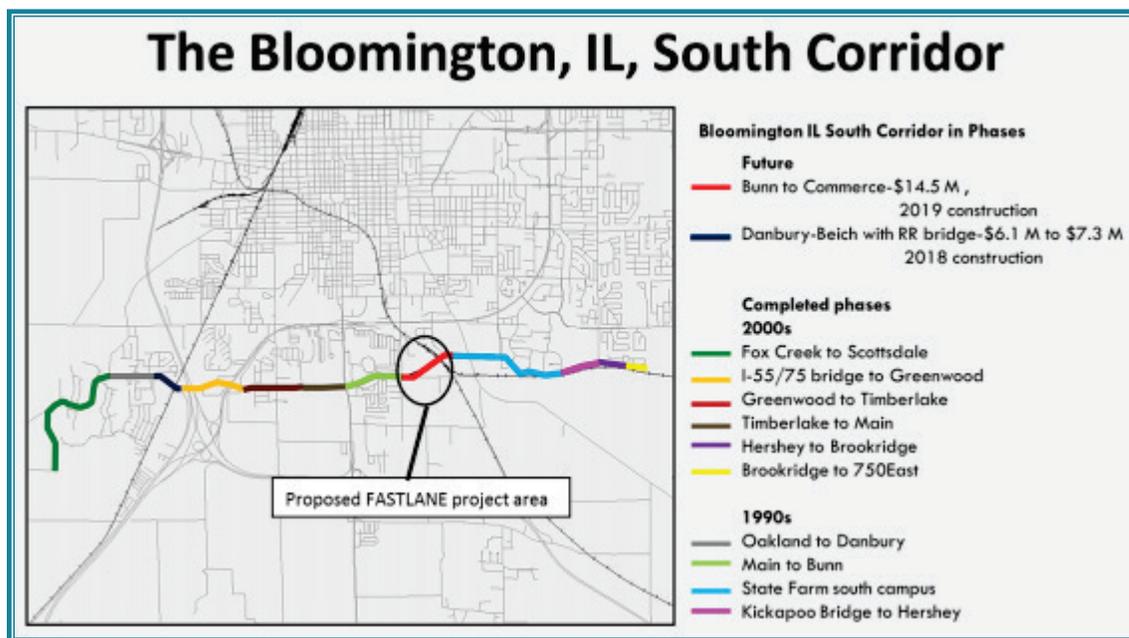


Map 2.4 shows greater detail in the urbanized area and includes trail locations and transit routes as of late 2017. Areas where specific transportation network elements are not currently providing service will be discussed in Chapter 3.

City of Bloomington

Bloomington has an extensive street system, centered on the streets in the Downtown core area, laid out when the City was founded in the 1830's. In recent years the City has developed and in some cases adopted a series of master plans addressing the preservation of the City's streets generally, the historic brick streets, sidewalks and bicycles. Bloomington contains 323 miles of City maintained streets, 25 miles of alleys, 25 miles of Constitution Trail and 423 miles of sidewalks of which 15 miles are rated below 5. There are approximately 60 miles of highways and Interstates within or adjacent to the City.

In recent years City public works staff have emphasized that there are two critical cost issues in infrastructure management: first, the initial cost of construction/installation and continuing maintenance and second, upgrade cost for the life of the facility. The development of the master plans is one path to addressing this reality and preparing for the associated costs. In addition, the City has sought grant funding for projects of varying scope. This includes the 2016 application for FASTLANE⁹ funding, which the City continues to pursue. As seen in the illustration below, the project would complete a long-sought arterial corridor across the southern edge of Bloomington, connecting the far southwest portion of the City to the eastern edge and the main State Farm corporate campus.



Bloomington has joined with Normal and other partners in pursuing a plan for the Main Street corridor to implement the recommendations of the completed feasibility study. The City continues to address street infrastructure issues arising from the impact of other infrastructure system repair and rebuilding.

⁹ The acronym FASTLANE stands for Fostering Advancements in Shipping and Transportation for the Long-Term Achievement of National Efficiencies, a grant program under the FAST Act reauthorization.

Town of Normal

The Town of Normal manages 425 lane-miles of streets, and also maintains approximately 15 miles of Constitution Trail, 8 miles of on-street bicycle infrastructure and over 220 miles of sidewalks. The Town's multimodal and intermodal transportation facility at Uptown Station (*below right*) brings together Amtrak passenger rail, Connect Transit public transit service and inter-city bus carriers. Public transit and private cabs also provide connections to the Central Illinois Regional Airport in Bloomington.

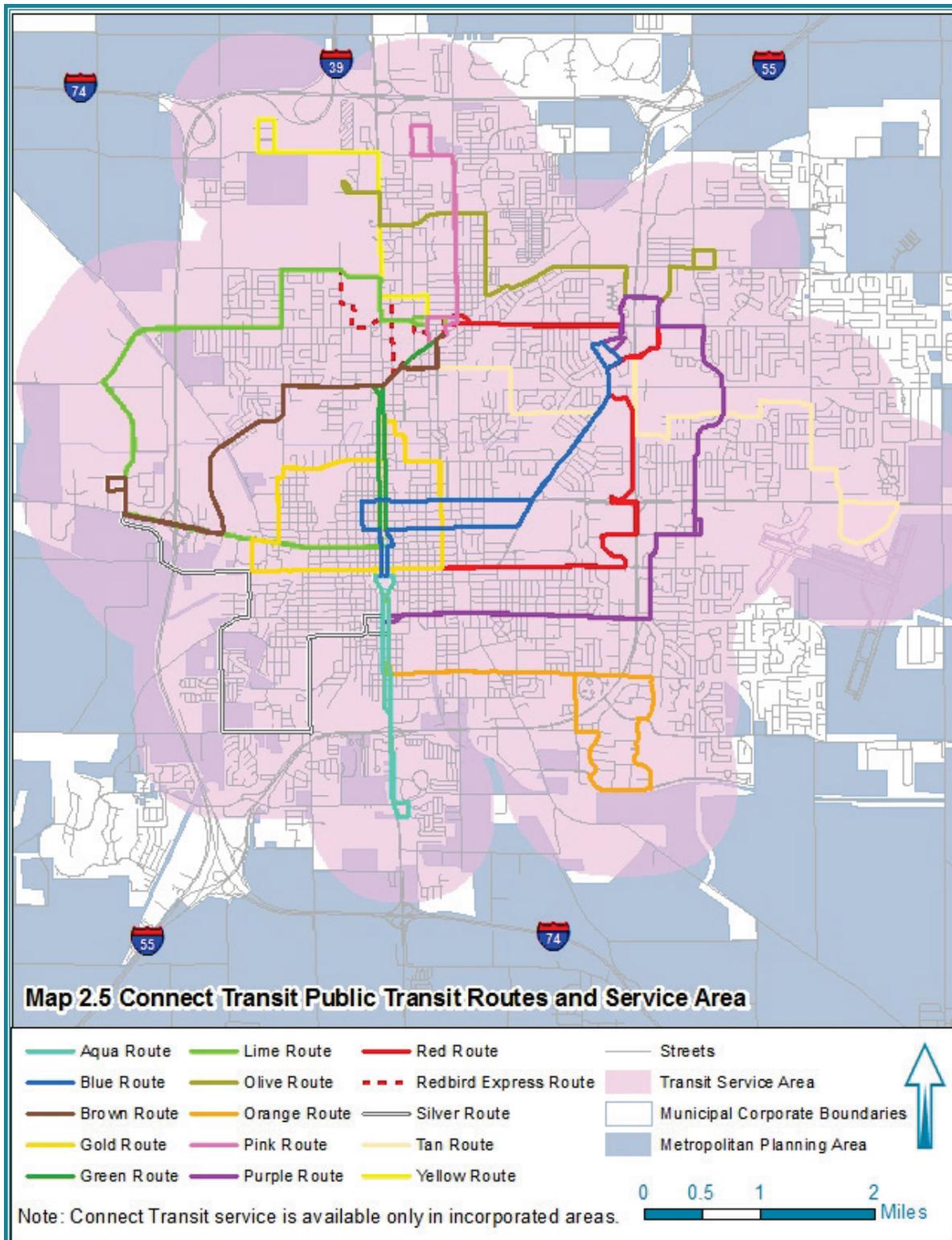


1-Uptown Station (right) at the center of a multimodal network

Normal has included funded projects for concrete street rehabilitation and street resurfacing in the current Transportation Improvement Program. The Town also engages in ongoing improvements to sidewalks, including ADA compliance, and enhances safety through the installation of traffic signals at intersections where warranted. In addition, the following Capital Improvement Projects are documented in the TIP and/or the Town's budget:

Uptown Underpass - The Town is pursuing a potential underpass to provide grade-separated access for Amtrak passengers and the general public crossing the Union Pacific railroad tracks, in the plaza between Uptown Station and the Children's Discovery Museum. This underpass is intended to provide safe passage between Uptown Circle and the next major redevelopment area to the south, Uptown 2.0.

Sustainable modes of transportation - The Town continues to implement the Bicycle and Pedestrian Master Plan adopted in 2009. Ongoing capital investments include resurfacing the Constitution Trail, building additional trail connections within the Town, adding on-street bicycle improvements and extending the Historic Route 66 Bicycle Trail. The Town has recently adopted a Complete Streets Policy.



Note that the transit service area only extends to the corporate limits of Bloomington and Normal; the pink service area represents the potential extent of paratransit service under the current route system in an instance in which service could be extended beyond the municipal corporate limits.

Illinois Department of Transportation

MCRPC, the City of Bloomington, Town of Normal and the McLean County Highway Department maintain a close working relationship with various departments within the Illinois Department of Transportation (IDOT). IDOT is the gatekeeper for much of the federal funding that the MPO participants seek, and MPO members understand this vital connection.

IDOT District 5 carries out state-funded work in McLean County and the urbanized area, including state and federal highways within Bloomington-Normal. These include Veterans Parkway, Main Street, and components of Illinois Route 9 and U.S. 150 within the urban area. In rural McLean County, IDOT is responsible for management of state and U.S. highways as well as the Interstate system.

With respect to local and regional public transit service, Connect Transit and SHOW BUS, respectively the urban and rural public transit providers, the transit agencies and MCRPC with the IDOT Office of Intermodal Project Implementation (OIPI). This office coordinates oversight and funding for public and non-profit transportation grant recipients, and facilitates contacts with the Federal Transit Administration.

IDOT District 5 and Office of Planning and Programming staff participate in the MCRPC transportation planning process. As do the local government participants, District 5 holds two seats on the Technical Committee, and one on the Policy Committee.

Connect Transit & SHOW BUS

Connect Transit provides public transit service for Normal and Bloomington. In recent years Connect ridership has dramatically increased following a re-branding initiative, new marketing strategies, and a complete overhaul of the route system (see Map 2.5, *facing page*). Connect has also begun to participate in local planning initiatives, and supports transit-oriented development as the path to serving the community most effectively. Fortunately, this view is well-supported by the municipal comprehensive plans.

Connect Transit's challenges include the continuing need to upgrade its vehicle fleet. Current local funding levels cannot cover the cost of fleet upgrades and overall operations, and the State of Illinois has proven to be an inconsistent source of funding. Connect also continues to adjust its new route structure, and to move forward with a series of planned improvements to bus stop locations throughout the community.

SHOW BUS is the provider of rural public transportation service for McLean County and, under intergovernmental agreements, in Kankakee, Iroquois, Livingston, Ford, DeWitt and Macon counties. With the exception of Kankakee, DeWitt and Macon counties, rural transit service is provided under agreements between McLean County and the smaller counties, with oversight and grant management provided by the McLean County Highway Department.

Like Connect Transit, SHOW BUS has seen both rapid expansion of demand and simultaneous instability in formula and grant funding in recent years, occasionally nearing a point that would

require service suspension in some or all of the service area. Throughout this period SHOW BUS has taken extraordinary measures to maintain its services and even to expand the service area. In addition, SHOW BUS provides contract services for agencies not able to maintain their own transportation programs.

Both Connect Transit and SHOW BUS have considered organization changes to become transit districts. These would be complex processes, and if begun, would require considerable coordination and education for all the affected communities and service providers.

McLean County

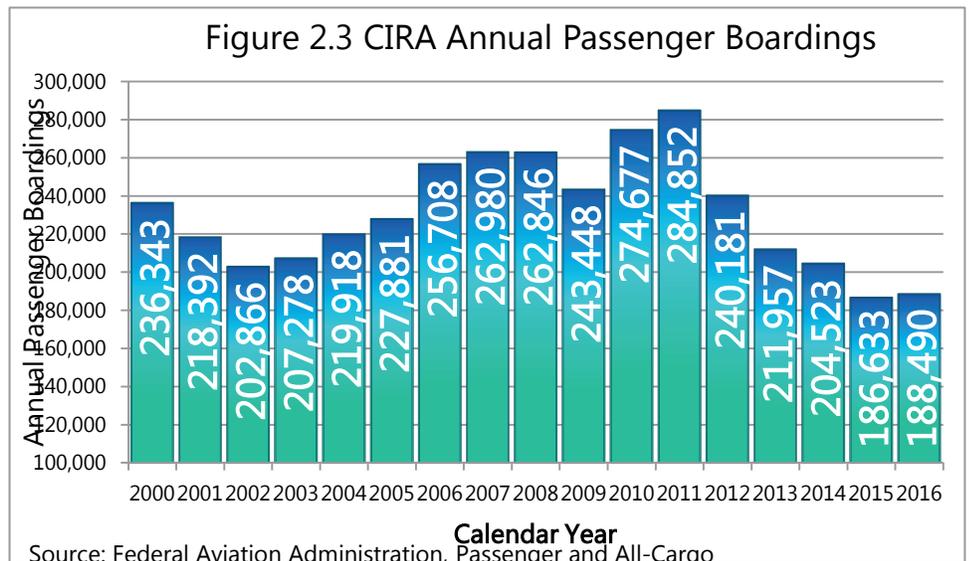
The McLean County Highway Department manages and maintains the County’s extensive network of County Highways, bridges and other facilities in the largest county by geographic area in the state, and applies regulations on the use of the transportation system established by the County Board.

Among recent highlights for the County was the 2017 completion of the final study regarding the proposed East Side Highway. The resulting Environmental Assessment (EA) is under review by the Federal Highway Administration. Given the scale of this project and the uncertainty of the future federal funding, there is no expectation that the highway would be built during this plan horizon period. In the meantime, MCRPC will monitor traffic levels and patterns as called for in the EA Monitoring Plan. If both Bloomington and Normal fully employ the smart growth development principles expressed in their land use plans, the highway may never be needed.

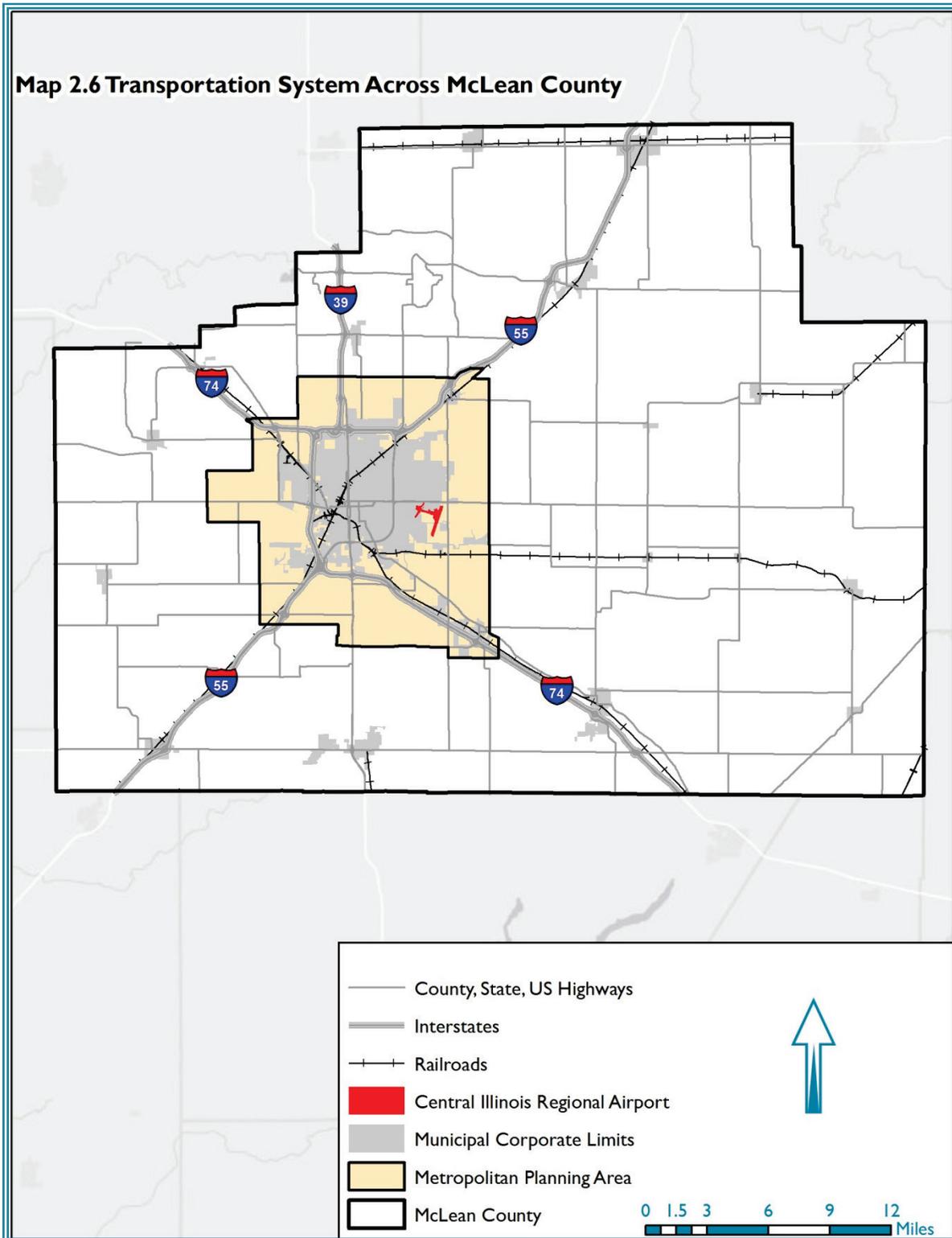
Central Illinois Regional Airport

In recent years CIRA has added an increasingly robust air freight capacity to its operations, with the arrival of a FedEx hub. Questions about the impact of this include the volume of air traffic generated by the FedEx flights, the associated ground operations within the airport, and the volume of surface truck traffic generated.

These are among the data elements that are called for in the LRTP goals and strategies.



As a passenger gateway, CIRA has reflected larger industry concerns. The airport's passenger statistics are slated for review in the context of the BN Advantage economic development initiative.



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The Long View

The Long Range Transportation Plan takes note of current conditions and concerns, and turns greater focus on the vision and priorities advanced by an extensive public outreach process. The plan considers priorities for future transportation system opportunities within the framework of funding, including that which is likely to be available, as well as projects for which funding is not expected to be forthcoming within the time period covered by the plan. The horizon year of 2045 for this LRTP, produces a long planning period of 28 years.

As applied to McLean County and the Bloomington-Normal urbanized area, primary issues include maintaining the transportation system, promoting system connectivity within and between various types of transportation, and securing stable and sustainable funding for needed work on the system. These issues are related to other regional concerns, such as housing, sprawl development and its impacts, preservation of agricultural land and environmental impacts. The transportation planning process and outcomes are also a component of the BN Advantage regional economic development initiative.

Other Levels of Government

The Long Range Transportation Plan engages not only local government, transit providers and other local agencies, but also the Illinois Department of Transportation and the U.S. Department of Transportation. For MCRPC, U.S. DOT is represented by the Springfield office of the Federal Highway Administration (FHWA), which serves as our direct contact with national FHWA staff as well as with other sections of the U.S. DOT involving transit, rail, aviation and the Office of the Secretary.

For the State of Illinois, MCRPC's primary contact is with the Illinois Department of Transportation Office of Planning and Programming in Springfield. Liaison staff from this IDOT department participate in meetings of the MCRPC transportation committees and provide guidance regarding policies, programs and funding.

The IDOT District 5 office is directly represented by two voting members on the Transportation Technical Committee and one voting member on the Policy Committee. Through that channel the District provides information on IDOT project activities within the MPO planning area and McLean County.

Figure 2.4 Non-Local Transportation Planning Players

U.S. Department of Transportation
Federal Highway Administration
Federal Transit Administration
Federal Railroad Administration
Office of the Secretary of Transportation

Illinois Department of Transportation
Office of the Secretary
Office of Planning and Programming
Office of Intermodal Project Implementation
Office of Program Development
Region 3 (Peoria), District 5 (Paris)

The Illinois Perspective

The State of Illinois is a source of funding support for transportation programs, although with one exception on a more limited basis. In addition to direct State funding, the Illinois Department of Transportation administers much of the funding allocated to projects in Normal, Bloomington and McLean County. This arrangement can produce delays in local projects, as transmission of Federal program funding by the State is managed through IDOT District offices. Normal and the rest of McLean County work with and through the McLean County Regional Planning Commission and IDOT District 5 to sequence the provision of funds to projects already approved for such allocations.

While this seems straightforward, District 5 also works with two other regional transportation organizations which, like MCRPC, are designated as metropolitan planning organizations (MPOs), covering the Champaign-Urbana and Danville urbanized areas. In scheduling the distribution of Federal project funds, District 5 considers the funds currently allocated to the three MPOs, the readiness of their pending projects and whether any one project can be fully funded from current resources. Normal and the other participants in the MPO have expressed concern that the allocation process within the District should be more open for consultation, and that District 5 itself does not receive a level of funding equivalent to that allocated to other districts.

Beyond the possible institutional changes needed at IDOT to address local concerns, the agency and the rest of State government continue to struggle with the effects of the slow recovery from the global recession and years of State fiscal crisis. While at this writing there is a State budget, there are no guarantees that this can be repeated in subsequent years. Moreover, the State continues in a deeply unsustainable pattern of fiscal management, which has caused both residents and corporations to look elsewhere. As of late 2017 Illinois still has a multi-billion dollar deficit, and no forward path to resolving the hundreds of billions in pension obligations already owed.

The National Perspective

In the last twenty years, the Federal laws that define and fund Federal transportation investment have become narrower and more competitive generally, and for municipal governments specifically. A once stable process for allocating Federal transportation dollars is increasingly fragmented, and guidance on the use of the programs available often is not available until years after program implementation.

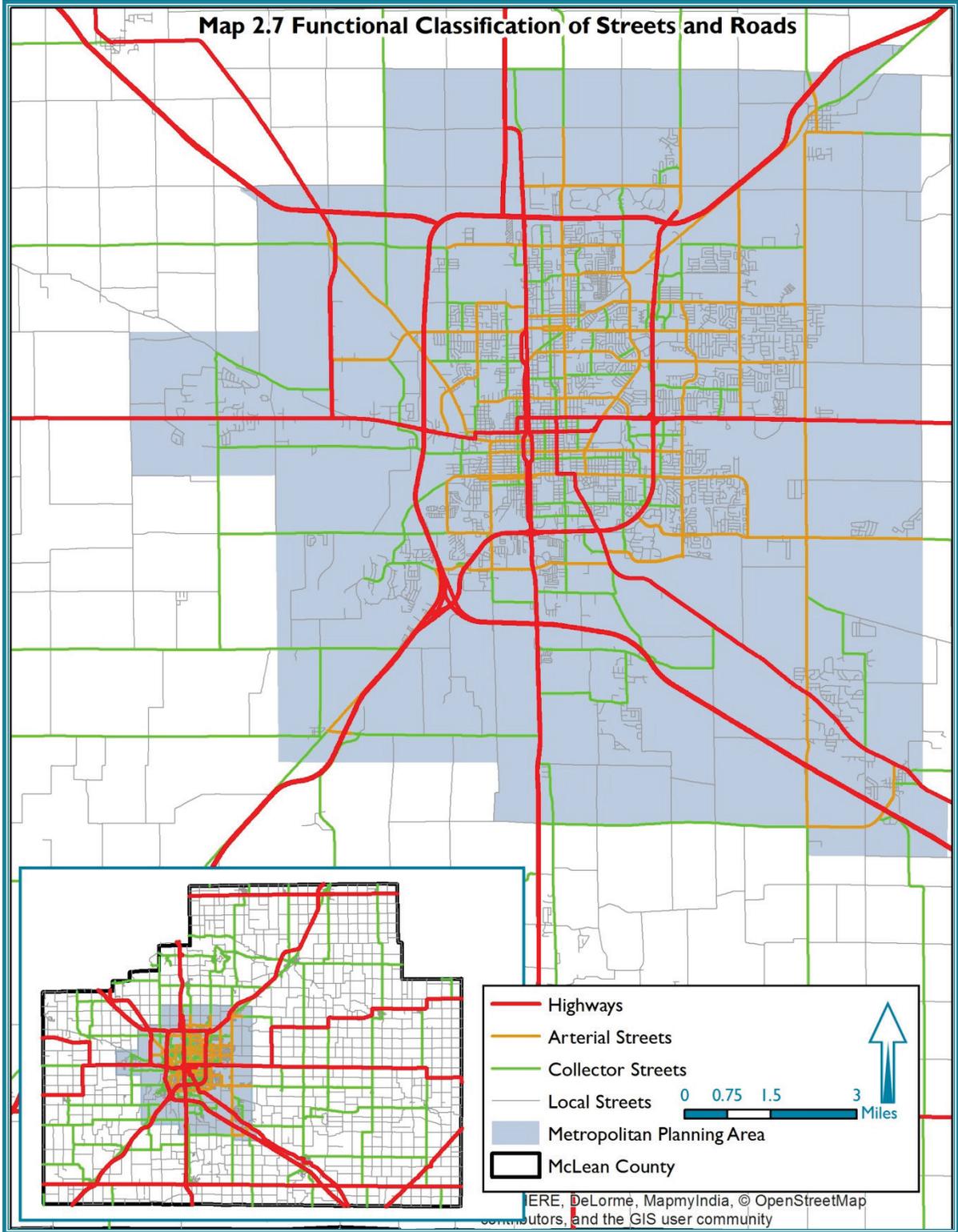
For years it has been apparent that the funding model used in Federal transportation funding is overdue for substantial overhaul. The core funding pool is the Highway Trust Fund, bankrolled by the Federal fuel tax. The tax is a flat amount of 18.4 cents per gallon and has not changed in nearly a quarter-century. Unlike Federal, State or local taxes on other consumables, such as food, the Federal fuel tax is not indexed to prices: revenue generated by the tax is fixed no matter what the price of gas is at the time of purchase. With the known reduction in fuel consumption at higher prices, the rate of revenue generation falls even further.

Increases in fuel efficiency and the rise of hybrid and renewable-fuel vehicles have further reduced available revenues. Although these results are a positive step in reducing fossil fuel emissions and their impact on climate change, the resulting decline in transportation funding degrades our ability to keep the transportation system functional and sustainable.

As revenues fall, the need for increased investment in transportation infrastructure increases. After a long period in which transportation spending prioritized new construction over maintenance of the existing system, the unquestionable decline in its condition became a priority for discussion, but not for action. Shortfalls in the Highway Trust Fund were met with general fund transfers at the Federal level, rather than a sustainable change in the funding model. Despite assurances that proposed infrastructure improvement programs would close the funding gap and provide system modernization, no solution that would actually satisfy the funding demand has been proposed, let alone enacted.

On a largely bipartisan basis both Congress and multiple Administrations have acknowledged the need to adequately and sustainably fund transportation of all kinds, including transit, pedestrian and bicycle facilities. However, the FAST Act, the legislative reauthorization enacted in 2015 and as currently being implemented, moves backwards on this intention, reducing support for transit operations and capital programs, as well as for bicycle and pedestrian programs. The latter includes the enhancement program that has supported the Route 66 Historic Bikeway. Proposals regarding the FAST Act also reduce access to future rounds of the TIGER program, which has been an important resource for Uptown Normal.

Once again the trend of Federal action in support of transportation infrastructure reinforces the emphasis on innovative funding that reduces the local reliance on Federal and state sources to sustain the transportation network.



Access to Federal Funding

Access to most Federal funding for projects in the urban area is restricted to streets and highways included in the functional classification system (See **Map 2.7**, opposite). This system is comprised of:

- Highways (including the Interstate system, a specialized type of arterial);
- Arterial streets (principal and minor) carrying large amount of traffic and connecting sections of the urban area;
- Collector streets moving traffic out of neighborhoods and to arterials
- Local streets serving neighborhoods

Each classification has a definition based on the volume of traffic carried, whether the primary purpose is to move traffic or provide access to places, and what portion of the overall system consists of streets of that class. Arterials and collectors are generally eligible to use Federal funding for work other than maintenance. Local streets, such as street that serve individual houses in a residential neighborhood, are the responsibility of local jurisdictions.

This system interacts with jurisdiction over streets and highways. The largest principal arterial within Bloomington-Normal is Veterans Parkway, which is under the jurisdiction of the Illinois Department of Transportation. This means that improvements to Veterans Parkway take place on IDOT's timetable and at its discretion. This is also true of Main Street in Bloomington and Normal, which as U.S. 51 is IDOT's responsibility; consequently, the City and Town cannot exercise control over how Main Street is configured or maintained. Issues that arise from this situation are addressed in Chapter 5.

As of November 27, 2017, IDOT District 5 advised MCRPC that changes in functional classification designations were proposed as a result of an IDOT National Highway System review. The Transportation Technical Committee will review the proposed changes, and the final result of the review and consultation will be incorporated in Appendix D.

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Chapter 3: Demographics and Public Outreach

The community's demographic composition and growth potential are vital for developing a reasoned estimate of future needs and capacities. This chapter explores demographic issues, and reports on the public outreach process used to determine community views on transportation priorities for future growth.

Current Demographic Characteristics and Challenges

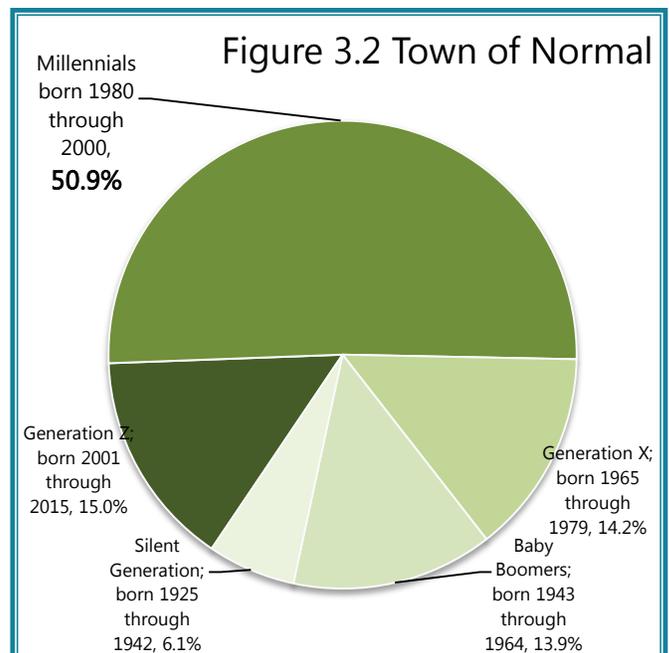
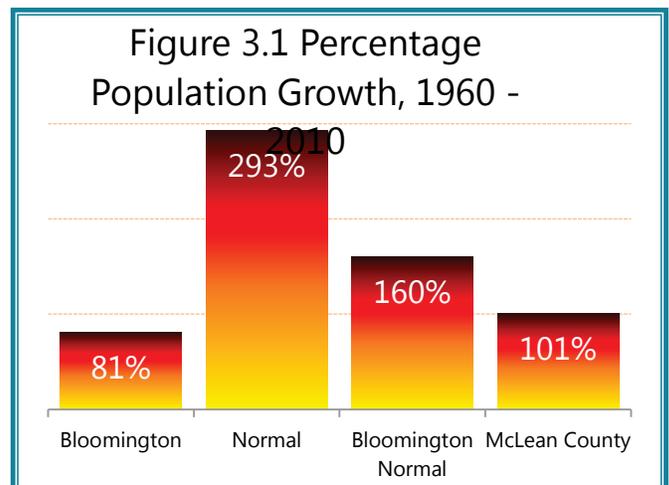
Over the past few decades the best ongoing description of the Bloomington-Normal population has been "bigger." Beginning in the 1960s and persisting into the mid-2000s, both municipalities experienced very rapid population growth, often the fastest in Downstate Illinois. Principal drivers for this growth included the employment expansion at State Farm, and the Illinois State University transition from a small teachers' college in the 1950s to a major State university in the 1970s.

These changes alone were substantial, and created follow-on effects on the community's demographic profile and economic development. Each new State Farm staff member or ISU faculty member likely brought with them spouses possibly also in the workforce, children needing schools, and everyone needing a place to live. Keeping pace with rapid growth and providing the resources and amenities to sustain it dominated development in the community for decades.

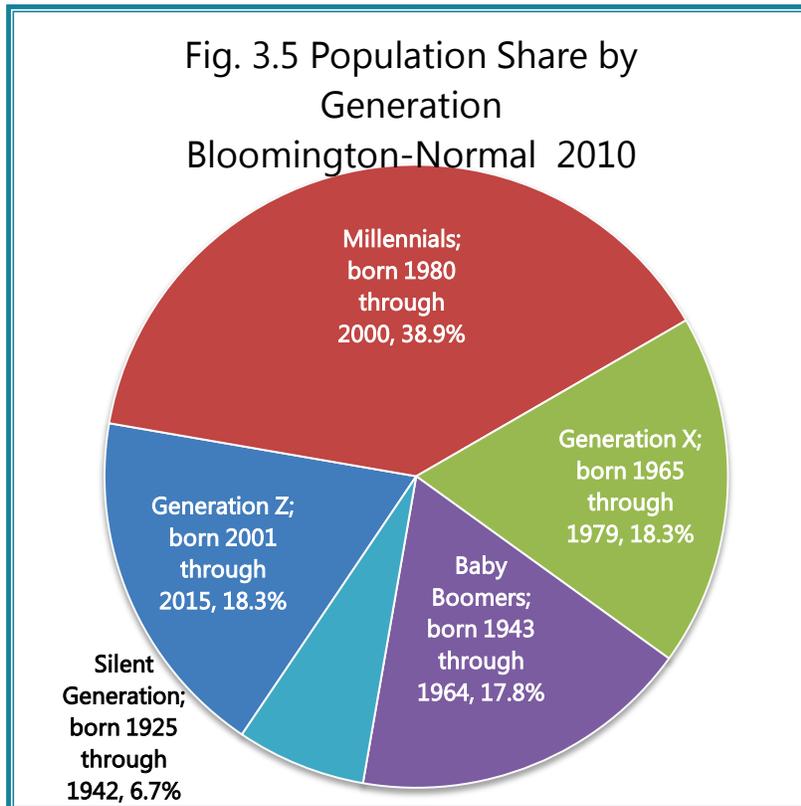
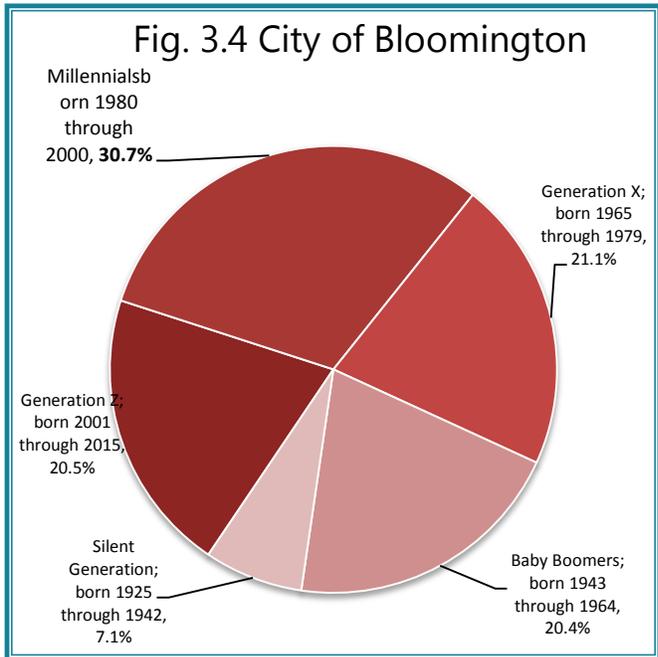
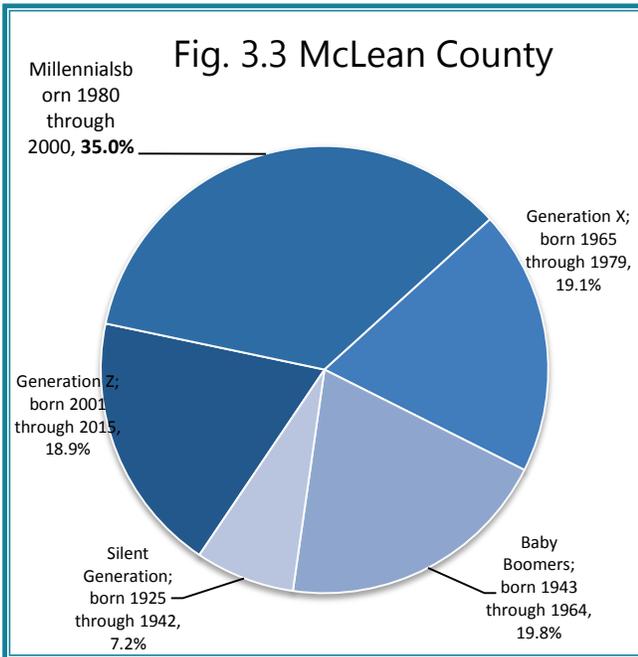
An Unusual Profile

One demographic area in which Bloomington-Normal counters typical patterns is in age distribution. This is a community in which the dominance of the Millennial generation is very real. Like the Baby Boomers before them, the 18 to 35 year olds of this newer boom generation have a substantial impact on policy and practice, as communities seek to attract and retain this generation as residents and workforce.

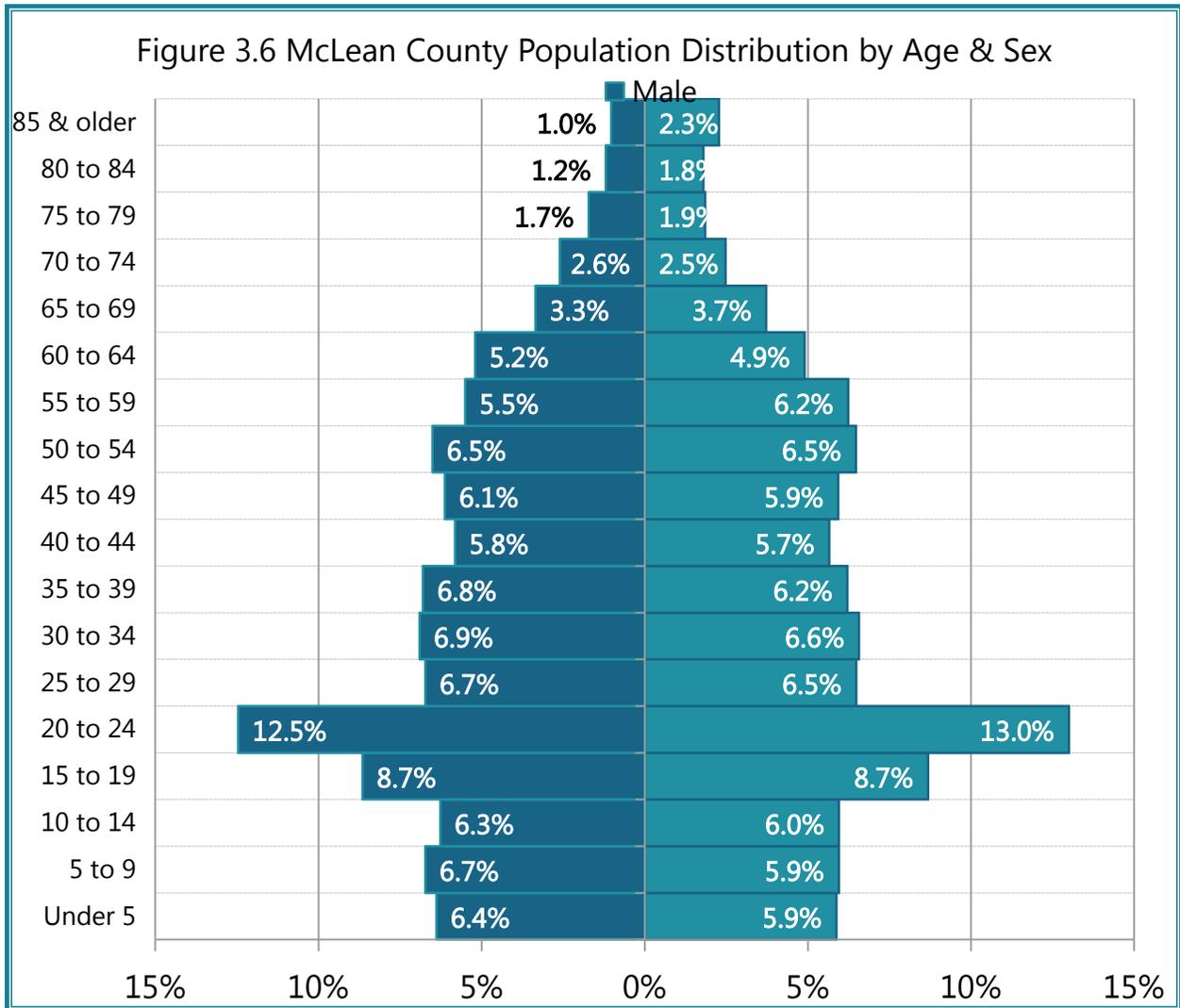
Bloomington-Normal is dominated by the millennial generation thanks to the student-age population at Illinois State University, with contributions to the group from Illinois Wesleyan University and the community colleges. As illustrated in Figure 3.2, half of the Town's



population falls within this age category. The impact on age distribution is noticeable even at the County level, despite the fact that the larger City of Bloomington is far less affected by this phenomenon.



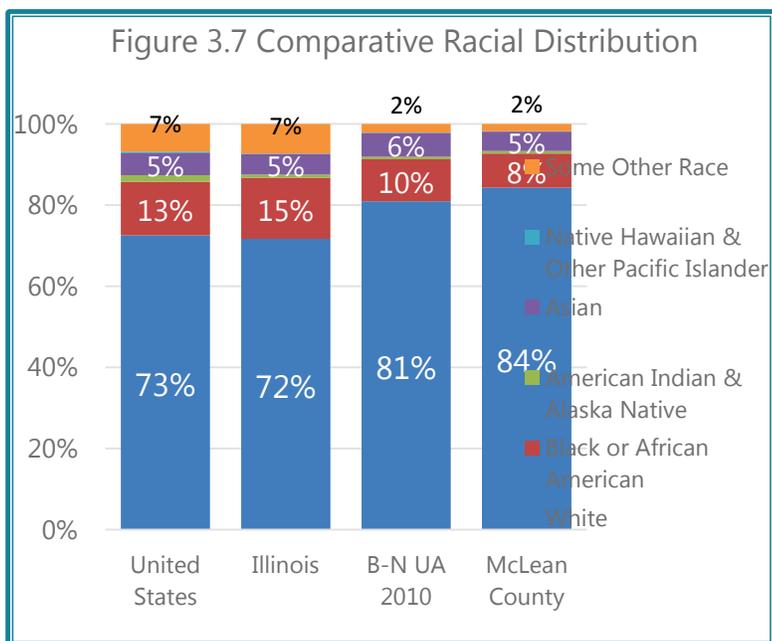
Viewing the age distribution in finer detail produces the population diagram below. Sometimes referred to as an “aircraft carrier” profile, this chart shows the 2016 ACS snapshot of age and sex distribution using the same 5-year cohorts that are input into our model for population change, discussed in more detail below. The outliers in the chart are the core of the Millennials defined above.



The implications for future population change are discussed at greater length below.

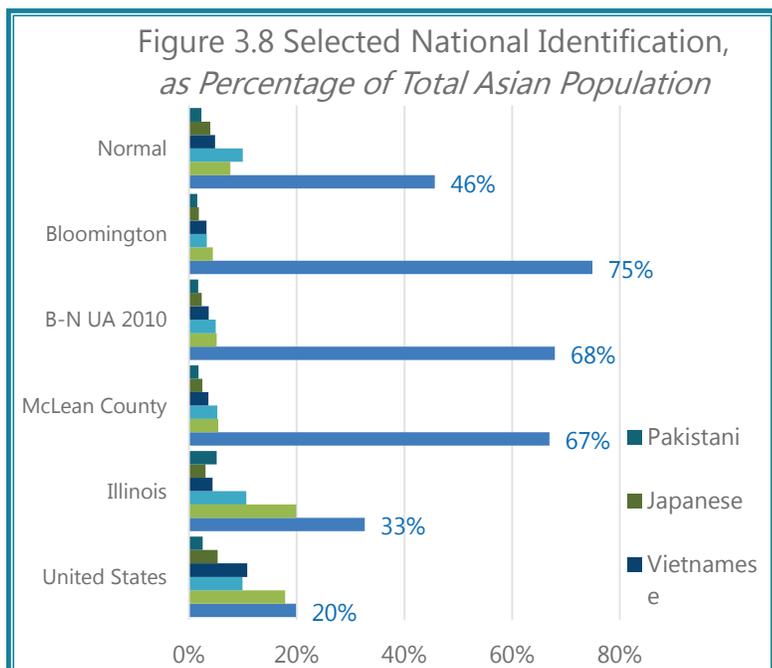
Diversity

There is a persistent view that by the benchmarks of the region, Bloomington-Normal is an unusually diverse community in terms of race and ethnic identity. However, this assumption is not supported by the data. Based on the 2010 Census results, McLean County and the Bloomington-Normal urbanized area are notably less diverse in terms of racial and ethnic identification than the state or the country. As illustrated in Figure 3.7, as of the 2010 Census both the Bloomington-Normal urbanized area and McLean County as a whole were more



homogenous by race than the state or nation. Given the imbalance in population between the urban area (83.5% of total population) and the remainder of McLean County (16.5% of 2010 population), the urban statistics have a strong impact on the racial and ethnic distribution overall.

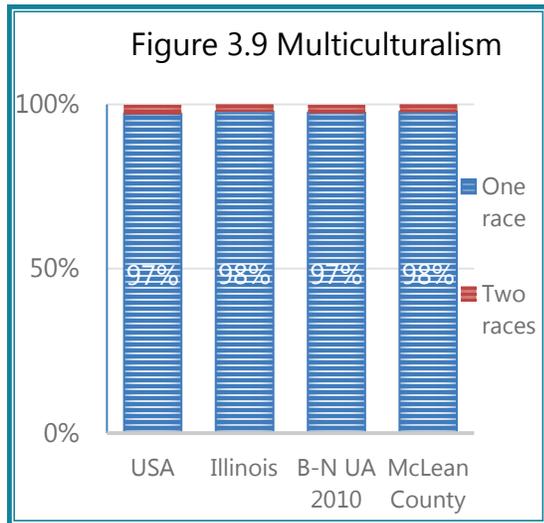
These results are not unexpected in the context of Central Illinois, and the nature of the regional economy. The presence of State Farm Insurance and the departure of Mitsubishi Motors are the most recent in a series of indicators that document the persistent drift away from manufacturing and other industrial pursuits and towards people working in offices and in retail. The universities and colleges, and the two healthcare conglomerates provide a slight diversity in occupational type if not in race or ethnicity.



There is one ethnic group that occupies a larger section of the area population than might be anticipated, those identifying as Asian. In the urbanized area, 6% of the population is Asian, a higher proportion than found at the state and national levels. As shown in Figure 3.8, the total population of Asian residents is dominated by people identifying themselves as South Asian, originating predominantly from India, with a

small percentage of the total from Pakistan.¹⁰ The remaining Asian residents identify national origins in Southeast Asia, East Asia, Japan and the Philippines. There will be further discussion of these ethno-national groups in the next section of this chapter.

The 2011-2015 American Community Survey Demographic and Housing Estimates indicates that 4.8% of adults aged 18 or older are not identified as citizens eligible to vote in the United States.



Another Census measurement indicates to what degree Americans report claims to multiple races and/or ethnicities, a phenomenon which we will refer to as multiculturalism. This statistic is determined by the number of racial or ethnic groups identified in Census responses. The overwhelming majority of American, residents of Illinois, and County and urban area residents identify only one race or ethnicity. Most of the remaining responses cite two identifications and a handful more than that. The increased visibility of multicultural households, families and individuals, such as former President Obama, is not yet reflected in Census estimates.

Expectations for Population Change

Population projections and estimates guide decisions about needs a community is likely to face in the future and to some extent when these needs might emerge. A solid sense of these expectations provides a base for other planning and development needs and expectations, such as housing, schools, municipal and regional infrastructure and projecting trends in economic growth and change. Developing these forecasts relies on population data, demographic analysis, an understanding of the local context, and establishing a foundational base of assumptions about how the world works, to help constrain the many variables that emerge from the history of a place, and from data collected from a multitude of sources.

Figure 3.10
American Community Survey
U.S. Census Bureau

Caution is in order when using information from the American Community Survey. The ACS is based on sampling data, in which a sample count is taken annually, and each year's results for a given place are aggregated across available years, and then extrapolated to produce estimated results. Each additional year aggregated improves the accuracy of the estimates, but although ACS data can be more recent than the Decennial Census, it is always less precise as of the time of the survey.

¹⁰ The Census 2010 data on ethnicity or race does not directly indicate length of residence (or citizenship status) of people identifying with a specific ethnicity or national origin.

To manage the numerous variables that may influence the outcome of the population projection process, standard models are used to narrow the field of variables considered and define appropriate sources of data. One such model is the cohort-component model (or method). This approach begins with data regarding total population distinguished by gender and age. Age is considered by 5-years cohorts; as any given cohort of persons is aged through the model, it projects their likely population impact through the use of historical data regarding fertility, mortality and migration in and out of the area of interest. For example, population change resulting from births is determined for each cohort of women reaching adulthood as understood by the experience of previous cohorts, using information regarding birth and death generally available through government health agencies.

The other factor is migration, the rate at which people are moving into or out of the area of interest. Perhaps the most dramatic recent example of migration impact is the population decrease in New Orleans following Hurricane Katrina, and the answering population increase in other cities in the region as people dispossessed by the storm and underserved by the recovery found new homes elsewhere. Migration data is produced by the U.S. Census Bureau, and additional data on migration impacts can be extrapolated from some economic and workforce data captured by other Federal agencies. Cohort models generally use migration information that can be assigned by age cohort and gender, providing additional axes along which to model population behavior.

This type of forecasting usually begins with the most formal source of population data, the Constitutionally-mandated Decennial Census conducted by the Census Bureau. Although the timespan between these Census counts is well-suited to its Constitutional task of allocating Congressional seats, it is less useful in looking at trends in community characteristics and population behavior. This is particularly true as Congress in 2010 limited the questions asked in the universally distributed Decennial Census¹¹. Supplementing these detailed but infrequent surveys is the American Community Survey (see box, previous page), which supplanted the long form version of the Decennial Census. The ACS conducts survey samples, at varying intervals based on the size of places surveyed; larger places are surveyed more often¹². Because of its limitations, information derived or extrapolated from ACS data should be treated cautiously. The Census Bureau acknowledges this concern, and prominently notes that errors of magnitude for ACS results are sometimes unacceptably large for robust analytical purposes.

Local Details

While using the standard cohort component method, the data available from the Census Bureau and County Health Department data regarding fertility and mortality, in the course of preparing population estimates and projections for the Bloomington and Normal comprehensive plans, and County-wide analogs for the metropolitan transportation plan, MCRPC used some additional methods to better reflect local population historical trends and anticipated growth. Some adaptations were made in accordance with the mid-2010s economic events in the community that affected out-migration. As work on the Bloomington

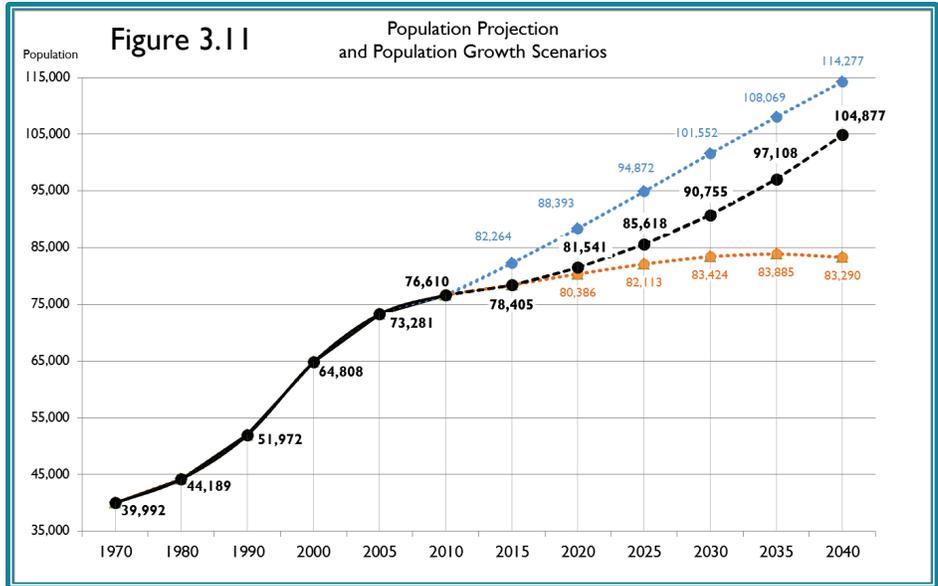
¹¹ Congress has final authority over the scope of the Decennial Census.

¹² U.S. Census Bureau, "A Compass for Understanding and Using American Community Survey Data: What State and Local Governments Need to Know", U.S. Government Printing Office, Washington, DC, 2009, pg. 2.

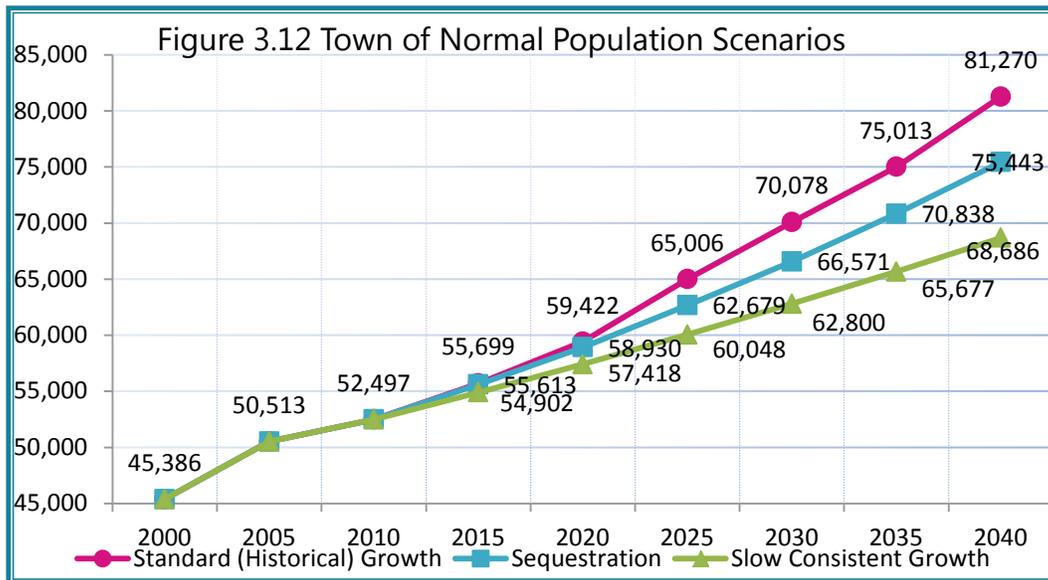
comprehensive plan continued, the Bring It On, Bloomington Steering Committee found the result too optimistic, and requested revisions reflecting City's economic conditions in the aftermath of the recession and State Farm personnel transfers.

This revision produced an extremely slow

growth estimate, one which actually produced a slight population decline at the end of the projection period. In the context of the conditions in 2013, when real economic recovery seemed far off, this grim result for the City was regarded as the cautious approach.



For the Town of Normal, the typical methodology was modified to reduce the possible distortion of the projections arising from the presence of the 20,000 students at Illinois State University, a significant group of a fixed size not expected to remain in the Town, and thus not relevant to future cohort behavior. The first step in modeling this impact was deriving a reasonable estimate of the percentage of the student population arriving on campus from locations in McLean County or Central Illinois, who might be more likely to view Bloomington-Normal as a place to settle rather than one to leave following graduation. The outcome of this approach was beyond the slow consistent growth approach, but well short of the historical growth pattern.



Contemporaneous with the work on the comprehensive plans, MCRPC and other regional agencies were engaged in an economic development study, ultimately branded as BN Advantage. The study reported that the likely rate of growth in Bloomington-Normal from 2015 through 2030 would be on the close order of 0.95% per year, based in part on the analysis of data received from a commercial provider. To support the regional initiative behind BN Advantage, the growth estimate on which its findings were based was applied to the municipal comprehensive plans and, in the interest of consistency, to the metropolitan transportation plan as well. However, in each case the standard population model was carried out, and extended to the actual horizon of each plan. This process produced several potential scenarios, discussed in greater detail below.

What Happened to Growth in Bloomington-Normal?

Despite having a growth pattern established by BN Advantage, the process for each plan sought to incorporate not only examination of historical indicators, but also recent and current events expected to have at least a short term impact on population growth in the community. Some events were expected to affect the entire community, while others were anticipated to create more limited effects. As noted above, for each project attempts were made to account for anomalous outcomes attributable to governmental, institutional or corporate acts.

Because the population projection process usually begins with historical analysis, and as noted above, the results can easily be skewed by anomalous events that pull the estimates away from the otherwise dominant trend. In Bloomington-Normal, we have entered a period of time in which the historical trend itself is anomalous. After a period of rapid growth in both City and Town, beginning in the 1960s and continuing through the mid-2000s special Census counts performed for both, circumstances arose that choked off a fifty-year pattern of growth and development.

As previously noted, but discussed here in more detail, the first and most obvious impact came from the “Great Recession” that overtook the U.S. in late 2007 and expanded into the worldwide economy in 2008¹³, in the largest global economic crisis since the Great Depression of the 1930s. The impact of the recession was exacerbated by very slow recovery, despite legislative measures to jumpstart the economy and address concerns about the financial and housing industries.

In Bloomington-Normal, the slow recovery met a local economic crisis in the decision by State Farm Insurance to distribute a substantial portion of its local employment to regional offices in the south and west. There was also a reduction in the number of contract workers at local State Farm centers. During this period the already wounded local economy confronted several challenges:

¹³ *US Business Cycle Expansions and Contractions*, U.S. National Bureau of Economic Research, reported on at “NBER Makes It Official: Recession Started in December 2007,” Wall Street Journal, December 1, 2008; see also Farmer, Roger E.A., 2012. “The stock market crash of 2008 caused the Great Recession: Theory and evidence,” *Journal of Economic Dynamics and Control*, Elsevier, vol. 36(5), pages 693-707, and Jagannathan, Ravi, Mudit Kapoor and Ernst Schaumburg. 2013. Causes of the Great Recession of 2007-9: The Financial Crisis Was the Symptom Not the Disease!. *Journal of Financial Intermediation*. 22(1): 4-29.

- Residential foreclosures trended upward;
- The global wealth collapse restricted lending for new development, whether sourced domestically or from financial institutions outside the U.S.;
- Reorganization and personnel reassignment at State Farm put additional residential properties on the local market,
- Housing starts in the community slowed substantially, and;
- Unemployment increased, although not to the degree experienced in other Central Illinois communities

The recession pushed the Illinois State government into a budget standoff regarding its long-term debt issues. As of 2010 the State had a deficit of at least \$12 billion, nearly half of the overall budget¹⁴. The budget crisis left municipalities, counties, transportation agencies and others operating without payment of State obligations likely to be delayed or defaulted. In some cases, payment delay or cancellation resulted in the closure of non-profit agencies contracted to the State for essential services in transportation and other services to underserved people. Public transit agencies found themselves on the verge of closure, or seeking credit from private sources in the hope of keeping their vehicles on the road and their riders served.

These conditions persisted, and already risk-averse public agencies limited expenditures to essentials, cut staff and explored extensive restructuring to shift services to private management. After nearly two years of stalemate, a fiscal 2018 budget was passed. However, at passage the package of tax increases and other measures left Illinois with a \$6.2 billion annual deficit, nearly \$15 billion in outstanding debt, and \$130 billion in unfunded liabilities for the State pension program¹⁵. Cuts have already been made with respect to education and social service programs, many with transportation obligations, and further trimming seems unavoidable as the State continues to look for ways to lessen its debt burden.

Future Population Scenarios

Under the shifting conditions in the post-recession era, the assumptions of the comprehensive plans had to adjust with the times. The investment made in the BN Advantage economic study population projection provided a common reference for the local governments, a reference acknowledging that the community now faces a more challenging situation than it did ten years ago. Moreover, this challenge is largely the result of external events over which local government and institutions had no control, or to a lesser extent, local economic circumstances driven by private sector decisions.

The BN Advantage report provided population projections from 2015 through 2030. MCRPC used the growth assumptions implicit in the projections to extrapolate the Census 2010 population data to 2045, and to develop specific scenarios for the municipalities jointly, and for the rural portion of McLean County. Figure 3.12 illustrates more specific outcomes from the

¹⁴ Michael Powell, "Illinois Stops Paying Its Bills, but Can't Stop Digging Hole" New York Times, July 3, 2010.

¹⁵ John O'Connor and Sophia Tareen, "Illinois House Approves State Budget, Ends Historic Impasse," Associated Press at U.S. News & World Report, July 6, 2017, at <https://www.usnews.com/news/best-states/illinois/articles/2017-07-06/illinois-house-set-to-vote-on-overriding-budget-vetoes>.

four population scenarios. Some scenarios, such as the very slow growth outlook, result in generally low but not uniform rates of growth, while the full plan implementation scenario is relatively consistent across the various subsets of County and urban area population change. It should be noted that the slight imbalance between Bloomington and Normal in three of the four scenarios is an artifact of the very constrained growth assumptions employed in the 2014 Bloomington Comprehensive Plan.

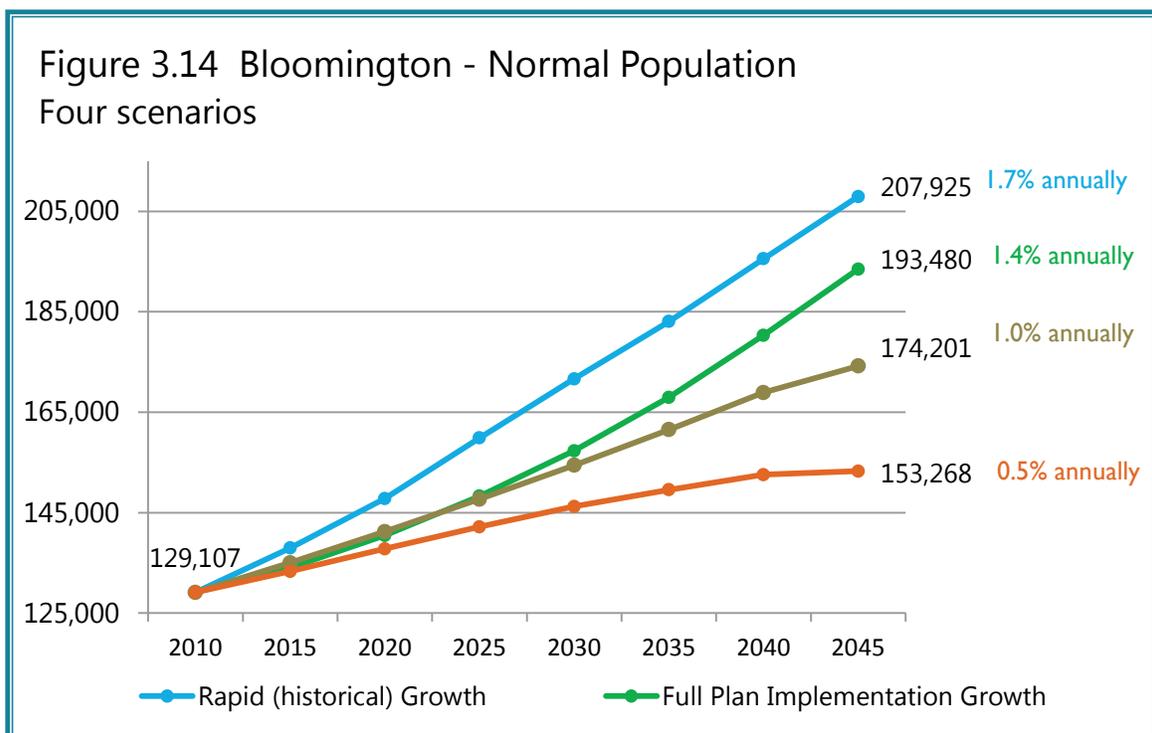
Several of the scenarios also illustrate the potential imbalance in rates of growth between the urban and rural portions of the County. Generally the trend is towards

Figure 3.13 Average Annual % Change in Population

Area	Very Slow Growth	Slow Consistent Growth	Full Plan Implementation	Rapid Growth
Bloomington	0.27%	1.05%	1.36%	1.62%
Normal	0.92%	0.92%	1.52%	1.93%
BN	0.53%	1.0%	1.42%	1.74%
County rural	-0.06%	1.23%	1.42%	0.79%
County All	0.39%	1.05%	1.42%	1.52%
Aggregate average	0.41%	1.05%	1.43%	1.52%

higher growth in the urban area and potential loss of population in small towns and rural areas. Another factor in analyzing the data in percentage terms is the distorting effect of small sample sizes, where small numeric changes in a small sample can suggest more robust growth than is actually occurring.

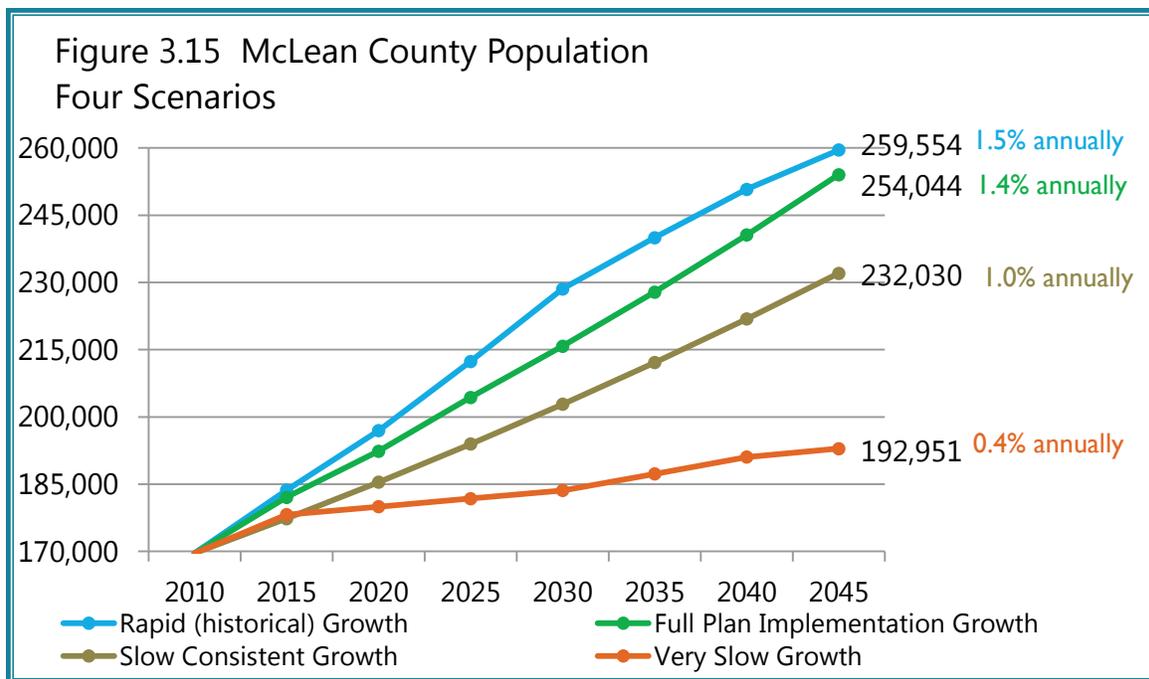
Using BN Advantage results produced the expected approximate annual population increase between the 2010 Census results and the 2045 projection of approximately 1%. While this level of growth is far less robust than the average increase during the fifty-year run from 1960



to 2010, it qualifies as a reasonable outcome. Population expansion at this rate is sustainable for the community, allowing the urban area to keep development compact and connected, and within the parameters established by the municipal comprehensive plans, as seen in Figures 3.14 and 3.15.

Although the substantial population growth suggested by the Rapid Growth extrapolation is consistent with prevailing growth patterns over a multi-decade period, the combination of events and trends discussed above demonstrate the danger in assuming that the patterns of the past will reestablish themselves and drive another period of population influx. In the very long term, as resource scarcity issues and other ongoing impacts of climate change are more acutely felt, it is conceivable that the people who were anxious to relocate to the Sunbelt, or their children and grandchildren, could find that the less aggressive climate conditions in the northern tier states and access to the water resources of the Great Lakes will develop new appeal.

It is that possibility that fuels the growth assumptions underlying the scenario for full implementation of the municipal comprehensive plans, as well as the transportation plan. In this view of our development future, the sustainability practices that are detailed in the comprehensive plans are core elements of an economic development strategy centered on



the concept of sustainability itself. The urban area envisioned in the two municipal plans would in itself be an incentive for employment and thus population growth, especially as improvements in transportation technology make the Bloomington-Normal area a viable option as a commuter community for daily travel to and from the Chicago metropolitan area, and particularly the City of Chicago. This factor, combined with the potential for a reversal of the migration to the Sunbelt, might have the potential to stimulate a northern migration for the 21st century and beyond.

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Underserved or Challenged Population Groups

The transportation system only fulfills its purpose when everyone in the community has access to the services, goods and experiences they need, with whatever accommodations they may require to avail themselves of that access. This principal has been given the force of law through the enactment of Federal civil rights legislation over the past fifty years, extending protection against discrimination and unequal treatment experienced by people belonging to certain minority or ethnic groups, seniors and youth, people with disabilities and people with limited fluency in English. As these laws have been amended, and challenged in the courts, they have been amended and regulations created revising the definition of the protected groups.¹⁶

The laws are couched to require non-discrimination in any circumstances in which Federal funds are used. As well as applying to all Federal programs, these requirements also apply to any non-federal governmental activity or program which receives any Federal funding, and to non-profit or profit-making entities in the private sector. The use of such funding is controlled through contracts in which the recipient agency is required to satisfy program rules and restrictions; the most frequently cited example is a rule providing that passengers using certain programs for supported transportation not be subjected to trips longer than one hour. In some instances agencies are responsible for regulatory standards from multiple granting agencies, sometimes requiring that program activities meet multiple requirements.

Generally, such regulations are enacted to safeguard program participants or service providers. These safeguards have sometimes been established or enforced in the wake of injuries or fatalities to program participants, to prevent further occurrences.

With respect to transportation programs, and specifically those directed at elementary school age children, older people and people with disabilities, the Federal mandate that transportation services be accessible as well as available.

We begin this discussion with an examination of the geographical distribution these two vulnerable populations: children ten or under, and adults aged 60 or older, identifying where the aggregate of these groups meets or exceeds the threshold of 40% of the population in a Census block group. **Map 3.1** illustrates this distribution, and show proximity to vital neighborhood or community resources. These include full-scale grocery stores, offering fresh produce and a range of other fresh foods suitable for cooking, as opposed to the packaged food products found at convenience stores. The remaining essential resources, pharmacies and hospitals, address the importance of all levels of medical care to both age groups, but in particular the older adults. As shown in Figure 3.16, the estimate that 9% of the population of McLean County has some form of disability, and when broken down by age, people aged 65 and older account for as much as 75% of the total population of people with disabilities. It should be noted that the Connect Mobility service is limited to areas served by the fixed transit routes, which do not cover the entire incorporated area of Bloomington-Normal.

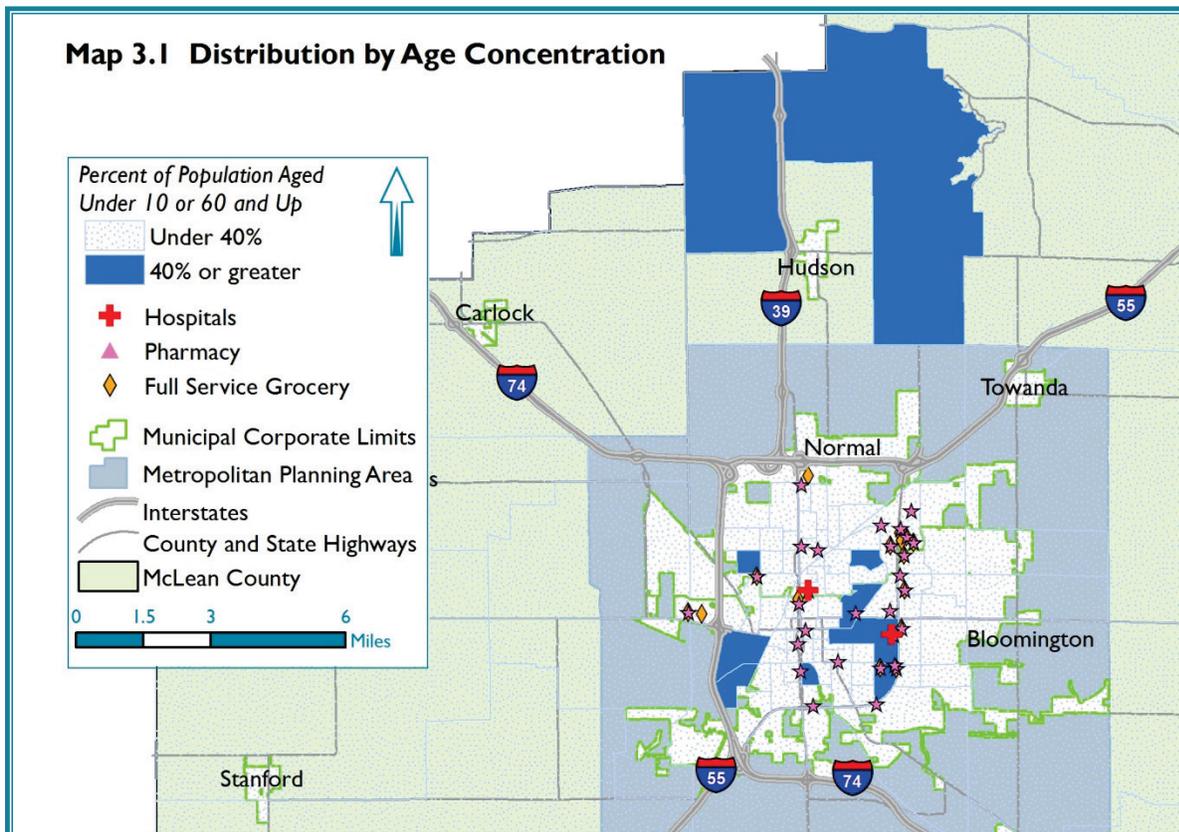
¹⁶ See Figure 3.17, page 38, for a summary of applicable statutes and regulations.

Figure 3.16

Estimated Number of People with a Disability

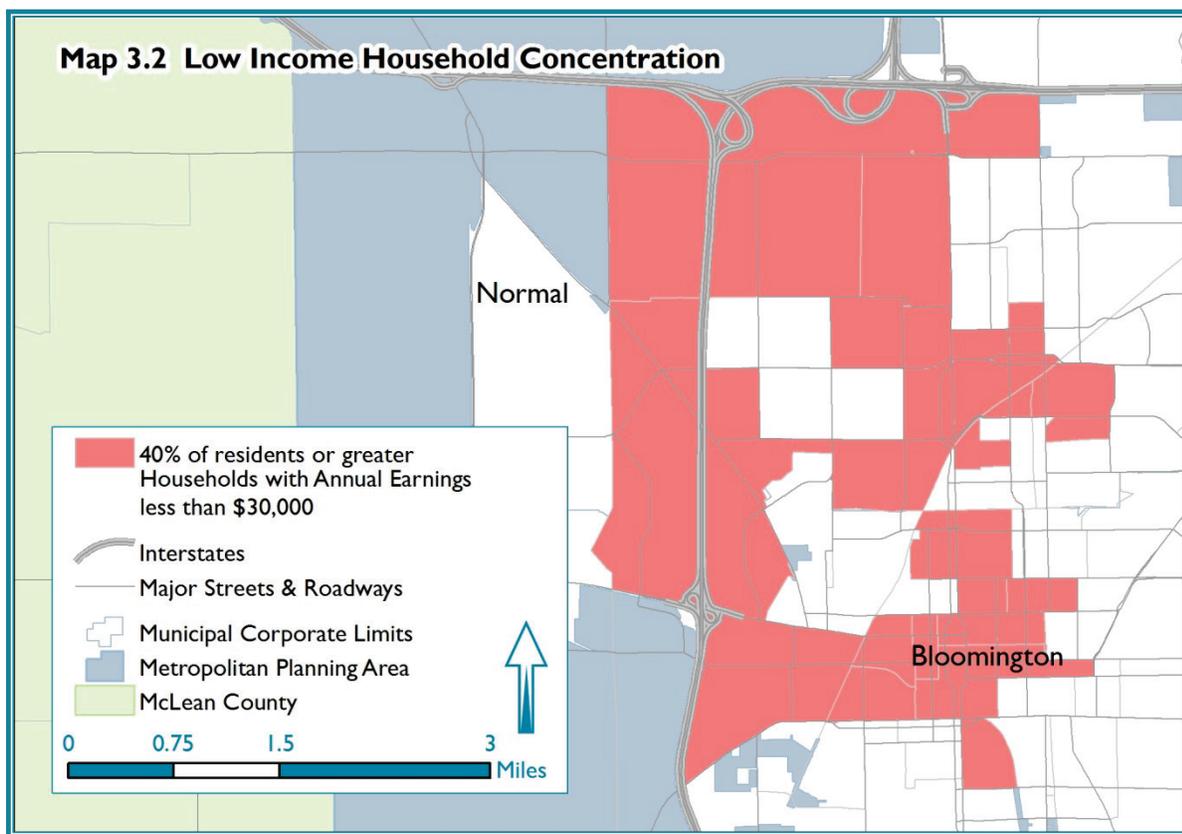
McLean County, Illinois	Percent with a disability	
	Estimate	Margin of Error
Total civilian noninstitutionalized population	9.10%	+/-0.4
AGE		
Under 5 years	0.80%	+/-0.7
5 to 17 years	4.30%	+/-0.8
18 to 34 years	5.00%	+/-0.9
35 to 64 years	8.70%	+/-0.6
65 to 74 years	21.30%	+/-2.3
75 years and over	51.50%	+/-3.1
DISABILITY TYPE		
With a hearing difficulty	3.10%	+/-0.3
With a vision difficulty	1.80%	+/-0.3
With a cognitive difficulty	3.50%	+/-0.3
With an ambulatory difficulty	5.20%	+/-0.4
With a self-care difficulty	2.10%	+/-0.3
With an independent living difficulty	4.00%	+/-0.4

Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates



Focusing on the metropolitan planning area, several of the areas of concentration, particularly on the west side of Bloomington-Normal are not well-served by any of the three targeted community resources. For resident of West Bloomington, the lack of neighborhood access is made more acute by the distances to the nearest grocery stores and pharmacies, and the dangers for pedestrians in reaching those destinations.

Several areas of this population concentration include elder care facilities, such as assisted living facilities, nursing and rehabilitation for either short- or long-term care, and specialized facilities for people with cognitive conditions such as dementia. These facilities are often reliant upon payments from Medicare or Medicaid, and thus may be required to provide or facilitate transportation to residents, often using a vehicle obtained by the facility. MCRPC has worked to improve coordination between such facilities and paratransit service providers, through the Transportation Advisory Committee, and will continue these and other efforts as specified in the goals and strategies of this plan and the more specific directives of the Title VI compliance and public participation plans to follow.



Map 3.2 illustrates portion of Bloomington-Normal where at least 40% of households have annual incomes of less than \$30,000. Again, the west side of the community is the focus. In some instances these households, particularly in parts of Normal, may include student households where occupants are only transitional residents and are less likely to be employed full time. Other areas include relatively dense residential developments where rental costs are more affordable or partially subsidized housing may be available. Residents in these neighborhoods may have difficulty reaching school, employment and social services.

Figure 3.17 Federal Civil Rights Legislation and Regulation

“No person in the United States shall, on the ground of race, color, or national origin be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.”

Title VI of the Civil Rights Act of 1964 outlawed discrimination in the conduct of all federal activities. Subsequent laws and Presidential Orders added handicap, sex, age, and income status to the criteria for which discrimination is prohibited.

Executive Order 12898 directs Federal agencies to make Environmental Justice part of their missions by identifying and addressing disproportionately high and adverse human health or environmental effects of their programs, policies, and activities on minority and low-income populations.

Executive Order 13166 requires Federal agencies to examine the services they provide, identify any need for services to those with limited English proficiency (LEP), and develop and implement a system to provide those services so LEP persons can have meaningful access to them. Federal agencies are required to ensure that recipients of Federal financial assistance provide meaningful access to LEP applicants and beneficiaries.

49 USC 5332 states a person may not be excluded from participating in, denied a benefit of, or discriminated against under, a project, program, or activity receiving financial assistance under this chapter because of race, color, religion, national origin, sex, disability, or age.

Federal-Aid Highway Act, 23 CFR part 230 provides regulatory standards for the implementation of an equal employment opportunity program on federal and federal-aid highway construction contracts.

Fixing America's Surface Transportation (FAST) Act, Section 1101 (b) of Pub. L. 112-141 and 49 CFR Part 26, the current reauthorization of the omnibus Federal transportation legislation, addresses the involvement of disadvantaged business enterprises in USDOT funded projects.

The American with Disabilities Act (ADA) of 1990 (42 U.S.C. 12101 et seq) prohibits discrimination against people with disabilities in employment, transportation, public accommodation, communications, and governmental activities. It prohibits the discrimination on the basis of disability by public accommodations and in commercial facilities. The following regulations refer to non-discrimination and its applicability in transportation:

- **49 CFR part 27 specifies nondiscrimination on the basis of disability in programs or activities receiving federal financial assistance;**
- **49 CFR part 37 covers transportation services for individuals with disabilities; and**
- **49 CFR part 38 covers ADA accessibility specifications for transportation vehicles.**

The Older Americans Act, as amended (42 USC 6101) prohibits discrimination on the basis of age in programs or activities receiving federal financial assistance.

23 USC 324 prohibits discrimination based on gender.

Rehabilitation Act of 1973 (29 USC 794, §504) and 49 CFR part 27 prohibits discrimination against individuals with disabilities.

As outlined in Figure 3.17, Federal legislation and rulemaking for transportation is intertwined with the same process for the protection of civil rights. The highlighted items are specific to transportation, and reflect the principles of non-discrimination and equal opportunity as applied to transportation projects and to the work of transportation agencies, in the public and private sectors. However, these civil rights laws had much broader impact, and addressed systemic discrimination in any sphere in which the Federal government was a participant, as an employer, a funding source or in any other way that could be identified.

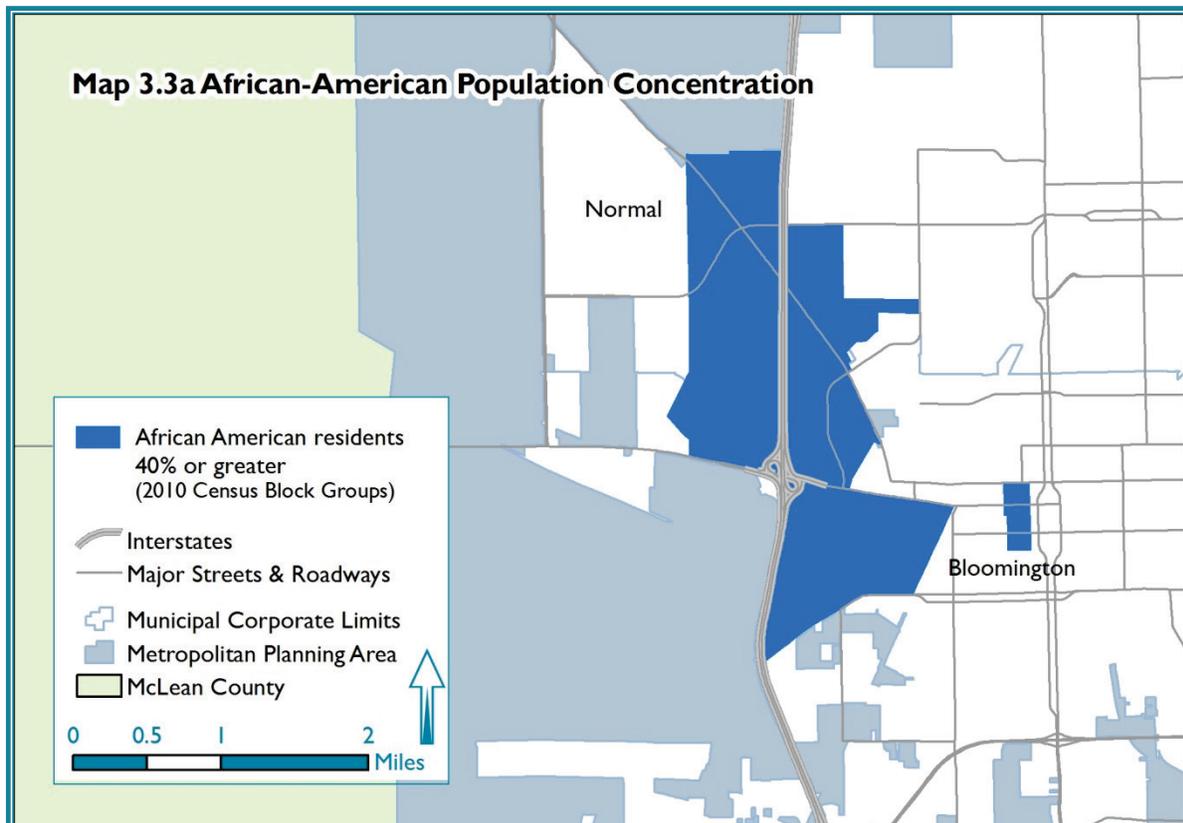
The earliest efforts to give protection against discrimination the force of Federal law focused on racial inequality, banning discrimination on the basis of “race, color, or national origin” in the activities and programs of the Federal government. As noted in Figure 3.17, additional groups damaged by discrimination were extended protection as amendments to existing law and new legislation recognized inequities and attempted to end them. The Federal-Aid Highway Act and the FAST Act deal specifically with equal opportunity for employment contracts on highway projects, and contracting with disadvantaged business enterprises.

Neighborhood integration is a continuing challenge, and can arise from multiple causes. **Maps 3.3a through 3.3c** illustrate residential concentrations of the most represented racial or ethnic groups in Bloomington-Normal, as shown in Figure 3.18. The next three maps shown areas of concentration by race or ethnicity, and **Map 3.4** brings them together with transit and pedestrian/bicycle transportation options.

Figure 3.18 McLean County Estimated Population by Race

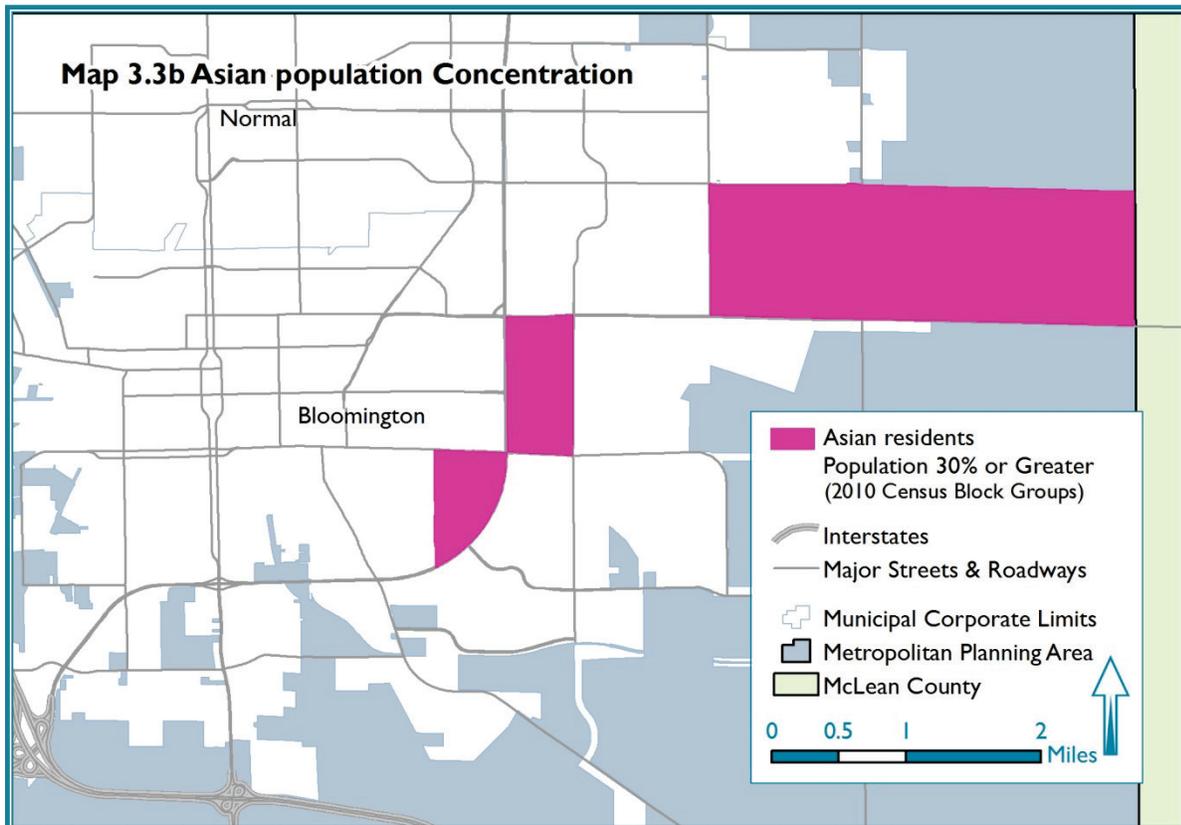
	Estimate	As Percentage
Total Estimated Population	173,114	
White alone	145,347	84.0%
Black or African American alone	13,853	8.0%
Asian alone	8,136	4.7%
Hispanic	8,101	4.7%

Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates



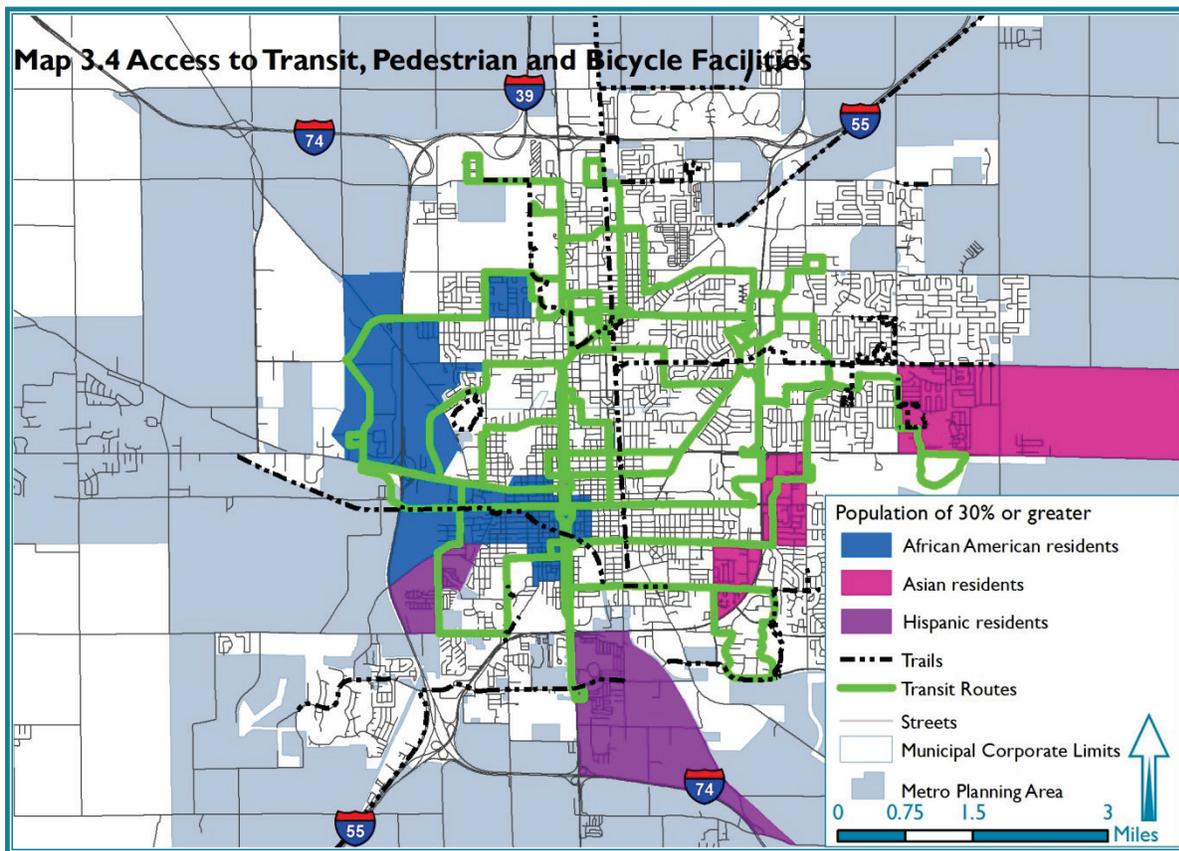
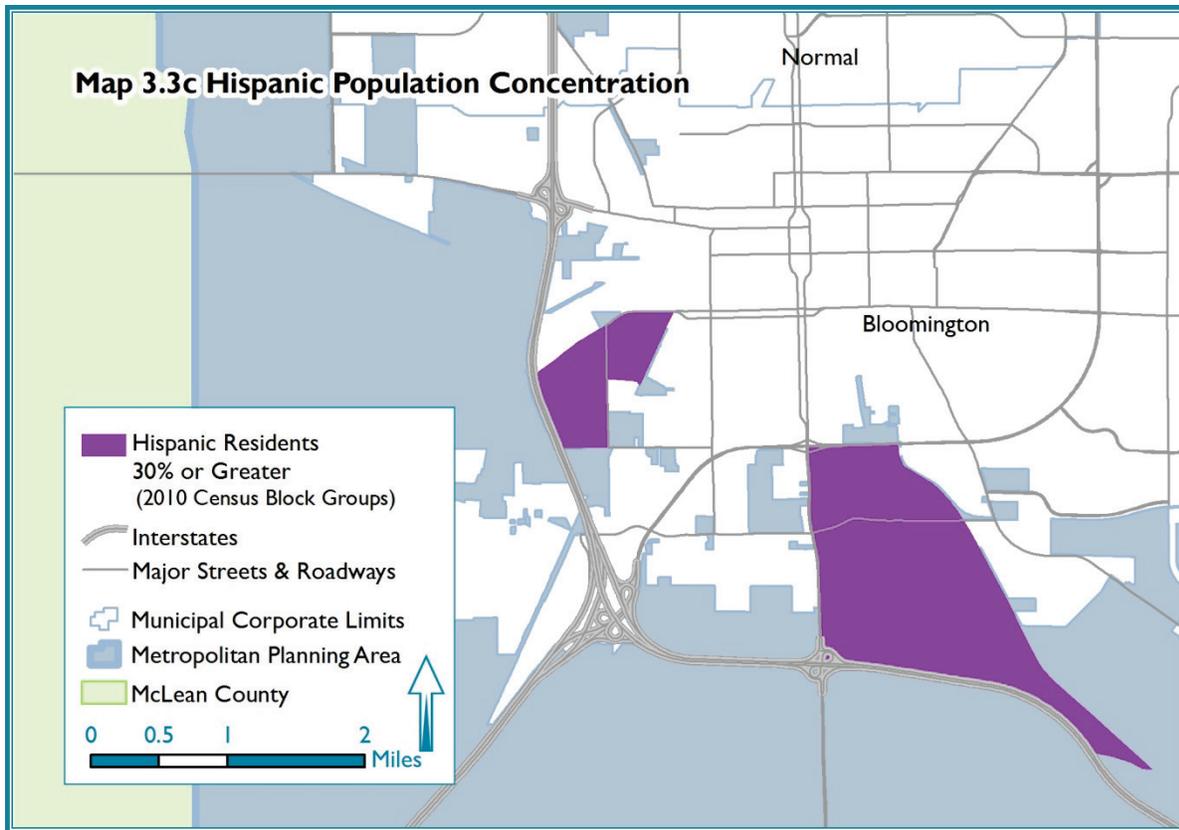
Map 3.3a locates neighborhoods where African-American residents are 40% of the population or greater. These include Census block groups immediately west of Downtown Bloomington, south of West Market Street to the I-55 interchange, and on both sides of I-55 north of West market/Route 9. As noted with respect to income, some of the block groups include properties managed by the Bloomington Housing Authority, including housing for seniors and people with disabilities, as well as privately-held developments with affordable units.

However, West Route 9 west from White Oak Road is heavily traveled and carries considerable truck traffic. Attempting to navigate this area as a pedestrian or on a bicycle can be a dangerous undertaking. There is some transit activity to offset this challenge.



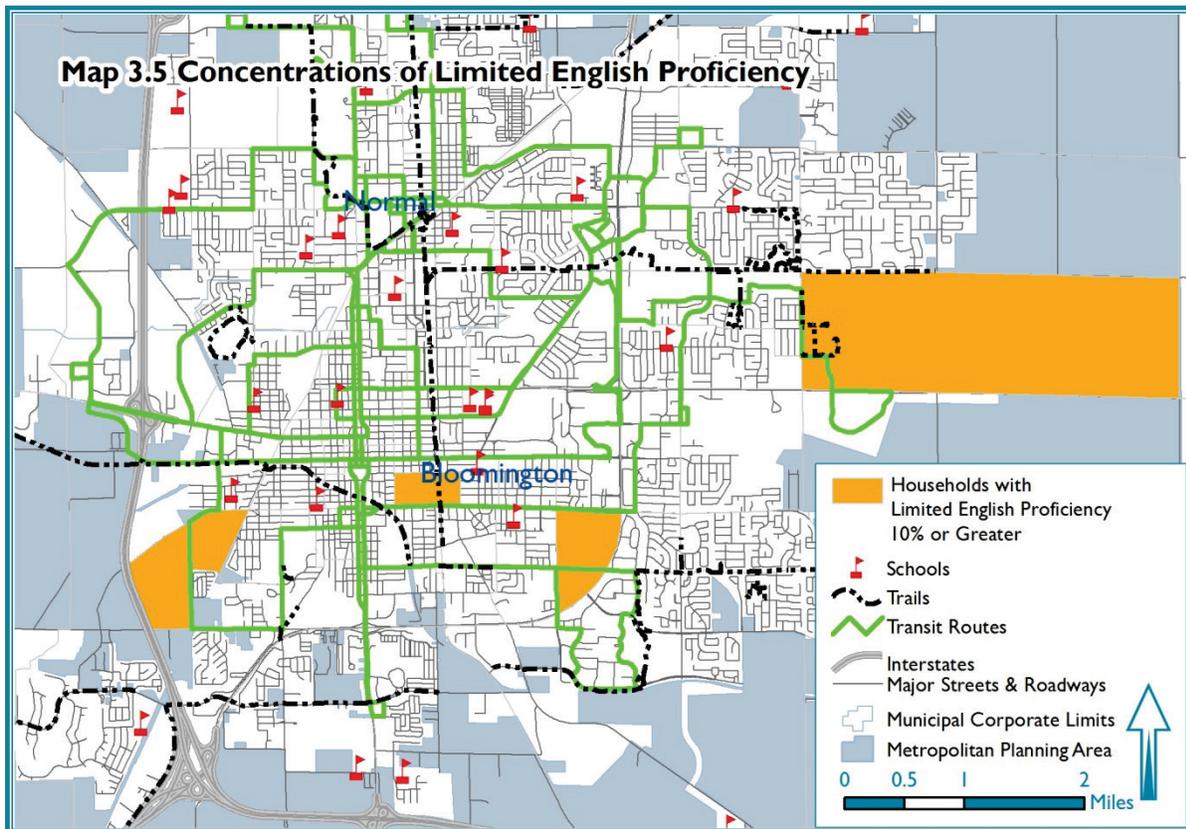
Moving to the east side of Bloomington, **Map 3.3b** shows neighborhoods where Asian residents constitute 30% of the population or more. These areas are clustered along Oakland Avenue near the main State Farm campus or north of East Empire Street between of Airport Road and Towanda-Barnes Road. Portions of these neighborhoods are internally walkable or bikeable, and there are grocery stores and pharmacies on Oakland Avenue. East Empire is less well situated for those on foot or bicycle. Some transit service exists in this area.

Map 3.3c illustrates neighborhoods where Hispanic residents constitute 30% or more of the local population. There is also a Hispanic neighborhood immediately south of the City of Bloomington and east of U.S. 51, which is outside of Connect Transit’s service area. There have been multiple initiatives regarding these residential areas, some including the participation of rural public transit provider SHOW BUS, but a permanent solution is needed.



Map 3.4 consolidates the neighborhoods with concentrated populations of minority residents with pedestrian/bicycle routes and transit routes added. As noted in the previous discussion of Connect Transit, some fixed route service has been sacrificed to expand the scope of Connect Mobility. There are areas of the incorporated areas of Bloomington and Normal, primarily at the edges of the community. The possibilities will be examined in the Connect Transit 5-year short-term strategic plan to be developed by Connect and MCRPC.

Title VI protection extends to the rights of people with limited proficiency in the English language, which can create barriers and difficulties in day-to-day life in general and access to transportation in particular. **Map 3.5** identifies neighborhoods where 10% or more of households have limited command of English. These neighborhoods include Hispanic and Indian residents. These areas have some transit service, limited access to the trail system, and in some instances proximity to public schools. The Title VI plan report will use local resources to better investigate the needs of households with limited English proficiency.



Public Outreach and Opinion

The 2017 MTP update vision and goals are based on the broadest and most determined public outreach process ever undertaken by MCRPC for a transportation plan. The effort looked to the general public and to subject experts, was pursued through multiple internet platforms and social media, and included numerous in-person contacts with the public designed to “reach people where they are.” The outreach produced data regarding public preferences and priorities used by the steering committee to formulate the mid-century vision for transportation and establish goals, potential actions and performance measures to evaluate the effectiveness of the plan and its implementation. The outreach reaffirmed the results of 2012 public opinion in supporting a transportation policy vision focused on the preservation and upkeep of the current system and a preference for caution and deep evaluation of the costs and merits of system expansion. Intent for the future of the transportation system echoed this understandable restraint but also looked to the potential for world-shifting advances in technology to move transportation in new and more sustainable directions.

The outreach process was conceived and implemented in train with the continuing public outreach MCRPC conducts with respect to municipal comprehensive plans and BN Advantage, the regional economic development strategy. Amplifying the relationship between the transportation plan and the BN Advantage initiative was of particular urgency, in that coordinating between the two plans reinforces the interdependence between transportation access and economic stability. Access to markets for commodities and durable goods and the ability of people to move freely within and to or from the community are unequivocally dependent on a robust multimodal transportation system with intermodal linkages. In addition, the economic development strategy advanced by the BN Advantage report recommended that the transportation and logistics sector should be an important component of the strategy, given the multiple transportation resources available in Bloomington – Normal. To emphasize the relationship between the economic development and transportation sectors, the outreach process and tools were branded as BN Mobile, as seen at right.¹⁷



Designing the Outreach

Outreach to the community was the first task in the preparation of this metropolitan transportation plan, with particular emphasis on collecting opinions and preferences from the public regarding the current and future profile of the urban transportation system. The core tool to maximize public input was a short public survey¹⁸ consisting of three questions regarding the current transportation system, preferences for the policy direction of future transportation investment and priorities for that investment.

¹⁷ The brand extension for the LRTP is part of a larger BN Advantage marketing campaign intended to highlight local features and policies as elements of the economic development process.

¹⁸ The survey conducted in 2016 and the aggregated responses may be reviewed in Appendix A.

The survey also requested location information to permit the information gathered to be mapped in the context of transportation facilities and services. Finally, the survey requested basic demographic information to allow analysis of the survey responses and determined if the responses were reasonably representative of the urban area population demographic. Over a period of about ten weeks, the survey drew responses from 1,008 people. Not all respondents replied to the demographic and locational questions, but several hundred did, and that information has been examined and mapped, and is discussed below.

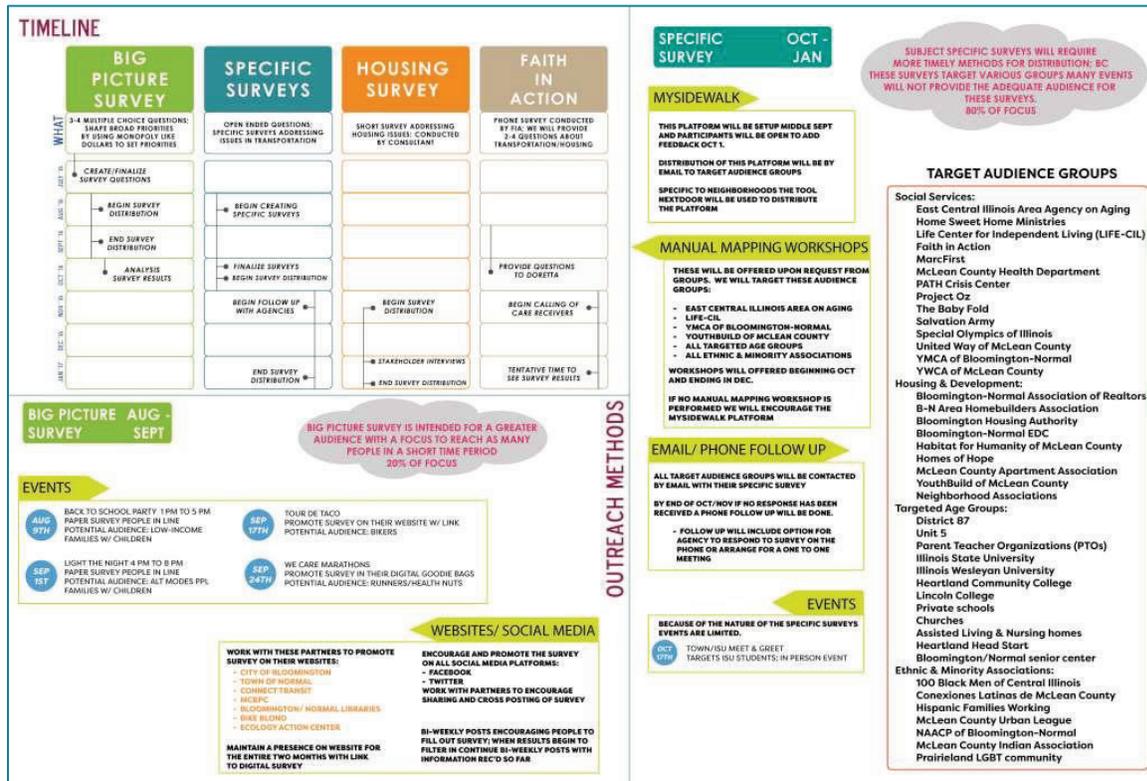


Figure 3.19 illustrates the initial template for the survey outreach effort conducted in the fall of 2016. It was determined that the planned short topic surveys would not be feasible, or needed given the good response to the priorities and policies questions in the first survey.

The assessment of responses to the survey also benefitted from comparison to the very detailed public survey conducted for the 2012 LRTP. The 2012 survey consisted of nearly fifty questions, including demographic and locational data, which produced about 350 responses. The 2012 survey data has also been reexamined and mapped for apples-to-apples comparison to the data from the current survey.

Targeting the Outreach

Although the 2016 public opinion survey was the core tool in the detailed public participation plan, drawing on MCRPC’s outreach for comprehensive planning, the plan allowed for a broad scope of contacts and information gathering. Developed by MCRPC staff, the participation plan was discussed and approved by the project steering committee. The primary goal was the

maximum return possible for the survey, brought about through intensive investment of staff time in taking the survey to the public, and in processing and assessing the responses.

The 2015 survey was first made available through the web platform Survey Monkey, and promoted through various social media platforms such as Facebook. Opportunities to engage with MCRPC staff and respond to the survey were also offered at numerous community events, ranging from community festivals, events such as Light the Night that drew users of transportation system components, and meetings of community and social groups throughout Bloomington-Normal. The original participation plan schematic is shown on pp. 6 through 7, following. Adjustments to the stages of the plan were made as needed during the outreach process.

A printed version of the survey was made available at the events mentioned above, and at several social service and other agencies. The printed version was also available on Connect Transit vehicles. Completed surveys could be placed in drop boxes at the various distribution locations, given to the Connect Transit drivers, or mailed directly to MCRPC. Some events, such as a free legal clinic held at the Mid Central Community Action office in West Bloomington and campus orientation at Illinois State University, were canvassed to support demographic balance in the pool of survey respondents.¹⁹

As will be discussed in greater detail below, the population of survey respondents was not as diverse as was hoped in the development of the participation plan. Respondents were overwhelmingly white, and of those who provided an income range, more than half reported incomes in excess of \$60,000. Incomes over \$100,000 were reported by about 31% of the respondents.²⁰ There are several possible explanations for the deviation from the Census estimates, the most straightforward being that the survey results were substantially obtained via the Internet survey service, which may have disproportionately reached higher income households. However, as noted above, focused outreach activities intended to adjust the balance both by demographic characteristics and by mode choice were pursued.

Similarly, for the survey respondents that identified a racial or ethnic identity, the percentage of the population of the identified racial or ethnic groups differs from the proportions of these groups found in the 2011-2015 American Community Survey distribution of population for the urbanized area.

¹⁹ Further details of the participation plan and the outreach are included in Appendix C.

²⁰ Although McLean County is a generally affluent community, with an average income of nearly \$81,000 calculated across the years 2011 through 2015, the survey respondents slightly over-represent the highest income bracket and under-represent lower income levels. Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates, Table S1901.

Figure 3.20 Population Percentage Share by Source

Race/Ethnic Identification	MCRPC Survey†	Census ACS 2015	Divergence
White	84.6%	86.0%	-1.4%
Black or African-American	6.8%	8.9%	-2.1%
Other	5.3%	1.2%	4.1%
Asian	2.3%	5.6%	-3.3%
Latinx (Hispanic)	2.0%	4.7%	-2.7%
Native American	0.4%	0.6%	-0.2%
Total Percentage*	101.4%	106.9%	

*Latinx/Hispanic may be any race, thus totals exceed 100%

†As percentage of total responses to survey question

“shouldn’t matter.”²¹ MCRPC staff review of comments on this issue suggests that some survey takers resist the question because the need for certain demographic information is not adequately explained. At the same time, detailed discussion of relevant program criteria, such as qualifying age or income level, was too complex to be adequately explained in the limited space available in a survey. In designing future public surveys, MCRPC will weigh the value of this information against the resistance to the question.

A portion of the respondent pool either ignored this question or entered a comment objecting to its inclusion in the survey. Fortunately for our efforts to understand the community’s structure and characteristics, most respondents did provide demographic information. The most common objection from both subsets of the pool was that racial or ethnic identity

Functional Transportation Priorities

Generally, the 2015 survey is consistent with results from 2012, notably in the preference for preservation of the existing system rather than expansion of transportation. These similar responses grew from very different prevailing circumstances. In 2012 the impact of the mid-decade global recession was still very deeply felt in the community, and produced a broad consensus that public investment in transportation (and other areas of government investment) should be limited to absolutely essential activities, focused on the repair and maintenance of existing infrastructure. Conditions in the community have shifted in the intervening years, as evidenced by the priorities established for government infrastructure investment discussed in the Bloomington and Normal comprehensive planning efforts, the reluctance to invest persists. The community and local government officials harbor real and continuing concerns about the management and uses of tax revenue for public projects and public-private partnerships. As ever, there are notable differences between Bloomington, Normal and McLean County survey respondents regarding public preferences and infrastructure investment.

Question 3 used a technique often used in planning charrettes and classroom exercises, in which participants are given a list of projects, needs or categories of investment and asked to allocate a set sum of hypothetical money to the various options. Question 3 asked the respondents to allocate a “symbolic \$100” to any or all of the options to indicate their priority preferences. In a few instances where the respondent’s intent was clear but the structure of the question had confused them, MCRPC staff reviewing the responses would correct the

responses to reflect the respondent’s preference. The staff concludes that the question type is too demanding for a short survey, and in future surveys pursuant to performance measures will use ranking or a similar device.

The overall results of the canvas of public priorities reveal differing preferences between men and women responding to the survey. Although they agree on two of the three top priorities, women were more concerned about the improvement of the public transit system, and placed it ahead of the overall priority choice of keeping the existing system in good condition.

Figure 3.19 Overall Priority Preferences

Q3 You have a symbolic \$100 to spend. How would you spend it on the elements listed below to indicate your preferences and priorities over the next 20 years?

Answered: 921 Skipped: 87

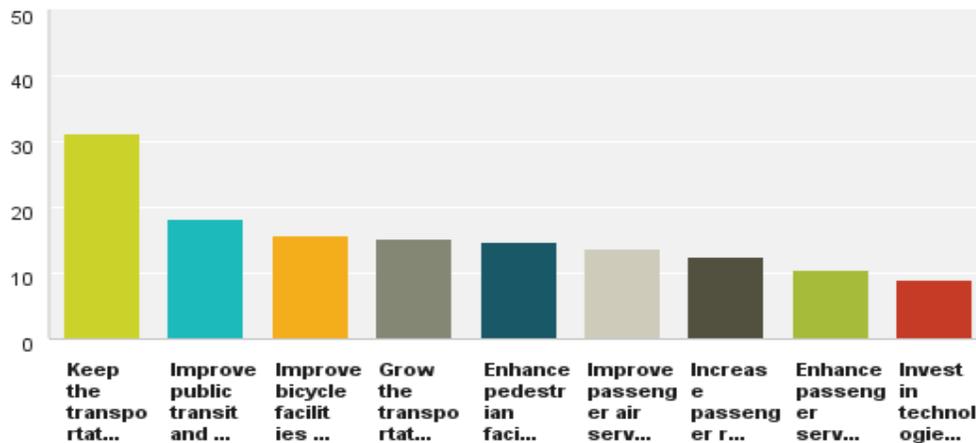


Figure 3.21 Priorities For Future Transportation System	Women		Men	
	rank	% of total	rank	% of total
Keep the current transportation network in good condition.	2	16.0%	1	29.7%
Grow the transportation network.	5	12.2%	4	9.4%
Improve bicycle facilities and maintain them year-round.	4	12.4%	2	11.4%
Enhance pedestrian facilities and maintain them year-round, including sidewalks.	3	13.2%	6	9.0%
Invest in technologies supporting transportation innovations.	9	4.1%	8	5.9%
Improve public transit and its specialized services, for people with disabilities and seniors.	1	16.8%	3	11.0%
Enhance passenger service between Central Illinois cities.	8	7.8%	9	5.7%
Improve passenger air service.	6	8.8%	5	9.3%

Women also selected enhancement of pedestrian facilities as one of their top three priorities, replacing the overall preference for bicycle improvements. Considered with women’s top preference for improvement of the transit system, this can be interpreted as supporting preferences for investment in transportation facilities usable by the most people; more people are pedestrians than are bicycle riders.

Figure 3.22 Mode Choice by Gender

Mode	Men	Women
My own car	83.33%	85.19%
Bike	6.37%	4.04%
Connect Transit	3.43%	5.58%
Other	3.92%	3.08%
Walk	2.70%	1.54%
Carpool	0.25%	0.38%
Rideshare	0.00%	0.19%

As seen in Chart 3.19, women are slightly more inclined than men to use transportation modes that serve groups rather than individuals, including transit, carpooling and ridesharing. It may indicate that women judge transportation modes at least in part in terms of “safety in numbers.” Traveling as part of a group, even temporarily, may alleviate concerns about the safety and security of the trip. Although the percentages are not significantly different in most instances, they do suggest the possibility

that some social issues may impact the results. As ever, these results are analyzed with an understanding that results should be assessed through further outreach.

It should be noted that women’s share of response to the survey is slightly higher than their proportion of the population. This is somewhat offset by the overall priority preferences of men, despite their responses being slightly lower in absolute numbers. Men had a noticeably larger margin of preference for the priority choice focused on keeping the existing system in good condition over the other choices.

The Influence of Age and Income Level

Variations in preferences among demographic groups or in a range of age groups was less consistent than the variations by gender, although where variations do exist they display a slightly greater tendency to skew by age. Younger people are more likely to opt for bicycle improvements, while older respondents give more attention to transit and other transportation modes that are less physically demanding and more structured, such as public transit. Responses considered by income level are fairly uniform.

Transportation Policy Preferences

Question 2 in the survey sought the respondents’ assessment of four areas of policy emphasis. Three of the choices ranked closely together, while the fourth received much lower agreement.

Analyzed by income level, preferences in the future direction of transportation policy are surprisingly consistent. At all income levels there is agreement that the most important policy aim is to use transportation to enhance our quality of place. This policy area emphasizes multimodality, convenience of transportation services and safety for the traveling public.

Figure 3.23 Policy Aims in Order of Preference (by income in % of responses)

Income	> \$100K			\$60K to \$100K			\$30 to \$60K			< \$30K		
	A	D	N/O	A	D	N/O	A	D	N/O	A	D	N/O
Enhance our quality of place	81%	16%	3%	82%	15%	3%	85%	10%	4%	85%	6%	9%
Promote health and safety:	79%	15%	6%	83%	13%	4%	76%	16%	7%	83%	7%	10%
Be an economic engine	77%	15%	8%	76%	11%	13%	76%	16%	7%	76%	12%	12%
Driver for Innovation	54%	28%	18%	51%	33%	16%	47%	25%	28%	49%	25%	25%

A = Agree D=Disagree N/O = No Opinion

Enhance our quality of place – Our high quality of life will be enhanced by transportation options such as bus, bike, or walking to get us to important destinations safely and in a timely manner.

Promote health and safety – Our clean environmental conditions and healthier lifestyle choices are supported by a robust and multimodal (bus, bike, walk, car, etc.) transportation network.

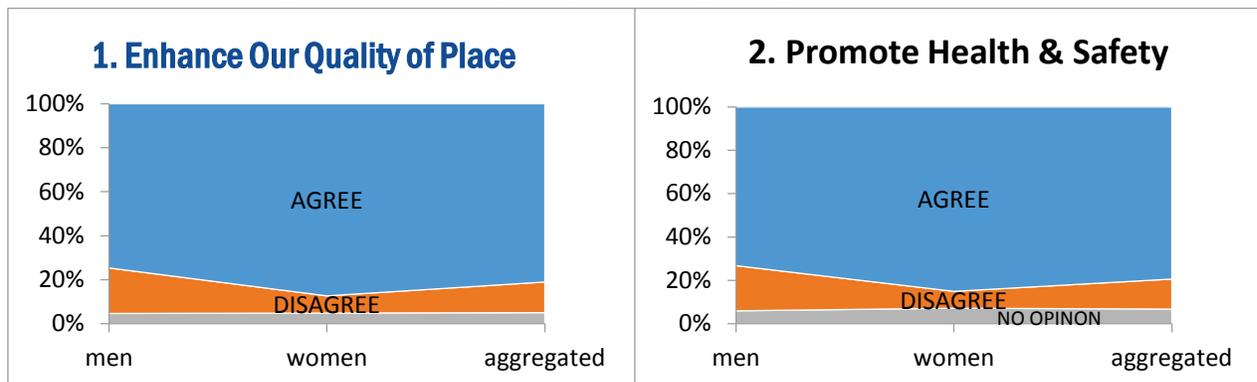
Be an economic engine – Our economic competitiveness is supported by a well-maintained and reliable transportation system.

Driver for Innovation - Our smart transportation network incorporates new technologies such as driverless cars and other future innovations.

Despite ongoing community discussion regarding economic development, the second-ranked policy of transportation as an influence on health and safety again focuses on multimodal choices and environmental choices, which work in concert to support healthy living. Interestingly, this option is scored equally by the middle-class cohort with annual incomes from \$60,000 to \$100,000 and by more economically challenged households with incomes of less than \$30,000 annually.

The policy choice next preferred does address economic concerns, targeting transportation reliability and State of repair as economic attractors for businesses and individuals, with continuing benefits to the economic health of the community.

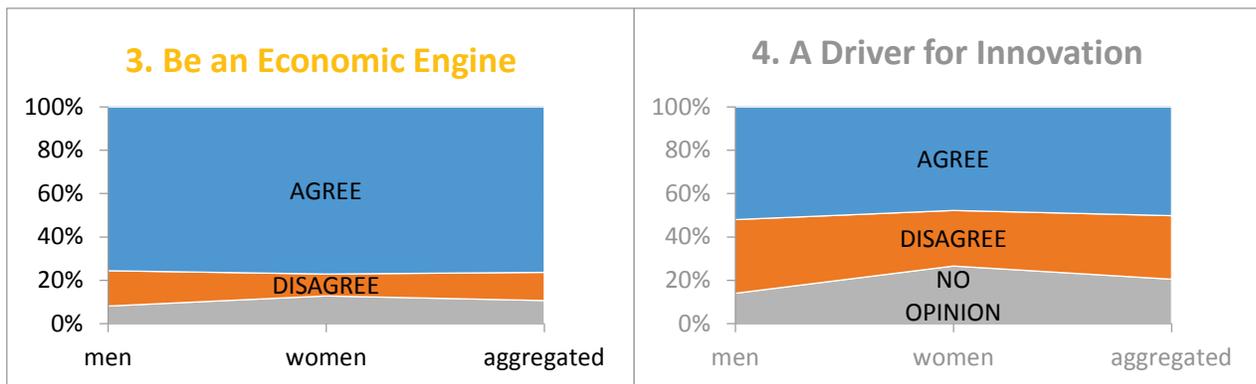
Figure 3.24a Survey Responses Regarding MCRPC Role



Responses from women on the top two selections, as illustrated above, show a slightly greater level of agreement.

With respect to the policy priority for innovation, more women opted to express no opinion. The approximately 20% aggregated rate of no opinion being offered on this question suggests that overall, respondents to the survey either did not respond well to the examples given, or believed that they had insufficient knowledge of this policy to offer either agreement or disagreement. This gap in understanding is discussed and addressed by Strategy 1.0, (see Chapter 5, page xx), which posits that closing such gaps through ongoing outreach as part of a continuing public education process will produce a greater general understanding of how the

Figure 3.24b Further Survey Responses regarding MCRPC Role



transportation system is structured, its needs and costs determined, and the massing wave of technology frontiers approached.

Perceptions of Current Transportation Conditions

The opinions of current transportation system conditions sought in Question 1 showed consistency among demographic groups. There is continuing and often vehement dissatisfaction with the state of the streets in the urban area, sometimes to the point that residents’ ire on the topic distracts them from responding on other topics. This is another gap in public knowledge to be addressed by Strategy 1.9, referenced above.

As noted above, there are some areas of concern in which the respondent’s place of residence may alter their views. Not only does this reflect some structural differences among the local governments, but also how these differences influence policy decisions, and give rise to varied responses to a given issue, based on the perceptions fueled by the respondent’s location.

A representative quote –
“FIX THE CRAPPY ROADS AND LOWER MY TAXES!!! DO YOUR JOB!!!”
See more in Appendix C

Demographic differences among the residents in each jurisdiction also influence the priorities expressed. Most notably, due to the presence of Illinois State University Normal has a much larger share of young residents, substantially different from the usual age cohort distribution. Comparison of the 2010 Census results for the three large local governments illustrates

Normal's dramatic departure from the closely aligned age distribution in Bloomington and McLean County. Differences between the City and the County are explained by the influence of the age imbalance in Normal as a subset of the entire County population.

The influence of the large population of young adults in Normal is even more evident in the age distribution for the urbanized area and specifically for Bloomington and Normal. Considerable study has been done on the behavior of this age group, the largest in American history, eclipsing even the post-WWII Baby Boom. For transportation planning purposes, currently understood preferences for this group to date include a lower interest in owning/using personal motor vehicles, a preference for residence in denser neighborhoods and access to urban amenities, and willingness to use and even prioritize alternative transportation options such as transit, bicycling and walking for day-to-day activities.

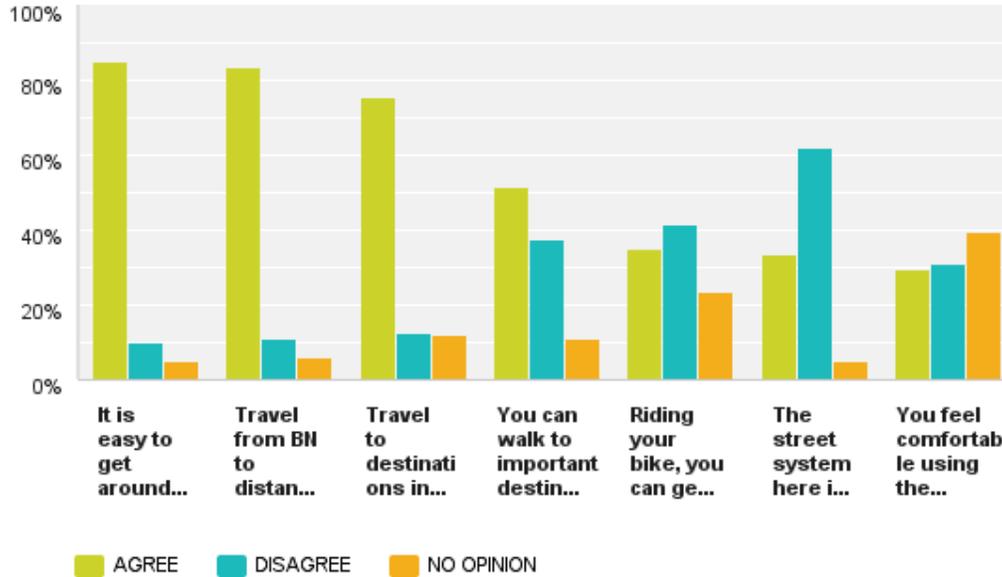
However, this research and the conclusions drawn from it focused on this generation as its leading edge entered adulthood. Those leading edge Millennials are now well into their thirties, an age at which shifting work experience, growing families and an historical level of cultural and governmental realignment may have altered transportation preferences, as they once did for their parents and grandparents. Since this group will remain a dominant influence on local transportation preferences for at least the short term, ongoing study of the millennial population is essential to understanding how they will influence transportation decisions.

There continues to be concern regarding the operational changes in Connect Transit fixed route services, including the recent redesign of the route system, changed schedules and the creation of fixed-location stops. Some of this response is the result of the survey being released to the public only a few weeks after Connect Transit implemented an entirely new route system in early fall of 2016. The staff at Connect Transit anticipates that ongoing polling of passenger and public opinion will show increasing acceptance of the changes, as well as guide any adjustments that may be needed. As with other concerns, such as system conditions noted above, the degree to which the public accepts the "new" Connect Transit is an important metric for monitoring the behavior of riders and non-riders alike. As noted above, this behavior may be influenced by Millennial preferences, social and economic conditions and larger regional and national transportation trends.

As noted, the dominant responses regarding the existing transportation system reflect the priority and policy preferences expressed for the future. The survey respondents responded to the options regarding the current system as illustrated in Figure 3.23 on page 49, and shown graphically on page 52.

Q1 Rate the current conditions of the transportation system in the Bloomington-Normal (BN) area. (Scale- Agree, Disagree, No Opinion)

Answered: 1,006 Skipped: 2



The conclusions regarding current conditions are somewhat ambiguous: it is easy to get around, but various aspects of the system are not adequate. The unstated, missing variable is the car – travel is easy with a car, but much more challenging without. Indirectly, these results confirm the municipal plans in their focus on improvement and usability across all transportation modes.

Chapter 4: Foundational Ideas and the Vision

The key principle underlying the transportation plan is that it must work for the circumstances in our community. Therefore the primary goals and their contributing actions rest on assumptions based not only on our past experience, but also on the forethought and flexibility of our policy makers at multiple levels of government, of the leadership of private sector enterprises which use and help maintain our network, and the everyday work of the professional transportation staff in local government and other agencies where the evaluation of success or failure is a constant process.

This chapter establishes the plan vision for our transportation system, based on community experience and expectations for the future. This includes past experience as well as consciousness of emerging and likely changes in transportation infrastructure and operation. It also includes our most realistic assumptions about financing the transportation future we want to emerge over the next thirty years. Our transportation vision was formulated through consideration of these aspects of the transportation system and the contributions of the public, transportation stakeholders and professionals:

Our transportation system increases options for mobility and provides equitable access in support of a safe, healthy, livable, sustainable and vibrant region.

Redefining the Vision

Over the last decade the framing of a vision for the transportation system crystalized into a narrowed path forward. Current conditions put the emphasis on a few key priorities for the transportation system:

- Keep the current transportation footprint: do not add facilities unless essential;
- Maintain what we have to the greatest extent feasible;
- Search out opportunities for public-private partnerships to distribute costs;
- Pursue joint projects among the local governments to widen project benefits and distribute costs;
- Adhere to this framework absent a substantial and lasting change in local or regional economic activity that justifies new transportation infrastructure.

This vision, focused on limitations and lessened expectations, reflects a narrow historical slice of the community's experience. However, a vision grounded in a regressive time period cannot address change anticipated as a result of new technologies, new types of economic activity and new local approaches to land use, economic development and growth. Therefore the plan considers these factors in evaluating our transportation future, and also takes note of emerging technologies and their capacity to remake our understanding of transportation network functions and access.

The economic instability and public policy concerns arising in recent years emphasize a shift in local transportation project focus. In the post-recession period, the extraordinary growth that led to the building boom of the 80s and 90s has transitioned to a position of caution in public investment, and sharpened focus on compact and sustainable development. The current Bloomington and Normal comprehensive plans are steeped in this principle, and both now strongly advocate for infill redevelopment and greater development densities. This view, endorsed by the public as well as elected officials, is the impetus behind a turn to system maintenance as a critical approach to transportation, rather than our earlier practice of continued system expansion out of context with adjacent land use and traffic volume.

Although the plan estimates projects costs and available funding to demonstrate fiscal constraint, the metrics used to evaluate performance do not include transportation costs. Although cost is certainly an acute concern, both in terms of public cost for sustaining the system, and the cost for its users, anticipated cost too often stymies projects with transformational potential. Priority should be evaluated not only in terms of costs, but balanced with reasonably expected benefits of the acceptance of new ideas and methods. In that spirit, another element of the regional vision can be added to those reflected the difficult recent past. In looking ahead, the vision and goals encompasses the following additional guidance:

- Evaluate and, where beneficial, implement new developments in transportation technology and infrastructure, where such developments are considered likely to benefit the community to a greater extent than that which they replace.

The plan makes assumptions regarding the continued availability of key resources and community partnerships which to date have supported the transportation planning process and enabled the strategies and goals in earlier plans. Every participant in our planning process recognizes that current circumstances that may profoundly alter the long-standing support transportation planning and implementation have received over the last thirty years. As this plan was developed from the policy guidelines and priorities determined by the outreach process, what were once bedrock programs sustaining our transportation network are in the process of deep change or disappearance. Each of the goals in this plan is couched in the reality that practices used to design, build, maintain and pay for the components of the transportation network may not survive to the next update of this plan in 2021, let alone to its horizon year of 2045.

Anchoring the Framework

The goals, strategies and tasks, and the means to evaluate their achievement and effectiveness are grounded in the following assumptions:

- Population change in Bloomington – Normal and McLean County will continue at the more measured pace experienced in the last decade²², lessening the need for substantial physical expansion of the City and Town;

²² We will re-examine this issue after the results of the upcoming 2020 Census are made public, likely to coincide with the next update of the Long Range Transportation Plan.

- Bloomington and Normal, in implementing the policies outlined in their respective comprehensive plans, will permit new development or re-development only in areas already within their corporate boundaries and already connected to municipal services in whole or in part. In the municipal comprehensive plans, these areas are defined as infill or Tier 1 growth areas, which are expected to accommodate anticipated growth to 2035.
- Municipal infrastructure decisions and implementation, including those relating to transportation, will support local and regional goals for sustainability and resiliency, and incorporate new technologies as they are proven appropriate to community needs.
- New transportation technologies will be evaluated first with respect to their capacity to improve the safety and security of network users and workers.
- New technologies will also be carefully evaluated regarding their capacity to lessen the volume of greenhouse gases and other pollutants released into the community, to improve the health and quality of life of all.
- Local and State government will develop cooperative strategies to fund needed projects, including direct financial participation by private sector establishments, with all participants agreeing to put forward economically and technically feasible proposals consistent with broad community needs.
- Although Federal-level transportation funding will change in focus or quantity, in some instances in response to changing transportation technology, broad regional and State priorities will continue to influence national transportation policy through Congressional action.

As the implementation and evaluation of this plan begins, the assumptions discussed here will also be revisited and evaluated. As with the land use plan reviewed in Chapter 2 and the population and growth estimates discussed in Chapter 3, revisions to the framework of assumptions will be assessed for their impact, and resulting changes in impacts will be addressed through an amendment to this metropolitan transportation plan.

Aspirational Assumptions

- Employing more compact forms of development at somewhat greater densities will permit wider use of transit-oriented development to improve access between residences and workplaces, schools and shops, and neighborhoods to one another and the wider community and region.
- Local government and associated agencies will create and follow a process to seek new and stable types of fund sourcing, including private sources, to supplant or replace traditional funding which has been reduced or eliminated.

A Matrix of Priorities

From that foundation, regional transportation priorities have been developed and defined based on public input and consideration of potential constraints imposed by fiscal and sustainability issues. Chapter 5 catalogues the goals, strategies, performance measures and targets for accomplishing the conditions in the vision, grouped into the following five subject areas.

- System Preservation – refers to the strong public preference that the transportation system be maintained and kept at approximately its current extent. Investment in transportation should focus on maintaining the existing system in good repair, and on maximizing the utility of the system for all users. This element of the vision is strongly supported by the Bloomington and Normal comprehensive plans.
- Mobility, Access and Choice – considers how the transportation system can improve options for any person to travel at will and for any purpose throughout the community, and beyond. Although the terms *mobility* and *access* are often used in reference to transportation options for people with challenges or disabilities, older people, people living in poverty and others with difficulty in fulfilling their need for transportation, they also express what is needed by all users of the transportation system.
- Health and Safety – Safety is a common topic in transportation, and is always a key concern in managing the system. This issue is central in transitioning to Complete Streets, and embracing the elimination of traffic fatalities through a commitment to the Vision Zero process and outcome. Coordinating the interrelationships between transportation and public health is an emerging discipline requiring continuing discussion among planners, transportation managers and health care experts in multiple specialties. The intent is the use of various transportation modes to offer pathways to better health for the public, including the promotion of people-powered transportation modes such as walking and bicycling.
- Sustainable Transportation – The interaction of the transportation system and the patterns of land use in the community are considered in this topic. As noted above, the municipal comprehensive plans testify to the determination of the communities to pursue sustainable growth strategies. A key concern is keeping incorporated areas compact and economically as well as environmentally sustainable. Environmental sustainability issues arising from the transportation system include air quality, stormwater management and land consumption.
- Freight – as of November 2017 MCRPC is awaiting the final report on the freight study conducted over the past year. Some of the preliminary findings are used in this plan as first steps towards management of freight in the area. Upon completion and review of the freight report, and the freight section of Chapter 5 will be amended to reflect the full understanding of freight conditions, conflicts and operations.

Chapter 5: Goals, Strategies and Action

With the vision refined we have a foundation for setting goals, determining what policies or programs can help, and defining actions to take us from vision to reality. Here we identify the goals that will bring our vision alive when achieved.

While we identify transportation-specific goals and strategies in this chapter, all of them rest on the broad cooperation between the participants in the MPO. In particular, we look to the continuation of cooperation between and among Bloomington, Normal, McLean County and MCRPC to power the work we undertake with this plan. Once again, the recent municipal comprehensive plans provide very detailed examination of the role of transportation in our community as an engine of economic stability and growth, infrastructure management and social equity. Rather than restate these principles and directives, this long-range metropolitan transportation plan is structured to interact with the municipal plans on a continuing basis.

The metrics discussed below in Chapter 6 rely on the availability of accurate and timely data. Thanks to the expanding presence of public and other published data online, useful information is more readily available from more sources, although sometimes at considerable cost. MCRPC is embarking on a new approach to data sourcing and collection. The resources found will be incorporated into a database used through a dashboard-style online interface. Specific strategies and actions listed below allude to this project, and will aid in its fulfillment.

In a larger context, this approach is designed to establish a resource supporting data-driven decision-making and a greater emphasis on quantifying system conditions and performance over time. This task is essential to making good choices regarding priorities and investment done in a considered and cost-conscious way. There may be situations in which the type or reliability of available data may not be responsive to the goals defined, or amenable to the type of analysis required. Data sourcing, evaluation and management will be an ongoing core operation for the MCRPC transportation planning effort.

Strategies and supporting tasks for each of the subject areas discussed in Chapter 4 are considered within the categories defined below. In some instances a strategy may apply to more than one goal, and in these cases the strategy is generally raised in connection to the most closely related goal. The same scheme applies to tasks, which are the base level at which performance can be evaluated.

Engineering	Technical considerations related to the parameters, components and requirements to build, maintain and operate the transportation system efficiently and with best practices adopted for the built transportation network.
Education	Applying the resources of MCRPC and local governments to fully explain and demonstrate the elements of the transportation system and the outcomes and benefits of modifications and innovative changes to the system.
Enforcement	Where appropriate, applying regulatory and/or statutory boundaries on the use of the transportation system, especially to enhance safety, access and mobility.

Encouragement Direct engagement to advocate for transportation use in all modes, solutions, and remedies, carried out by MCRPC and in partnership with local governments and agencies, and through programs such as Safe Routes to School. Light the Night and similar community activities.

Equity The plan emphasizes the central requirement that the transportation system must serve everyone, regardless of location, age, income, race, ethnicity, and level of English fluency or other characteristics protected under law. This requirement applies equally to transportation infrastructure and its operation.

Not all categories are equally relevant to the subject areas. Although the issues addressed for the each of the categories are important to our goals and mission, the Engineering category is most closely aligned with the technical aspects of transportation planning. In the larger sphere of transportation as a social and economic force, the Equity category is the direct expression of our commitment to providing for the transportation and mobility needs of everyone, however they may be situated.

Section I: System Preservation

System preservation protects transportation investments already made and leverages their impact across the entire system. This includes emphasis on the preservation of available transportation modes, maintaining the reliability of the existing network through carefully programmed maintenance activity, and prioritizing these approaches over system expansion except in extraordinary circumstances.

Goal I: We will increase the utility of the transportation system to maintain its operational integrity, leverage previous investment, and meet future needs.

An example of extraordinary circumstances might include a major new employer locating in Bloomington-Normal, thus establishing a new location requiring substantial transportation access where this was not previously a priority. The municipal land use plans acknowledge this possibility as an instance in which not just transportation system facilities but other infrastructure would need reconsideration. Such a revision to the metropolitan transportation plan would require a renewed public process, in concert with the land use review conducted by the jurisdiction.

Federal Planning Factors and Local Plans

The goal of system preservation incorporates three of the nine planning factors established in the FAST Act. These factors deal with the core issues in system preservation, including (a) the link between efficiency and the balance between preservation and expansion, (b) the need for economic as well as operational efficiencies to be supported in the effort to use transportation as an economic driver and attractant, and (c) the essential need to direct increasingly scarce transportation resources to the needs of those already using the existing system.

- Emphasize the preservation of the existing transportation system;
- Promote efficient system management and operation;
- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.

As implied in these Federal areas of focus, and in the community priorities established through public engagement, the heart of Goal I is policy and system management aimed at the limitation of transportation system expansion consistent with meeting transportation needs, and in the absence of a community-changing event that would justify system expansion both technically and economically. This is supported by municipal land use plans, which emphasize the

placement of new development within current corporate limits (infill) already served by the multimodal transportation network and other municipal infrastructure.

Community Factors

Positive Contributors

- Intergovernmental communication and cooperation regarding the transportation system
- A mature existing transportation system with limited gaps in service at functional levels
- Local governments engaged in cooperative support of public transit
- Local governments adopting land use plans favoring compact and contiguous development
- Social service agencies and other transportation providers able to accommodate the public for certain specialized transportation needs
- Public, institutional and corporate support for system preservation

Challenges

- Lack of standardized data and information
- Lack of central repository or sourcing for some data and metrics
- Unanticipated costs incurred due to infrastructure failure or obsolescence
- Demands for service levels incompatible with available resources
- Limited public understanding of transportation system needs and costs
- Uneven distribution of maintenance over time

Funding Opportunities

- Federal surface transportation program funding
- Federal transit funding as available from the Highway Trust Fund
- State reimbursement for transit operations
- ITEP funding for ancillary elements of projects
- PPP with large local employers to provide job access
- Transportation and Health project funding through relevant foundations

Partners

IDOT, FWHA, FTA, MPO partners, local development companies, private sector and non-profit transportation providers

ENGINEERING STRATEGIES

These strategies broaden the scope of available engineering solutions to support system preservation through emerging practices and technologies, and to reduce costs through improved materials or efficiencies. The development of an MPO project selection protocol is a core outcome.

1.1 Focus resources on strategic improvements to the transportation system

Although local representatives remain satisfied with the consensus approach to annual project selection used in the MPO for some years, the Federal Highway Administration has strongly suggested that a formal process for project selection be adopted by the MPO. Note that this selection process will need to be conducted early in the calendar year so that the resulting

choices of non-local projects may be properly reflected in the budgets of each jurisdiction as well as the annual TIP revision. The MPO will spearhead the development of the criteria with the guidance of the Transportation Policy Committee with respect to policy support.

- I.1a Develop project selection criteria supporting improved service for the most users, correction for underserved areas and multi-party coordinated projects
- I.1b Specify and provide existing alternatives to facilities in failing condition, where possible
- I.1c Concentrate maintenance by traffic volume and/or severity of failure
- I.1d Prioritize joint projects involving two or more jurisdictions/agencies
- I.1e Focus funding on facilities where improvements maximize utility and longevity
- I.1f Establish final project cost data reporting by participating agencies to MCRPC

I.2 Set benchmarks for the management and condition of the existing transportation system to enable ongoing comparison and evaluation.

This goal requires the establishment of benchmarks for ongoing comparison and evaluation. Potential actions include tracking aggregated annual transportation system costs to spot trends and judge the impact of economic conditions on costs. Similarly, benchmarks for system conditions will indicate progress in upgrading system performance, but also permit analysis of the relationship of conditions to costs and other possible contributing factors. The goal stresses the importance of joint projects that address regional-scale projects beyond the financial reach of any one local government.

- I.2a Catalogue transportation system status and condition indicia as of January 1, 2018
- I.2b Analyze investments for each mode in annual financial summary
- I.2c Conduct a biennial conditions summary for each mode/target populations
 - i. Drawn from local sources as available
 - ii. Using State of Federal data if applicable
- I.2d Evaluate and biennially report on effect of new practices and techniques

I.3 Evaluate regional impacts of projects and include consideration of regional emphasis in project assessment.

Strategy I.1 notes the importance of regional-scale projects when making project selection decisions. Strategy I.3 refines that idea, through closer examination of regional projects that serve beyond the urban area (metropolitan planning area) in McLean County, or which support services that enable connections throughout Central Illinois. The difficulty of reaching destinations in the region beyond McLean County was specifically cited in public survey responses.

- I.3a Examine feasibility of services outside the MPA, particularly for transit and non-emergency medical service access to the Bloomington-Normal urbanized area, and promote feasible service changes

- I.3b Explore and document potential regional project partnerships, for example, bus or rail connections between Bloomington-Normal and the Peoria area
- I.3c Explore regional cooperation with agencies

I.4 Use innovative transportation solutions for cost effectiveness, through Intelligent Transportation Systems (ITS)

Comply with the Illinois Department of Transportation in adoption is updating the Statewide Intelligent Transportation Systems Architecture, and requires that MPOs either agree to adopt the State architecture or develop a local /regional version that better serves its needs. The State architecture is not expected to be available before the completion of this MTP, so further details on actions will be included by amendment.

- I.4a Establish MPO ITS definition of components and function
- I.4b Develop regional ITS plan in conjunction with adopted State plan
- I.4c Incorporate ITS elements where possible to sustain and improve the existing transportation system
- I.4d Focus ITS selection and implementation on safety and enhanced accessibility
- I.4e Coordinate ITS implementation with transit, airport and rail agencies

I.5 Expand coordination with State and Federal scheduling of transportation improvements, among local governments and with private sector system elements

MPOs are required by Federal law and regulation to conduct a continuing, comprehensive and cooperative transportation planning process. The Illinois Department of Transportation and the Federal Highway and Federal Transit administrations are participants in our local MPO process. Ongoing consultation with these agencies is flawed in that critical project and program information often flows in one direction, from the Federal and State agencies to MCRPC. This communications gap is detrimental to local planning and budgeting; with greater coordination between the State District office and MCRPC, opportunities arise to combine local and State projects and thus minimize costs and disruption of the road network. In some instances, this may also create disruption for large-scale local institutions and enterprises, which should also be involved in the discussion.

- I.5a Establish information exchange with IDOT District 5 office to enable coordinated project planning and execution
- I.5b Establish process for coordinated project schedule through an intergovernmental agreement with MCRPC representing local MPO participants
- I.5c Coordinate with local institutions and major employers or destinations to facilitate cooperation between public and private interests
- I.5d Coordinate with the Bloomington-Normal Airport Authority regarding planning, infrastructure and fiscal needs at the Central Illinois Regional Airport
- I.5e Coordinate among local MPO participants as well as IDOT regarding the status and needs of the rail system for both passengers and freight
 - i. Support coordination between the Town of Normal, IDOT and the railroads to advance passenger high-speed rail and effective freight rail services.

I.6 Broaden intergovernmental staff coordination to new transportation issues, including but not limited to the following:

- I.6a Evaluate the likelihood of success for an intergovernmental agreement for sharing of equipment to be shared among Bloomington, McLean County and Normal, such as road repair or other infrastructure, to reduce costs
- I.6b Coordinate among intergovernmental partners in the development of transportation-related portions of the upcoming energy plan.
- I.6c Coordinate between local governments, the Transportation Advisory Committee and Connect Transit regarding transit service areas, including mobility service, and in the development of the Connect Transit 5-Year Short Term Plan
- I.6d Evaluate feasibility of potential joint or intergovernmental programs
- I.6e Document the coordination efforts among stakeholders, report results, determine what further action is needed and introduce next steps as new strategies and tasks by amendment of the MTP.

I.7 Develop a transportation section for the proposed technology plan.

- I.7a Research technologies for potential use in the transportation system
 - i. Public transportation systems, in concert with the Connect Transit Short-Range Transportation Plan development
 - ii. Consult with public rural and non-profit agency transportation system providers
 - iii. Explore technology to address service gaps
 - iv. Private sector transportation elements
- I.7b Determine the scope of work required for the transportation element of the plan, including feasibility analysis
- I.7c MCRPC to obtain funding and issue RFP/RFQ

EDUCATION STRATEGIES

To fulfill its function of educating policy makers, stakeholders and the public regarding planning issues and outcomes for transportation in the Bloomington-Normal urban area and McLean County, MCRPC's continuing outreach process will incorporate such information through direct engagement, traditional and social media and other outreach methods as appropriate.

I.8 Create awareness of the increasing transportation funding shortfall

Public concerns about and objections to transportation investment in the community sometimes are the result of poor or misunderstood information, or no information, regarding the process of transportation funding and planning. Paying for transportation infrastructure, maintenance and operation is a complicated and expensive undertaking at all levels, and a major destination for local revenue expenditures.

To formulate effective policy and apply it to decision-making requires well-informed officials and constituents. With a constantly expanding array of widely-used communications tools available, our capacity to inform the public and their representatives is expanded as well. MCRPC will use the TIP as well as other communications channels to emphasize the distance between the transportation investment we need, and the significantly smaller amount we can afford.

- I.8a Conduct continuing information updates with local councils and boards regarding funding distribution and sourcing, including anticipated changes based on Federal or State policy or actions
- I.8b Incorporate funding shortfall data into the annual TIP update
- I.8c Using social media, the MCRPC website and local broadcast media, promulgate continuing information program to increase awareness of transportation costs, community benefits and funding options

I.9 Improve public understanding of innovative approaches to providing transportation, and the effects of using emerging technologies

The public survey suggested low community interest in transportation innovation as a priority. However, comments on those responses suggest that the disinterest was driven by unfamiliarity with the potential benefits of innovation to system operations and costs, and the higher level of sustainability and efficiency that might be achieved. Given the pace at which technology changes, it is vital that the MCRPC educational effort provides an understanding of the potentially world-changing advances in transportation possible in the near and more distant future.

- I.9a Through continuing public outreach, emphasize and explain the nature of innovative transportation methods and evaluate effectiveness of this process through polling, surveys and other public outreach efforts.
- I.9b Inform regarding innovative transportation approaches under local consideration through social media platforms, as well as through ongoing engagement with traditional media outlets.

I.10 Communicate with policymakers and intergovernmental staff regarding potential (or illustrative) major facility projects

Maintain current transportation database entries regarding the status of illustrative projects, including status of completed studies and design work.

- I.10a Main Street Multimodal Reconstruction (U.S. 51 through Normal and Bloomington)
- I.10b East Side Highway (Environmental Assessment submitted to FHWA)
 - i. Track data and/or locations identified in the Environmental Assessment Monitoring Plan
 - ii. Track actions required to meet FHWA regulations regarding unusual circumstances
- I.10c Illustrative - 220 MPH passenger rail service through Uptown Station, connecting Chicago, Springfield, St. Louis

- I.10d Illustrative - Feasibility Study for Central Illinois Commuter Rail System Centered on Uptown Station
- I.10e Illustrative - Oakland Avenue - I-55/74 interchange
- I.10f For each project, chose metrics to track for assessing project need, feasibility

I.11 Monitor feasibility of anticipated technologies for transportation systems

This strategy tracks the emergence, feasibility and sustainability of potential transportation system advances, from the evolutionary to the revolutionary, which now exist either in concept, design, testing, prototype or other form, but are not yet widely available in the U.S. market.

While not all of these technologies will be feasible for use in Bloomington-Normal, the development process undertaken may inform the design and use of other projects. Use of this strategy will also allow for monitoring of brand new systems as they become publicly known. This incorporates “beyond the horizon, over the rainbow” advances, perhaps outside the plan timeline and as yet not proved to be technically or economically feasible. Reports on emerging technologies of particular relevance or interest will be included in the annual plan progress report. Results of these technology reviews will be reported in the LRMTTP annual progress report.

- I.11a Monitor technologies either already implemented or expected to enter the regional market in the near term, such as:
 - i. High-speed passenger rail @ 115mph
 - ii. Alternative Fuel vehicles (Hydrogen, Fuel Cell, CNG, Liquid Nitrogen, Solar)
 - iii. Autonomous (Driverless) Vehicles approved for use with passengers (e.g. transit)
 - iv. Autonomous Vehicles approved for use without passengers
 - v. Automated Guideway Transit or Trolley
 - vi. Others as they enter the market

- I.11b Monitor technologies in use elsewhere (include international examples) or currently in development, including but not limited to:
 - i. Very-high-speed conventional passenger rail @ 200+mph (as in Europe and China)
 - ii. Drones for cargo
 - iii. Maglev long-distance passenger trains (as in Asia)
 - iv. Virgin Hyperloop One²³ (passenger and freight)
 - v. Others as development or implementation elsewhere is announced

²³ As proposed by SpaceX founder Elon Musk, in development by Virgin Hyperloop One. In July 2017 Musk claimed to have “verbal gov[ernmen]t approval” for his Boring Company to build an underground Hyperloop system connecting the city centers of New York, Philadelphia, Baltimore and Washington D.C. Musk acknowledged that “formal approval” would require more work. See Hauser, Christine, New York Times, “Musk Teases Plan to Whisk Riders from New York to Washington in 29 Minutes”, July 21, 2017, pg. B3, NYC edition.

- I.11c Follow emerging technologies that may not reach fruition until beyond the plan horizon, or which in the plan's first five years may still be unsupported by a functioning enterprise and untested as feasible, including but not limited to:
 - i. Personal Air Vehicle, including VTOL (e.g. current Uber project)
 - ii. Drones for personal/passenger transport
 - iii. Supersonic Passenger Jet
 - iv. Sub-orbital commercial passenger flight
 - v. Others as they are announced or subjected to study under Federal rules.

ENFORCEMENT STRATEGIES

These strategies are dependent on enforcement activities and rely on up-to-date codes correlated with the transportation system. These changes may produce increased safety, provide improved access or otherwise support the safe and accessible operation of transportation.

I.12 Update and adopt access management ordinances

- I.12a Update areas for access management implementation
- I.12b Develop coordinated ordinance for adoption by all MPA governments

I.13 Enhance or incorporate vehicle tracking and performance in publicly-owned vehicles

- I.13a Create a vehicle monitoring scheme as an Intelligent Transportation Systems (ITS) implementation (see I.4) to track unsafe or unsanctioned use of public vehicles.

ENCOURAGEMENT STRATEGIES

Strategies to encourage the implementation of system preservation and incentivize decisions supporting the current transportation system. These may include direct incentives, waivers and targeted private investment.

I.14 Focus new development to take full advantage of existing facilities

- I.14a Identify areas in existing system conducive to Transit Oriented Development, or redevelopment as warranted
- I.14b Position development activity at infill or contiguous locations to leverage transportation capacity and location, as indicated in comprehensive plan
- I.14c Promote transit-stop locations in higher-density residential and commercial areas

I.15 Emphasize thoughtful expansion of options such as transit, bicycle and pedestrian facilities

- I.15a Demonstrate community benefits for transportation sustainability
- I.15b Publicize data regarding the anticipated advantages to public health outcomes

EQUITY STRATEGIES

Choices about transportation infrastructure always have impacts on community life. Properly calibrated investments in the transportation network can revitalize disadvantaged neighborhoods.

I.16 Design a project selection methodology and criteria which support neighborhood redevelopment and economic revitalization in underserved areas

- I.16a Determine where in the urban area and the county concentrations of underserved residents are located
- I.16b Consult with Federal Highway Administration and Federal Transit Administration staff to ensure that methodology complies with civil rights requirements
- I.16c Involve underserved residents in analysis of transportation needs and solutions

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Section 2: Mobility, Access and Choice

Mobility, access and choice are related principles which together guide actions needed to fulfill the community's vision of our transportation future. Making these concepts a reality is critical to evolving a people-centered transportation system providing the greatest possible set of options to the broadest possible array of people and their goods.

Mobility starts with access to transportation, and affects how easily people and goods find their way through the community or beyond. Mobility is transportation readily available to everyone, whatever their individual challenges, through an array of choices. The level of Mobility is also a benchmark of progress made in broadened the system on behalf of those for whom the available choices are constrained.

Accessibility is the opportunity for all people to use any element of the transportation network. It also refers to the integration of accessible transportation and accessible destinations throughout the community, for any purpose. This is sometimes achieved through the use of universal design, which "is the design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design"²⁴.

Choice refers to modal choice, options such as cars, buses, bicycles, trains and planes, but also the choices people have to structure their time and travel in ways that suit them best.

Goal 2: Improved mobility and accessibility for all is founded on a transportation system that offers choices among multiple modes of transportation and operates sustainably and reliably.

Federal Planning Factors and Local Plans

Progress made in expanding mobility, access and choice incorporates five of the nine planning factors²⁵ established in the FAST Act. These factors deal with the core issues in these three competencies, including (a) the need for economic as well as operational efficiencies to be supported in the effort to use transportation as an economic driver and attractant, (d) the impetus to increase accessibility and mobility (e) improvement in the quality of life both directly using the transportation system and through environmental stewardship, (f) overall enhancement of system connectivity between and across modes and (j) providing transportation options that encourage travel and tourism open to everyone.

²⁴ The Center for Universal Design, North Carolina State University College of Design, *The Principles of Universal Design*, at https://www.ncsu.edu/ncsu/design/cud/pubs_p/docs/poster.pdf.

²⁵ See the list of planning factors at the end of Chapter 6.

In addition to providing a guide to fundamental transportation policy for the community and direct engagement with the vision for transportation, these disparate aspects of the Federal mandate are a framework for exploring new transportation solutions and concepts. Some may be waiting for the right technology to emerge, while others need the acceptance of changing ideas about how we use all elements of the transportation network. This is strongly supported by the municipal comprehensive plans recently adopted by Bloomington and Normal.

ENGINEERING STRATEGIES

Improving bicycle and pedestrian environments encourage active lifestyles and create truly accessible places. Aspects such as convenient, direct or even scenic routes, level of comfort while traveling, perception of safety while traveling and aesthetic quality of the route have significant impacts on multimodal mobility and accessibility. All modes should receive the same degree of planning and implementation to create usable choices for all users.

2.1 Create and continuously update a database for tracking regional transportation system data for use in a central dashboard access tool

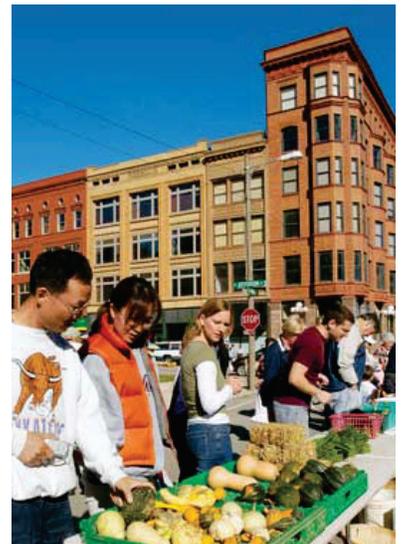
Much of the ongoing activity in transportation planning and management relies on the availability of accurate information on which to base decisions. To make these resources readily available, MCRPC will develop a regional transportation information dashboard.

- 2.1a Create database framework for regional transportation system data
- 2.1b Establish data update flow from local governments, IDOT to MCRPC
- 2.1c Obtain regional data from external/commercial sources on a continuing basis as needed
- 2.1d Incorporate data regarding environmental and social aspects of transportation as available

2.2 Incorporate Complete Streets principles into project design, planning and implementation process (See Maps 5.1 and 5.2, following pages.)

Bloomington and Normal have adopted ordinances to enable the use of Complete Streets concepts, integrating all users into street design and operation and improving transportation access by any mode, and accommodating where appropriate in plans.

- 2.2a Through the Transportation Technical and Policy Committees, formulate and adopt a regional definition for Complete Streets, including criteria through which project proposals may be evaluated; incorporate this definition into the project selection matrix.
 - i. Review findings from the Complete Streets



element and others as relevant from the USDOT *Safer People, Safer Streets* Mayors' Challenge

- ii. Refer to the March 2016 FHWA *Guidebook for Developing Pedestrian and Bicycle Performance Measures* in developing additional performance measures as needed
- iii. Apply relevant findings to the project selection matrix
- iv. Incorporate considerations for transit, pedestrian and bicycle projects

- 2.2b Apply Complete Streets ordinance provisions in restoration or reconstruction of existing streets and roads as resources permit
- 2.2c Where Complete Streets provisions are implemented, incorporate pedestrian and bicycle accommodations to enhance bicycle connectivity and safety
- 2.2d Incorporate transit metrics into analysis and implementation according to criteria established in plans and ordinances
- 2.2e In concert with local jurisdictions, conduct mobility and connectivity analysis regarding impacts of Complete Streets implementation according to criteria established in plans and ordinances

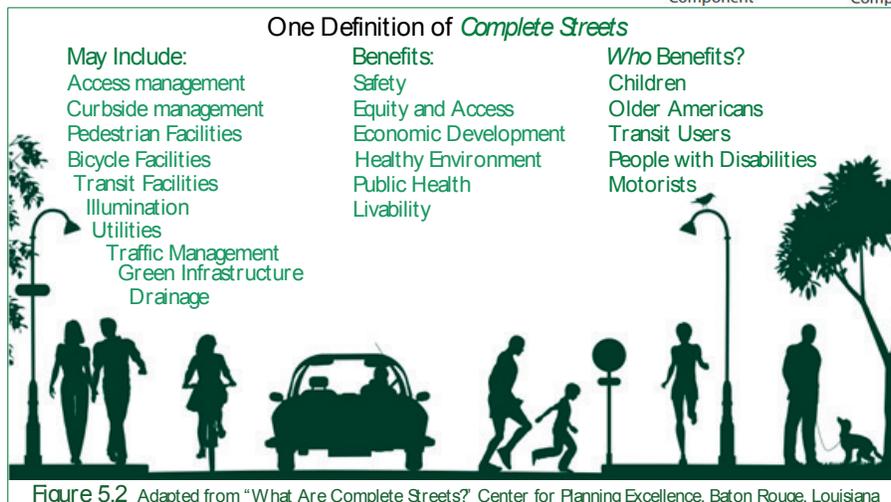
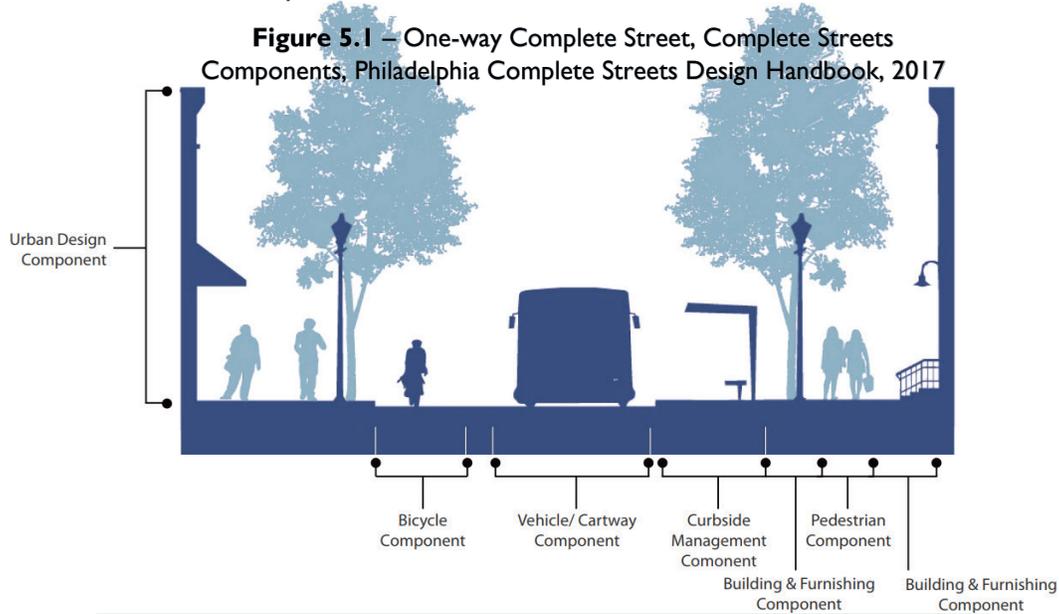
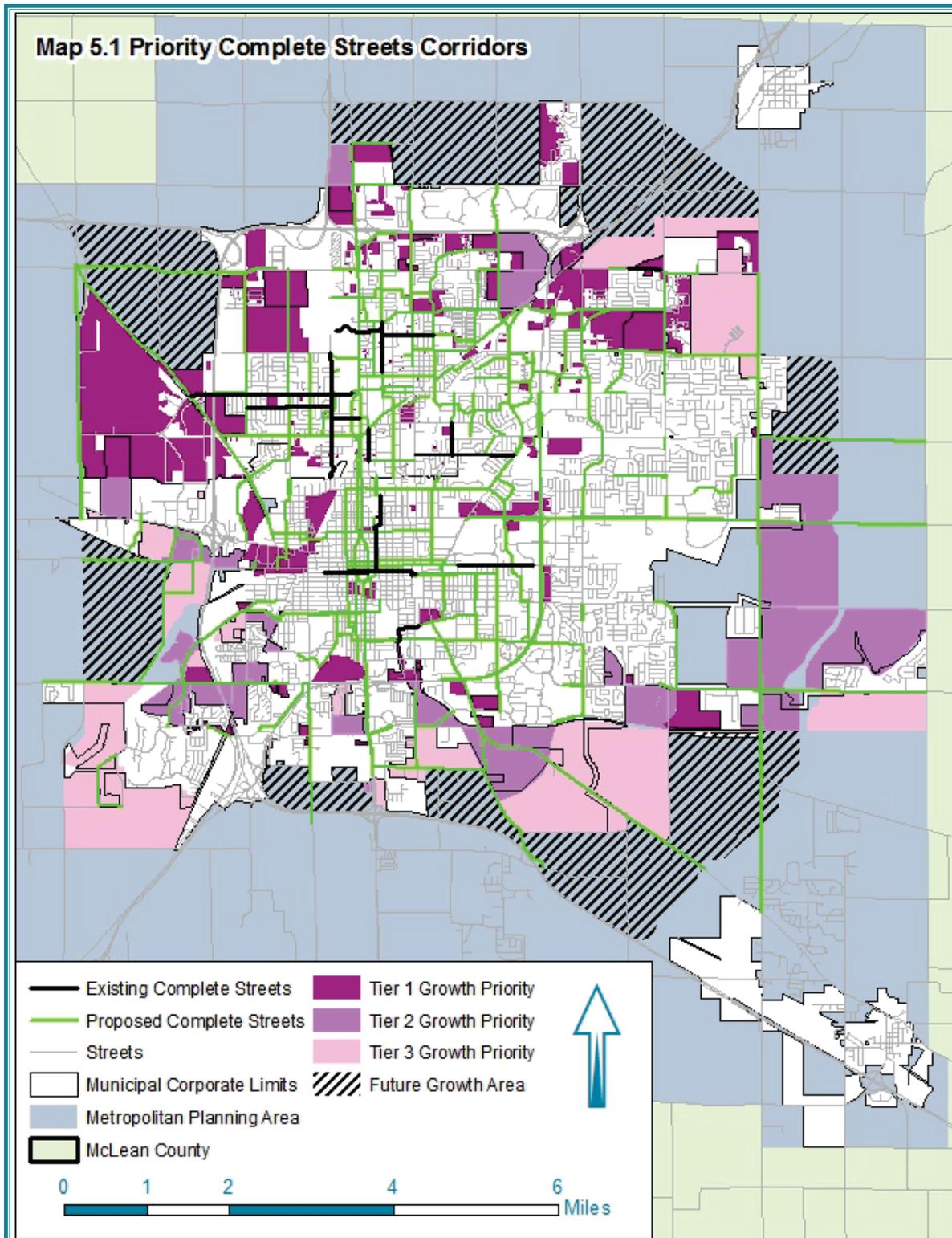
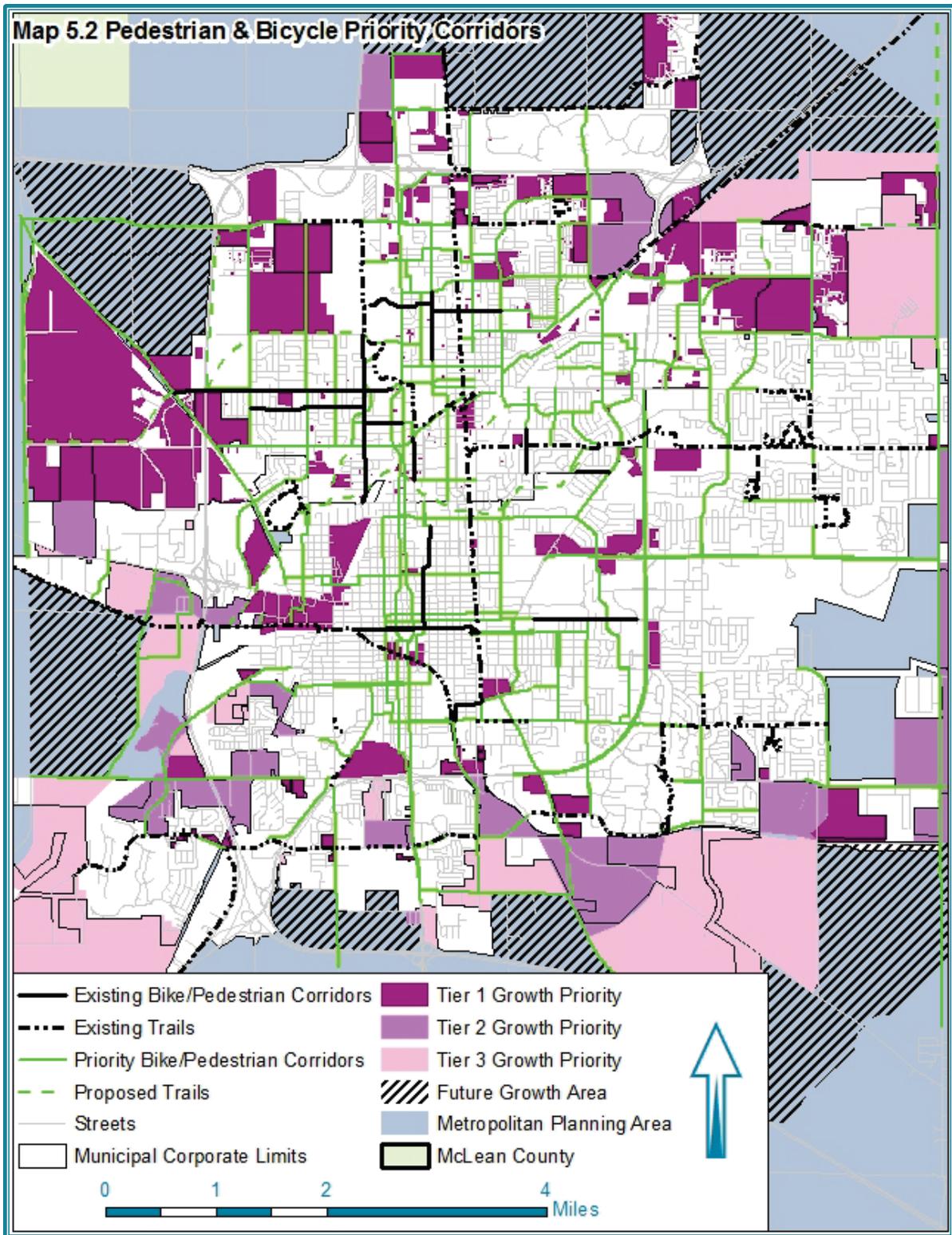


Figure 5.2 Adapted from "What Are Complete Streets?" Center for Planning Excellence, Baton Rouge, Louisiana



Map 5.1 highlights locations where current municipal plans identify opportunities to introduce elements of Complete Streets. The LRTP Steering Committee has emphasized the vital need for a definition of Complete Streets with which all participants agree.



Map 5.2 shows priority corridors already designated in comprehensive and bicycle-pedestrian plans, in the context of land use and development priorities.

2.3 Upgrade our Travel Demand Model data and related applications

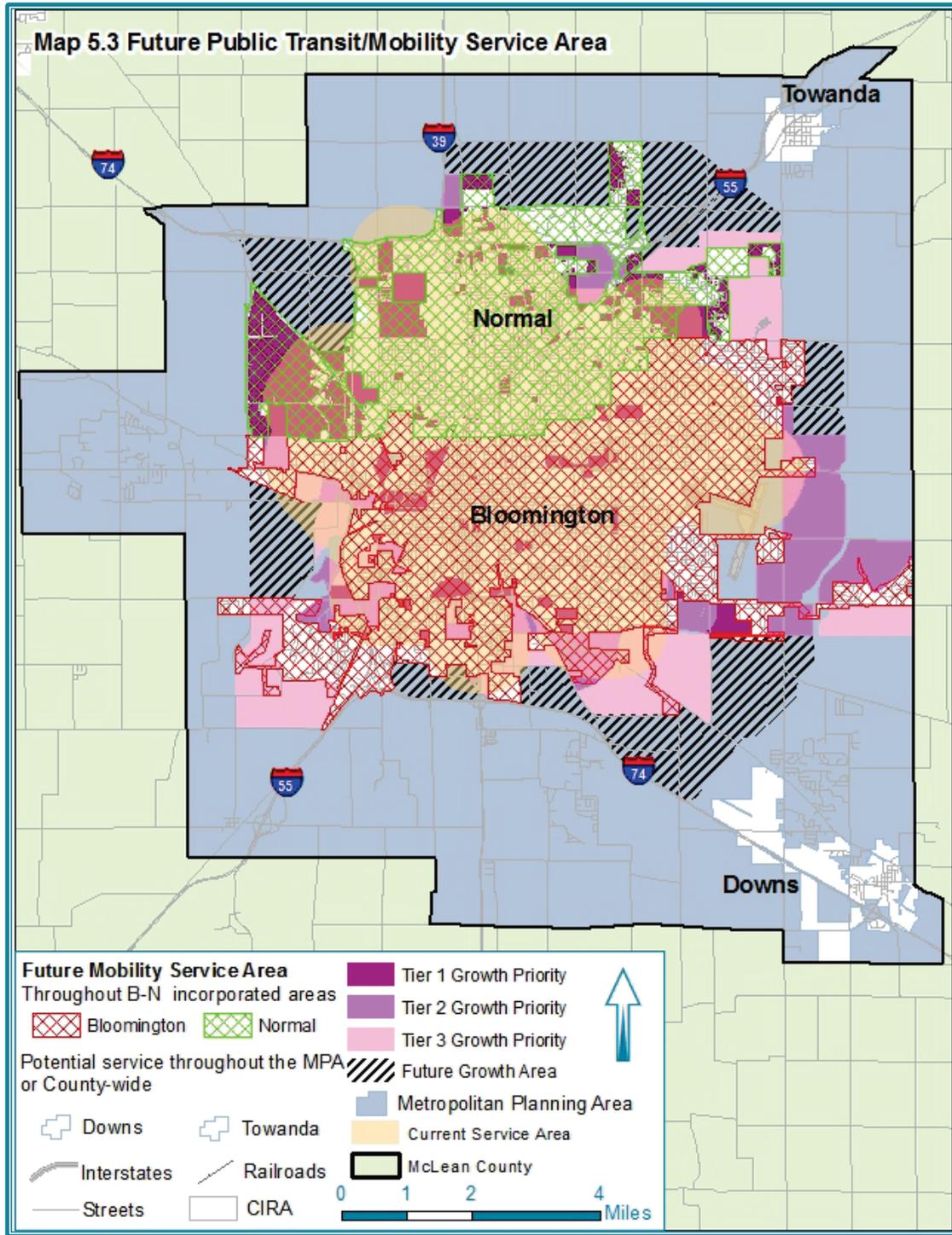
- 2.3a Upgrade and update Cube model data
 - i. Account for transit operations and connectivity in model data
 - ii. Consider implementation of freight modeling as reflected in the freight study
 - iii. Solicit stakeholder feedback regarding the TDM capabilities needed
- 2.3b Determine the relevant capabilities for Sugar Access
 - i. Test Region 6 HSTP data and prepare access analysis for HSTP plan update
 - ii. Test applications for use in analysis of the MPA and supplement transportation plan documents as needed
 - iii. Conduct access analysis for areas with higher-than-average Title VI populations regarding Connect Transit

2.4 Improve and expand public transit service using innovative technologies and engineering strategies (See **Map 2.5** - connect transit routes and current Mobility service area, and **Map 5.3**, next page, for a preferred future public transit service area definition.)

Substantial capital investment is required for transit infrastructure and rolling stock, so creative approaches to technological and engineering advances should be used where they advance overall transit system access and enhance mobility for riders.

- 2.4a Implement emerging technologies to improve fixed-route transit fuel efficiency and reduce maintenance costs
- 2.4b Explore and adopt paratransit (Connect Mobility) vehicle and dispatching technologies that improve safety and mobility for riders and added responsiveness in reservations and completed Mobility trips, including paratransit vehicles which:
 - i. Use safe and reliable accessibility designs, such as low-floor ramp-equipped access for assistive devices and wheelchairs
 - ii. Are equipped to transport increasing weight levels safely, including safe use with powered and oversized assistive devices
 - iii. Use clean energy and materials to improve safety for mobility riders with environmentally-based medical concerns
- 2.4c Support the transition of rural public transit to equipment and policies which improve safety and utility to riders and efficiency in operations and costs; this may include:
 - i. Vehicles using clean energy and materials as appropriate for rural service conditions
 - ii. Safe and reliable vehicle design optimized for accessibility and appropriate for use in rural areas and for greater distances, and for all riders
- 2.4d Assist in implementation of shared, coordinated services between rural and urban public transit providers to enhance service availability and frequency for all riders

Map 5.3 envisions a future transit service area that provides both fixed route and mobility service throughout Bloomington and Normal. Although currently limited to service within the corporate boundaries of the City and Town, reorganization of Connect Transit as a mass transit district would permit expansion of the service area throughout the urbanized area.



2.5 Focus land use and transit planning efforts to incorporate Transit Oriented Development (TOD) as opportunities arise. Examples include but are not limited to:

- 2.5a Additional residential development in Uptown 2.0 or other neighborhoods
- 2.5b Assisting the Downtown Bloomington study regarding gateways and Downtown access
- 2.5c Expanded coordination with Connect Transit regarding transit supportive densities in residential redevelopment or new development projects
- 2.5d Develop guidelines for Transit Oriented Development implementation based on planning standards, local development conditions and data analysis

2.6 Create and sustain a stable operating and fiscal environment for public transit service to optimize rider access and mobility

For transit systems to function reliably and make sensible programming decisions, a stable source of funding is needed. Transit capital costs require long-term planning for the acquisition of rolling stock and technology upgrades, and potentially for conversion to renewable fuel options. An identifiable funding source over a period of years makes these commitments possible. **Map 5.3** illustrates the medium-term goal for the future transit service area

- 2.6a Secure reliable and sustainable funding sources to facilitate planning and programming urban and rural public transit service, including:
 - i. Specialized services for mobility-challenged riders through health-related grants
 - ii. Service to “gray area” (in urbanized area but not within incorporated city and town) riders coordinated with between rural and urban public transit
 - iii. Use of public-private partnerships to establish long-term funding stability
 - a. Through institutional and corporate clients, part of their overhead i.e. worker shuttles
 - b. With large-scale users, through use of contracted universal ridership programs to offset costs

2.7 Partner with Connect Transit in developing its 5-year service plan

In conjunction with the LRTP, Connect Transit is initiating a new planning process to begin during FY 2018, through the development of a five-year service strategic plan. This is a joint project of Connect Transit and MCRPC.

- 2.7a Determine the scope and framework of the proposed plan.
- 2.7b Conduct the planning process for the first iteration of the plan, and a report thereon, for submittal to the Board of Trustees.
- 2.7c In the plan provide for a continuing update schedule.

EDUCATION STRATEGIES

Action items in the proceeding engineering strategies include education for local government staff and others on issues and methods as needed. Equally vital is education for elected officials, potential public and private sector partners and the general public regarding the initiatives to be implemented as well as resources available to the community to expand transportation options that increase mobility, access and transportation choices.

2.8 Increase public understanding of Complete Streets ordinance effect on street and road projects

- 2.7a Conduct analysis of Complete Streets aspects of project proposals in intergovernmental development review, include in review report and post the report for public access
- 2.7b Emphasize the Complete Streets principles and why they are appropriate to projects(s) under consideration in public settings such as Council or Board meetings, planning commissions, media contacts or other opportunities
- 2.7c Post and promote informational materials explaining relevant ordinance provisions and locations where the Complete Streets policies are employed

2.9 Inform the public regarding access to transportation as a matter of right (See also Goal I, Equity Strategies)

Some public programs that provide services for eligible people, such as Medicaid, may require service providers to include transportation to and from designated locations where services are offered.²⁶ For agencies receiving funding to run these programs, the cost of providing transportation either directly or through a contracted agent is part of the core services they must provide. Each program has different provisions and conditions, and at enrollment recipients should be provided with information on the services available.

- 2.8a Ensure access to public services via public transit or other mode
- 2.8b Coordinate through the Transportation Advisory Committee and County Health Department to secure affordable transportation to all health care resources

2.10 Expand transit training to increase transit use

Often reluctance to use public transit is grounded in unfamiliarity with how our public transit system operates. In specific cases local transit and transportation providers have created transit training programs that successfully enable their clients to move from paratransit services to the Connect Transit fixed route system.

- 2.9a Support expanded funding for expansion of the transit training program conducted by LIFE-CIL

²⁶ 49 CFR Parts 27, 37, 38 and 39; FTA Circular 4710.1, 11/4/2015, *Americans With Disabilities Act (ADA): Guidance*

- 2.9b Provide transit training materials, such as those developed by Marcfirst, to agencies serving clients needing access to transit

ENFORCEMENT STRATEGIES

Although some decisions about the transportation network are not within the authority of the local governments, those that are should be used to support the widest possible scope of safe access to the transportation system.

2.11 Use available local government authority to guide decisions regarding transportation network standards and practices.

- 2.10a Strongly support use of accessible vehicles by any transportation service open to the public and operating in MPA
- 2.10b Encourage high level of ADA+ accessibility in transportation facilities using universal design principles at:
 - i. Buildings, stations, transit stops and transfer points
 - ii. Rail
 - iii. Transit
 - iv. CIRA
- 2.10c Establish policies and allocate resources
 - i. Local governments and agencies enact or endorse policies for multimodal priorities
 - ii. Local governments and agencies consider metropolitan transportation plan priorities in distributing resources to transportation projects

ENCOURAGEMENT STRATEGIES

As noted in Strategy 2.8, there are limits on the authority of local governments and agencies to regulate or mandate transportation infrastructure implementation, there are opportunities to encourage participation in community initiatives for transportation innovation.

2.12 Demonstrate local government commitment to transportation innovations to spur institutional, private sector and public participation.

- 2.11a Enable ongoing expansion of bike sharing programs as demand and destinations warrant.
- 2.11b Expand availability of car sharing and short-term rental services, through private enterprise or other forms of organization
- 2.11c Obtain/calculate and publicize community scores to encourage participation in a community-wide shift to multimodal transportation choices, including:
 - i. Walkability
 - ii. Biking
 - iii. Transit access
 - iv. Other transportation scoring metrics as available

- 2.11d Expand programs to promote the use of alternate transportation modes wherever possible, including:
 - i. Expanded transit training outreach and programs for using transit to:
 - a. Ride to school
 - b. Ride to employment
 - ii. Ride sharing, including the use of multiple types of transportation
 - iii. Annual *Good To Go* commuter challenge
 - iv. Special shared space events
 - v. PARK(ing) Day – a one-day parking-to-park and arts collaboration
 - vi. Complete Streets demonstrations and presentations for civic and other groups of interested parties
- 2.11e Expand programming for Human Services Transportation, including:
 - i. Provide support for continuing Connect Mobility integration of non-emergency medical transportation services into Connect Mobility
 - ii. Support for expansion of non-emergency medical transportation services
 - iii. Funding participation by health care organizations that benefit from non-emergency medical transportation services
 - iv. Recruit new partner/members into the MCRPC Transportation Advisory Committee
 - v. Support the LIFE Center for Independent Living in their ongoing mobility review process
- 2.11f Work with Connect Transit and other transit/transportation providers to consolidate specialized transit services
 - i. Continue and expand coordination with social service agency transportation programs
 - ii. Expand transit training opportunities for Mobility passengers able to ride fixed routes

EQUITY STRATEGIES

The transportation needs of people who belong to a group defined as protected under the Civil Rights Act of 1964 and its amendments and revisions, the Americans with Disabilities Act and its amendments, and other laws, regulations and rules which in any way refer to access to transportation of any kind, are protected as a civil right. Failure by governments, enterprises, agencies or institutions to properly accommodate people who meet these criteria can be subject to sanctions or other responses.

2.13 Affirmatively include people protected under local, State and Federal civil rights and disability rights laws in all transportation planning and implementation outreach and implementation.

- 2.12a Continue planning and implementing public and public-private human services transportation for populations protected under Title VI of the Civil Rights Act and related laws, including:
 - i. Ethnic/Racial minorities

- ii. People with disabilities
 - iii. Seniors
 - iv. Communities/individuals with limited English proficiencies
 - v. Low income households or families
- 2.12b Emphasizing Title VI in public transit service accessibility as decisions are made regarding fixed route, paratransit and non-emergency medical transport services
- i. Request the input of people protected under civil rights laws, and advocacy groups which represent their interests, early in the decision-making process.
 - ii. Create partnerships with advocacy organizations to provide a path for continued discussion and outreach
- 2.12c Support access to active transportation for areas with greater than average populations of people protected under Title VI of the Civil Rights Act and related laws
- i. Extend pedestrian/bicycle facilities into underserved areas, including:
 - a. Trails
 - b. On-street bicycle lanes
 - c. Sidewalks
 - ii. Create active transportation links to neighborhood gathering places such as schools, parks, community centers, libraries and commercial cores.
 - iii. Extend bicycle-sharing programs into underserved neighborhoods



Section 3: Health and Safety

As outlined in Strategy 2.1 below, the Vision Zero approach is identified as a keystone strategy for ongoing work to make the transportation system as safe as possible for all users. Simply put, Vision Zero aims to eliminate traffic crashes that result in death or serious injury, no matter what mode of transportation they may be using. This should be achieved while at the same time the transportation system provides greater mobility for its users, and captures new users with all types of transportation opportunities, each offering the safest experience possible.

Goal 3: Our transportation system will be safe for everyone regardless of where they go or how they get there, as the implementation of Vision Zero takes effect.

Federal Planning Factors and Local Plans

Emphasizing the health and safety aspects of transportation supports two of the nine planning factors established in the FAST Act. Factor B promotes increasing the safety of the whole system and all modes, factor D encourages multimodal access for all, and factor D promotes connectivity between modes of travel that allows users to reach transportation elements that might otherwise be inaccessible. These can include access to people-powered modes that promote better health, as well as safety in making connections.

In the community survey, safety was identified as an area of real concern and a high priority for project implementation. The overall safety of all components of the system is critical for responsibly promoting use of some aspects of the system for active transportation.

Community Factors

Positive Contributors

- Intergovernmental communication and cooperation regarding the transportation system
- A mature existing transportation system with limited gaps in service at functional levels
- Local governments adopting land use plans favoring compact and contiguous development, which facilitates connections between multiple types of transportation.

Challenges

- Lack of standardized data and information
- Lack of central repository or sourcing for some data and metrics
- Unanticipated costs incurred due to infrastructure failure or obsolescence
- Demands for service levels incompatible with available resources
- Limited public understanding of transportation system needs and costs

Funding Opportunities

- Federal transit funding as available from the Highway Trust Fund
- State reimbursement for transit operations
- Transportation and Health project funding through relevant foundations

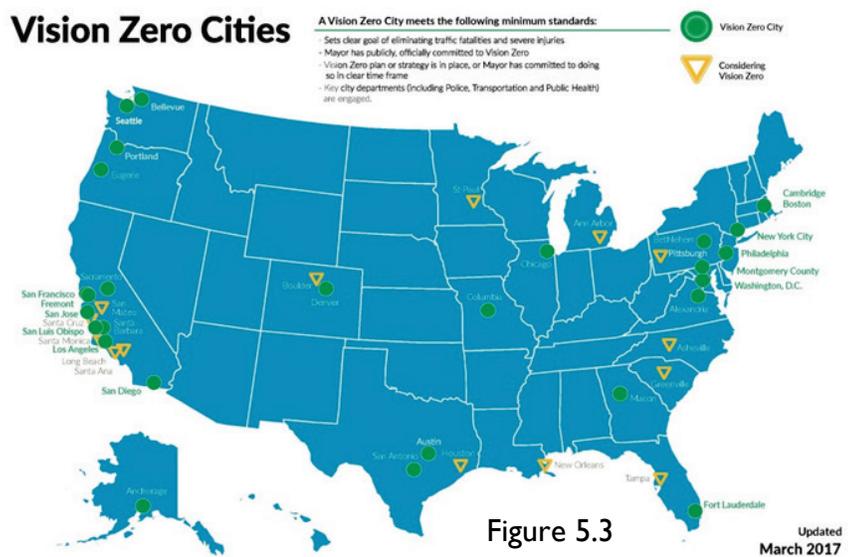
Partners

IDOT, FWHA, FTA, MPO partners, local development companies, private sector transportation providers, public transportation providers, bicycle advocates

ENGINEERING STRATEGIES

3.1 Implement Vision Zero

Vision Zero is a traffic safety project with a clear goal - a transportation system with zero fatalities or serious injuries, which also “increasing safe, healthy, equitable mobility for all²⁷.” As with any public service, the lives and safety of users are of paramount importance. While transportation system users share responsibility for system safety with the governmental stewards of the system, the greater share of this duty lies with public entities. In the Vision Zero approach to traffic safety, death and injury are not inevitable, and can be prevented through appropriate policy and design decisions.



Traditional Thinking	Vision Zero	Figure 5.4
←	→	
Focus on accidents	Focus on fatalities and serious injuries	
Perfect human behavior	Integrate the failing human in design	
Individual responsibility	Shared responsibility-system & design	
Industry must be forced	Industry can be stimulated	
Saving lives is expensive	Saving lives is cheap	

- 3.1a Convene a joint work session of the City, County and Town to present the concept and propose a regional commitment to the goal of zero deaths or serious injuries suffered by any person using our transportation system.

²⁷ At <http://visionzeronetwork.org/about/what-is-vision-zero/>, Vision Zero Network website; figures 5.3 and 5.4 adapted from Vision Zero

- 3.1b Empower the Transportation Technical Committee to oversee and conduct the process
- 3.1c²⁸ In collaboration with MCRPC, MPO partners will develop a Vision Zero Action Plan (VZAP) for the metropolitan planning area as defined in the FY 2017 LRTP
 - i. Engage entire community in process
 - ii. Implement special outreach to residents/users of areas with crash history, including Downtown Bloomington, the ISU campus and Veterans' Parkway
 - iii. Emphasize equity in the process
 - iv. Collect, publish and inform the public regarding data assembled and analyzed
 - v. Conduct extensive and meaningful community engagement pursuant to the MCRPC Public Participation Plan as revised and adopted in 2017.
 - vi. Conduct a transparent planning process for the VZAP and provide ample opportunity for community comment and participation
 - vii. Establish performance metrics and targets
 - viii. Complete plan adoption by the participating governments
 - ix. Form a Citizens' Vision Zero Advisory Committee through MCRPC
 - x. Assign local staff Technical Oversight Committee and launch implementation

3.2 Incorporate Vision Zero concepts and practices early in planning and implementation

The Vision Zero project approach to preventing fatalities and serious injuries for transportation system users should be addressed early in project development. (See *also* Strategy 1.6)

- 3.2a Facilitate technical education/training targeted for engineering and planning staff regarding Vision Zero implementation and outcome measurement
- 3.2b Incorporate Vision Zero metrics and targets into criteria for project selection (see Strategy 2.1)
- 3.2c Correlate Vision Zero process steps with IDOT safety goals and performance measures, consistent with IDOT safety initiatives

3.3 Re-design transportation system components as needed for the safest possible multimodal use

To improve safety for all users, the design of transportation system elements should continue to emphasize best practices for a transportation network usable by everyone, where some users may need accommodation to travel safely and without hindrance.

- 3.3a Transit providers should evaluate and improve safety, where needed:
 - i. Vehicles, including access features of paratransit buses
 - ii. Transit stops and rider shelters
 - iii. Transit stop locations for major stops and transfer points
 - iv. Interface between transit operations and pedestrians/bicycle users

²⁸ Project process derived from Vision Zero Network website at <http://visionzeronetwork.org/9-components-of-a-strong-vision-zero-commitment/>.

- 3.3b Improve and maintain pedestrian/bicycle facilities (See *also* Task 1.2)
 - i. Connect facilities to primary destinations identified by riders
 - ii. Create bicycle lanes as indicated in community bicycle/pedestrian plans
 - iii. Create bicycle lane-to-trail connections to provide safe passage between these facility types
 - iv. Provide pedestrian security at crossings (mid-cross islands, etc.), on parallel routes
 - v. Install or improve sidewalks to increase walkability, as indicated in sidewalk plans and as identified by user travel patterns
 - vi. Configure streets to better accommodate pedestrians and bicyclists, as indicated by user information and bicycle/pedestrian plans

EDUCATION STRATEGIES

3.4 Actively inform the public regarding the health benefits of person-powered transportation

- 3.4a Coordinate with health department, parks departments, bicycle and pedestrian advocacy groups regarding public information content and distribution
- 3.4b Use MCRPC information resources, such as the agency website and social media outlets, to distribute relevant information
- 3.4c Request that interested agencies cross-promote materials through their contact networks

3.5 Promote awareness of the rights of users to:

- 3.5a General public, through direct and social media channels
- 3.5b Municipal and County planning and engineering staff, through ongoing intergovernmental coordination process
- 3.5c Local government officeholders, elected and appointed, by means they determine
- 3.5d Law enforcement
- 3.5e Safety and mode advocacy groups, through direct engagement and social media

3.6 Augment or expand safety training programs (See also Task 3.8)

- 3.6a Coordinate bicycle programs for children with schools, parks departments and bicycle advocates
- 3.6b Coordinate with bicycle advocacy groups regarding training for members and the public regarding bicycle rules of the road
- 3.6c Inventory pedestrian training for children, such as the Walking School Bus
- 3.6d Promote educational programs like CarFit²⁹ to seniors who still wish to drive
- 3.6e Create dashboard resource for similar programs and survey public interest

²⁹ CarFit is a program sponsored by AAA, AARP, and the American Occupational Therapy Association. It seeks to help older drivers maintain safe driving skills and keep their vehicle tuned to their personal needs.

ENFORCEMENT STRATEGIES

3.7 Coordinate between law enforcement (ToN, CoB, ISU, IWU, County Sheriff) and local staff, safety and mode advocacy groups, and school officials to establish:

- 3.7a Inventory and information resource of programs requiring coordination with law enforcement
- 3.7b Monitor law enforcement agency's public information process regarding non-motorized transportation system users



DROP IT AND DRIVE

ENCOURAGEMENT STRATEGIES

3.8 Promote public transit, walking and bicycling to school and work

- 3.8a Coordinate between school districts, PTOs, health departments, law enforcement and advocacy groups to promote the use of Safe Routes to School, Walking School Buses, and school district walking routes for students residing near their schools
- 3.8b Coordinate with institutions and large employers to promote existing transit, pedestrian and bicycle commuting options
- 3.8c Encourage public-private partnerships to support expanded programs sustaining and improving transit, bicycle and pedestrian commuting options

EQUITY STRATEGIES

As with any public program, efforts to promote transportation safety and the health benefits of walking and bicycling must be made fully available to disadvantaged residents who may not have access to standard forms of information distribution, or who may need assistance in participating in public information events or in the activities being promoted or described. This applies both to communities of people who share a challenge or barrier, and to communities defined by geography, which do not have ready access to the full complement of transportation options. (Also see the Equity element of Section I, above.)

3.9 Ensure that all elements of the transportation system, and all promotional or educational efforts regarding its safety and health aspects, are available to all persons.

- 3.9a Using social service, public health and community networks, accessible materials regarding health and safety issues will be available:
- 3.9b For people with disabilities, in the format or delivery system they require, or with direct assistance where possible

- 3.9c For people with limited English proficiency, in translation either directly through local governments, agencies and MCRPC, or with the assistance of community or neighborhood organizations able to provide translation
- 3.9d For seniors, in a format or delivery system they prefer, or distributed through residential and care facilities where they reside
- 3.9e For people in isolated or disconnected neighborhoods, through direct contact or contact through neighborhood, social service and faith organizations, including organizations serving minority groups or low income households and families

3.10 Solicit the participation of people representing disadvantaged groups or areas in the design of transportation programs and opportunities, relating to:

- 3.10a The safety and security of the transportation system
- 3.10b The health benefits or impacts of transportation modes and services
- 3.10c Training to use the public transit system, including mobility services

Section 4: Sustainable Transportation

Our community is increasingly focused on sustainability of several kinds; fiscal, environmental, economic and institutional. Sustainability is a central focus of community and comprehensive planning in Bloomington-Normal and McLean County. Transportation is key in the sustainability equation, where the gains made through public transit and people-powered transportation are offset or diminished by the environmental damage caused by transportation to air and water quality, and the long-term consumption of land to provide new streets and highways.

Goal 4: We will use sustainable methods, materials and financing to maintain and improve the environmentally responsible functioning of the transportation system.

Federal Planning Factors and Local Plans

Sustainable transportation supports two of the nine planning factors established in the FAST Act. Factor E references the interrelated aims of environmental protection and enhancement, energy conservation, and improved quality of life, as well as the consistency of local and State growth and economic development plans and system improvements. This factor is also supported by policy and practice recommendations in local plans, notably in the Bloomington and Normal comprehensive plans. Our priorities also include fiscal sustainability, which is discussed in Section I, System Preservation.

The 2012 metropolitan transportation plan also emphasized transportation sustainability, a priority expanded in this plan. Factor I addresses transportation reliability and resiliency, and in particular mentions mitigation and reduction of stormwater on surface transportation; stormwater management has been a key point of cooperation among local governments and agency for some years, and the Bloomington-Normal Water Reclamation District (BNWRD) is a valued partner for intergovernmental planning in McLean County. The Ecology Action Center (EAC) provides valuable support to local governments on sustainability issues and actions. Sustainable maintenance and operation of transportation systems is also supported by IDOT.

Although the community survey did not reflect a dominant concern for environmental issues as a transportation priority, the need to make progress in this area is implicit in the wider community concern for sustainability.

Community Factors

Positive Contributors

- Intergovernmental communication and cooperation regarding the transportation system

- Local governments adopting land use plans favoring compact and contiguous development
- Local government cooperation regarding environmental issues, including stormwater management, solid waste management, greenhouse gas generation and mitigation, rural land preservation and other environmental issues that may be impacted by the transportation system.

Challenges

- Lack of standardized data and information
- Lack of central repository or sourcing for some data and metrics

Funding Opportunities

- Federal transportation program funding for environmental mitigation
- Federal transit funding for clean energy alternatives
- Federal environmental program funding through the Environmental Protection Agency
- State mitigation and assessment funding through the Illinois Department of Natural Resources and the Illinois Environmental Protection Agency

Partners

IDOT, FWHA, FTA, MPO partner participants, Ecology Action Center, IDOT, IDNR, IEPA

ENGINEERING STRATEGIES

The inclusion of environmental protection measures at the outset of an infrastructure project is generally more cost-effective than retrofitting an already-built facility.

4.1 Investigate environmentally beneficial materials and techniques for use in the transportation system

- 4.1a Explore the use of permeable pavement materials on streets or off-street facilities³⁰ including use of existing materials.
- 4.1b Evaluate paving material and other aspects of the transportation system as contributors to urban heat island effect, and document findings
- 4.1c Determine priority criteria for environmentally sensitive projects or materials tests
- 4.1d Seek out sustainable materials for use in transportation infrastructure, and evaluate them for possible continuing maintenance and building.

4.2 Assess and, where feasible, correct air quality impacts from the transportation system on adjacent land uses

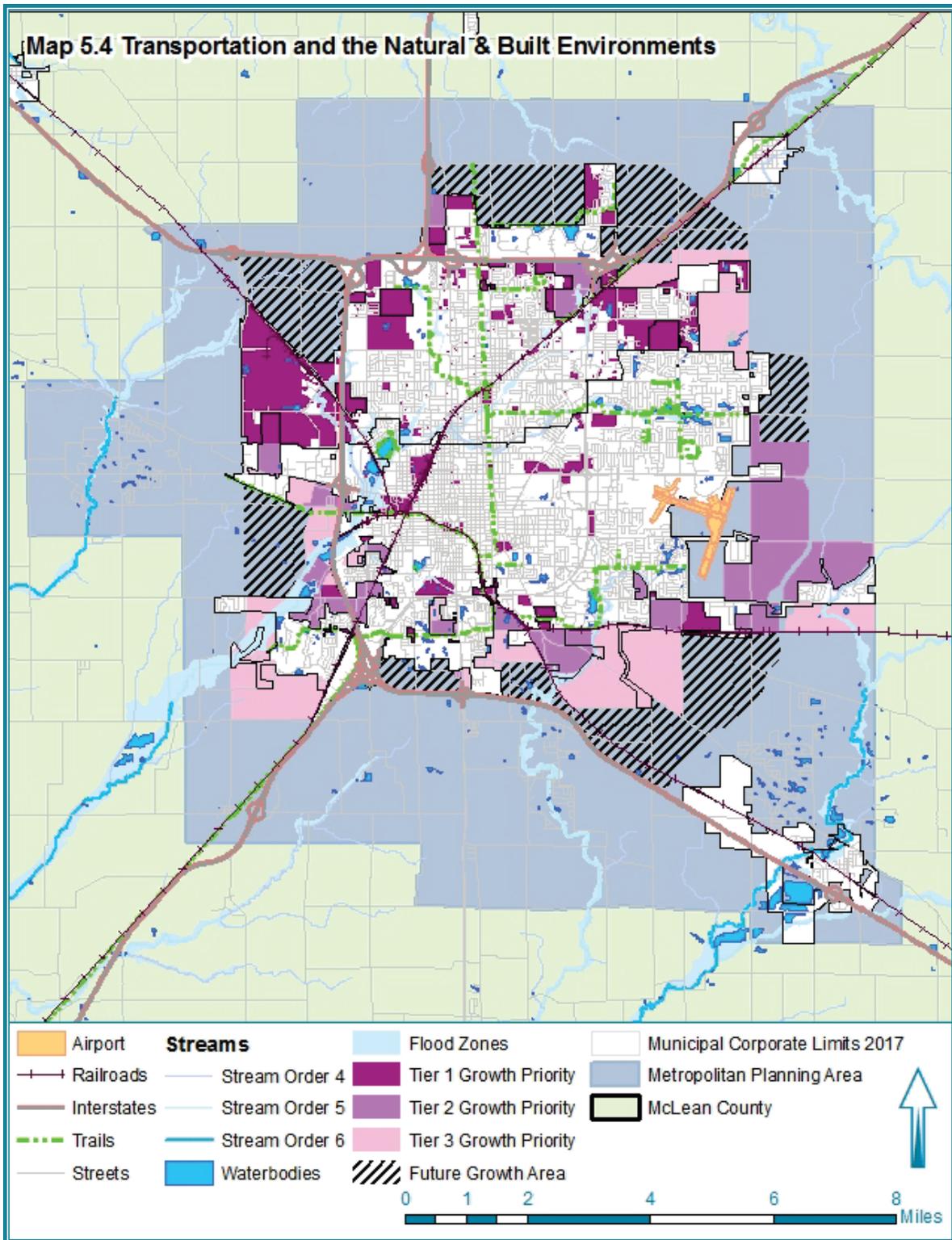
- 4.2a Work with partners Ecology Action Center [EAC], Connect Transit, Illinois State University, Heartland Community College, Illinois Wesleyan University and non-profit transportation providers to quantify impacts

³⁰ See <https://www.epa.gov/soakuptherain/soak-rain-permeable-pavement>. See also projects from Portland OR and Seattle WA

- 4.2b Phase out public agency use of vehicles and fuel types that have particularly harmful effects; phase in more efficient vehicles with fewer greenhouse gas and criteria air pollutant emissions.
 - 4.2c Use distributed air quality measurement devices at selected locations to monitor motor vehicle volume, emissions to identify air quality “hot spots”.
 - 4.2d Investigate placement of EPA air quality monitoring equipment AQS_SITE_ID 17-113-2003 at ISU Harris Physical Plant location on Gregory Ave., Normal (in consultation with EAC)
 - 4.2e Capture data from AQS site at ISU and incorporate into transportation data dashboard
- 4.3 Monitor exposure and/or proximity to transportation-related contaminants³¹ designated in the National Ambient Air Quality Standards, in cooperation with the Ecology Action Center**
- 4.3a Criteria pollutants/emissions, (carbon monoxide, nitrogen dioxide, ozone, sulfur dioxide, lead)
 - 4.3b Particulates, PM10 and PM2.5
 - 4.3c Reaction products
 - 4.3d Volatile organic compounds (VOCs)
- 4.4 Monitor greenhouse gas emissions (CO₂, CH₄, N₂O, Fluorinated gases) and maintain records of emissions sourced to transportation, in cooperation with the Ecology Action Center**
- 4.4a Include EAC greenhouse gas data from their report in the transportation data dashboard and update as needed
 - 4.4b Develop and distribute a public information campaign³² regarding greenhouse emissions in the region and their impacts on the community
 - 4.4c Correlate the campaign content to annual emissions in the region and CMAQ requirements
- 4.5 Monitor and assess transportation system impacts from stormwater runoff**
- 4.5a Work with EAC and the Bloomington-Normal Water Reclamation District to inventory locations where runoff from paved areas maintained local governments affects the stormwater system
- 4.6 Test for and document the presence and volume of pollutants associated with transportation facility construction and use in the stormwater system.**
- 4.6a With BNWRD, continue or establish a testing location selection process such that over time, a broad picture of the impacts throughout the MPA is created

³¹ Includes vehicle emissions, reaction products and industrial processes and materials applied to or used in manufacturing of transportation infrastructure, fuel and materials.

³² See Bi-State Regional Planning Commission (Quad Cities) for an example of this process and documentation.



Map 5.4 illustrates interactions between the natural and built environments and the natural features of the urbanized area. Impacts on waterways and potential flood areas are examined and managed by a team of agencies, the municipalities and the County.

- 4.6b Work with BNWRD in evaluating testing results and other indicators as available
- 4.6c Where possible, mitigate runoff from elements of the transportation system and document results

4.7 Review and evaluate runoff controls and other environmental mitigation design features in local regulation to the extent possible

- 4.7a Periodically review and document EPA and IEPA standards against local ordinances, and report local regulatory changes required for compliance with Federal and State regulations
- 4.7b Apprise MCRPC when local regulations are revised

4.8 Reduce the use of contaminants on drainage areas in public right-of-way (r-o-w)

- 4.8a Inventory of potential hazardous materials routinely used in the r-o-w and document quantity and frequency of use
- 4.8b Research replacement products for materials routinely used in jurisdiction r-o-w, including but not limited to pesticides, herbicides, fertilizers which cause detrimental impacts on water and air quality
- 4.8c Adopt best practices for use of these materials as guided by the EAC
- 4.8d Create an inventory of findings for cost analysis

4.9 Continue to site, build and maintain transportation infrastructure with attention to environmental impact

- 4.9a Document mitigation of environmentally damaging impacts which require management beyond the requirements of local, State or Federal regulatory standards

EDUCATION STRATEGIES

4.10 Provide clear public information resources regarding environmental impacts from transportation

- 4.10a Distribute information and cautions through government/agency social media, website content and other mass media communication to residents
- 4.10b Support the EAC in its activities and events to educate the public and provide opportunities for the public to dispose of potential hazards safely

ENFORCEMENT STRATEGIES

4.11 Use local authority where available to manage and mitigate environmental hazards impacting the transportation system due to private sector activity

- 4.11a Review jurisdictional regulations and ordinances regarding transportation and environmental impacts to evaluate their scope and usefulness
- 4.11b Consider the inclusion of additional environmental controls to development standards to reduce impacts from transportation system construction and operations.

ENCOURAGEMENT STRATEGIES

4.12 Encourage the adoption of sustainable fleet management practices by private sector entities

- 4.12a Using IDOT standards as disseminated through the Consolidated Vehicle Procurement process and the Human Services Transportation Plan development process, evaluate best fleet management practices
- 4.12b As needed, recommend revisions in standards to IDOT Office of Intermodal Project Implementation

EQUITY STRATEGIES

4.13 Monitor and measure environmental impact levels on or from transportation to permit analysis of disparate impacts on disadvantaged residents or neighborhoods

4.14 Use funding and fiscal management practices to support sustainability and ensure the equitable investment in environmental management across the community

Section 5: Freight Optimization

Federal planning factors and local plans

The Freight Study and the associated goal, strategies and tasks support the following Federal planning factors:

- A) Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- D) Increase the accessibility and mobility of people and for freight;
- E) Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- F) Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- G) Promote efficient system management and operation.

Goal 5: We will optimize the transportation system to accord efficient movement of freight around, in and out of the community, by any mode, locally, regionally, nationally and globally.

5.1 Design transportation infrastructure to support intermodal freight and appropriate access for larger and fully loaded vehicles.

Preserving McLean County's roadways is a primary goal of the Freight Study. Freight stakeholders identified the need for greater preservation, citing the condition of roadways and infrastructure design as primary concerns. Stakeholders noted the poor condition of roadways contributed to higher maintenance costs. Infrastructure design includes roadway geometries and the ability of roadways to handle fully loaded vehicles.

The Freight System Preservation goal focuses on identifying specific locations in need of maintenance that are critical to the movement of freight. This may require prioritizing corridors that are most heavily used by key industries in the MPA and the rural portion of McLean County in the framework of the project selection criteria.

- 5.1a Identify primary freight corridors, as recommended in the study report, for inclusion in the project prioritization framework. See **Map 5.5**, page 99.

- 5.1b Inventory, report the number of posted (restricted) roadway miles on classified system:
 - i. In rural areas of McLean County
 - ii. Within the urban area
 - iii. Truck routes within incorporated areas
 - iv. Designated freight corridors
 - v. Consider possible revisions to designations
- 5.1c Document pavement condition in designated corridors and include as a criterion for project selection matrix
 - i. For local governments, create a communications tools to allow easy public reporting of pavement issues
 - ii. In selection criteria development, define system performance evaluation conducted and acceptable performance levels

5.2 Provide the first and last mile infrastructure connections to key facilities that provide access to the goods, markets and modes

McLean County relies on internal and external connections for the movement of goods to, from and within the County. For example, grain elevators serve as consolidation points for agricultural activity. Similarly, connections outside of the county such as ports or intermodal facilities provide access to externally produced goods, and to external markets. Optimizing freight system connections and options provides needed first and last mile connections. In time, and in the context of the comprehensive plans, this strategy may expand to consider future freight-oriented development within the urban area and the County. The execution of this task may be better managed by the municipal and County governments as an aspect of their economic development efforts. One issue to be resolved by the study and the Transportation Technical Committee is the estimation and comparison of costs between various freight facilities.

- 5.2a Calculate distance and probable travel time to multimodal facilities both within and outside of McLean County
- 5.2b Estimate typical cost for transport to multimodal facilities for typical load/vehicle/mode combinations
- 5.2c Determine and map the volume and location of freight-oriented land use within the MPA, and for significant instances in rural McLean County; update annually

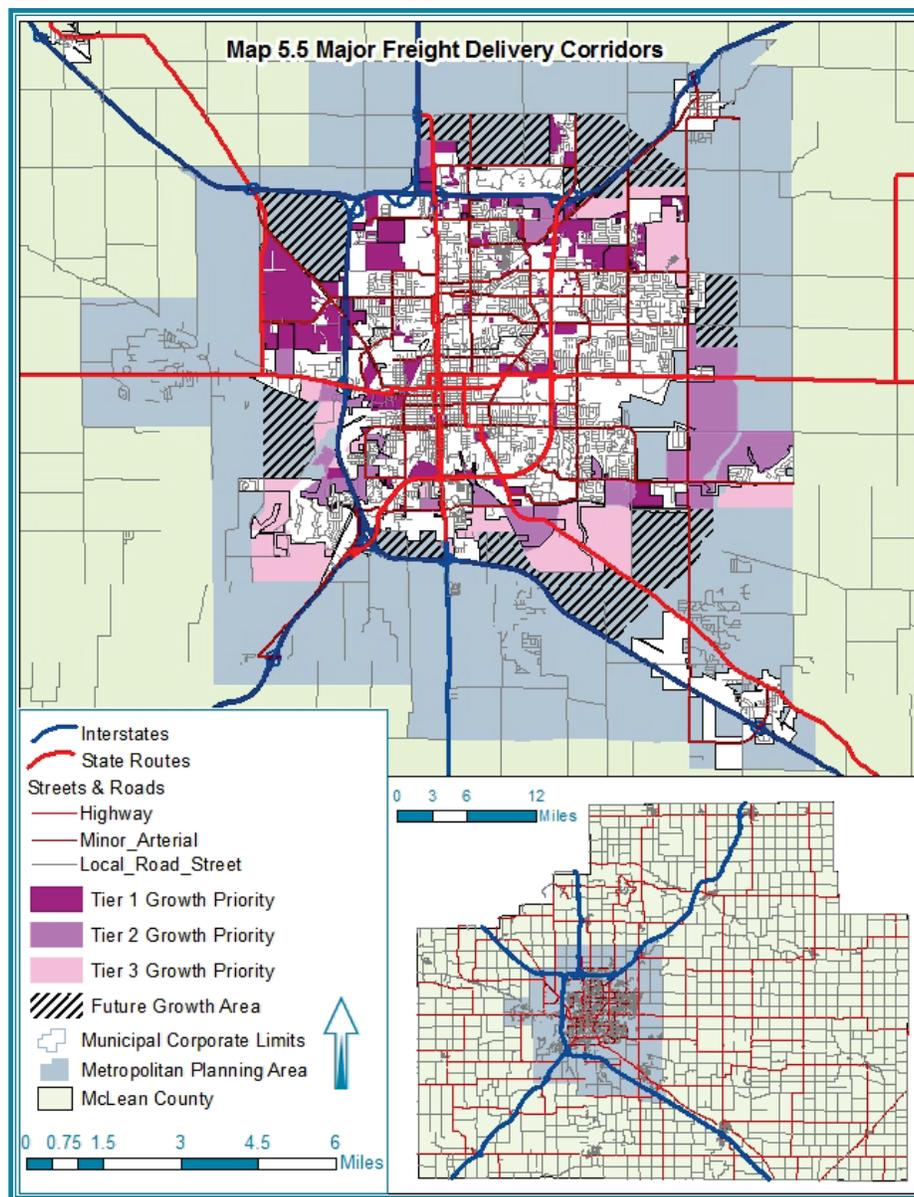
5.3 Ensure that the County maintains a continuing level of freight mobility performance

In line with the focus of Federal and Illinois Department of Transportation performance measures, mobility is a critical goal for transportation infrastructure. Mobility enables cost-effective transportation services and allows businesses to optimize operations, for example, inventory management techniques such as just-in-time manufacturing. Stakeholder outreach did not indicate significant congestion or concern over bottlenecks, suggesting the focus of this goal

should be on ensuring that the County maintains a similar level of performance as the County changes and is affected by emerging trends.

- 5.3a Monitor urban and rural routes with noted freight usage for indicators of congestion
- 5.3b Monitor Federal and State freight and congestion performance requirements for small MPOs and implement as required
- 5.3c Review and document Truck Travel Time Reliability (TTTR) Index data relevant to McLean County, as it becomes available

5.4 Incorporate additional findings and strategies from the Freight Study Report as needed into this section of the strategies and tasks.



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Chapter 6: Measurement and Evaluation

The importance of measuring the outcomes of plan goals and strategies has become a central and essential element in transportation planning. In order for measurements to be useful, they must be based on a set of criteria, and be designed to advance the goals.

Evaluation Metrics

In defining goals and strategies, the five topics areas are the primary organizing tool, but the strategies and associated tasks are designed to target quantifiable data and apply it to support implementation of the plan and progress in reaching the goals. To evaluate the success of the implementation, strategies and tasks must be built around the core goal and substantively demonstrate progress towards its achievement.

The performance measures identified here are essential. The metrics collected and how, or if, they change over time, form the basis for assessing if and to what degree the actions we take have the intended effect. As a first step in this evaluation process, baseline data points will be compiled for each of the metrics, and the targets finalized with the technical committee monitoring the plan implementation. At the end of each plan year, MCRPC will compile and publish a report on the activities and results of that year, including quantitative data comparisons where possible.

Performance measures were also defined in the 2012 LRTP, but MCRPC staff quickly realized that much of the data needed to support qualitative analysis or comparison simply was not available; attempts to draw conclusions from the limited material that was available were likely to result in distorted findings. Certain categories of information were inaccessible due to protection of personal privacy or proprietary information, or because the public agencies which had relevant information archives were reluctant to release their materials for use by others.

Although the plan goals, strategies and actions are organized according to the subject areas discussed above, many of the underlying performance measures provide evidence regarding multiple strategies or actions. In addition to the listing here, the performance measures, organized by subject matter, are included as a pull-out reference at the end of Chapter 5.

Our framework defines evaluation as a process for assessing the effectiveness of the plan's impact, using performance measures applied to each strategy. Measuring outcomes determines if specific strategies have led to the desired objectives, such as a targeted level of quality or service, or scope of operation. The impact of particular actions may also be evaluated individually as well as by broader assessment of system elements.

Strategies and tasks not set in stone. The current strategies and tasks set the stage for the work and progress anticipated over the next five years. As strategies come to fruition, they will be updated by amendment to move the relevant goals forward, and will be matched with updated performance measures as well, to continue evaluating progress toward the goals.

Performance measures are categorized as either activity or outcome based. Activity-based metrics reflect tracking of various system characteristics which in their original form or through further analysis provide continuing evaluation of aspects of transportation system performance. Generally, these consist of information to be collected on a regular basis, or of data obtained and included in the data dashboard project.

Outcome-based performance measures are generally applied to discrete projects or efforts with a defined end point in time or in achievement of specified results. In some instances this category has been expanded to include ongoing tasks that should be evaluated periodically to determine if the task is producing the expected results or outcomes, or if the task should be revised, replaced or removed.

General Community Factors

Positive Contributors

- Intergovernmental communication and cooperation regarding the transportation system
- A mature existing transportation system with limited gaps in service at functional levels
- Local governments engaged in cooperative support of public transit
- Local governments adopting land use plans favoring compact and contiguous development
- Social service agencies and other transportation providers able to accommodate the public for certain specialized transportation needs
- Institutional and corporate support for
- Active coalition of transportation providers
- Social service agencies involved in process to support vulnerable populations

Challenges

- Lack of standardized data and information
- Lack of central repository or sourcing for some data and metrics
- Unanticipated costs incurred due to infrastructure failure or obsolescence
- Demands for service levels incompatible with available resources
- Limited public understanding of transportation system needs and costs
- Uneven distribution of maintenance over time
- Lack of

Funding Opportunities

- Federal surface transportation program funding
- Federal transit funding as available from the Highway Trust Fund
- State reimbursement for transit operations
- ITEP funding for ancillary elements of projects
- PPP with large local employers to provide job access
- Transportation and Health project funding through relevant foundations
- Federal Transit Administration formula funding
- FTA Section 5310 grants
- HSTP program funding for coordination
- Transportation support in social service funding for people with disabilities
- Private foundation grants targeted to mobility and access enhancement

Partners

IDOT, FWHA, FTA, MPO municipal, transit and airport partners, social service transportation providers, private sector transportation providers, local development companies

Performance Metrics & Targets

In instances where the required data is incomplete or of statistically suspect quality, these conditions will be detailed in the annual performance report. If feasible, recommendations for obtaining supplemental or better supported data can also be made.

Index No.	Type	Strategy No.	Metric	Target/ preferred result	Target Date
<u>Section I: System Preservation</u>					
1	O	I.1	Create project selection criteria matrix	Project Selection Process criteria and process	2/28/2018
2	O	I.1	Adopt Project Selection Process	Use for 2019-2023 TIP	3/31/2018
3	A	I.1	Track final project cost data	Data provided by governments	6/30/2018
4	O	I.2	Catalogue system status and condition as of target date	base benchmark for system condition analysis	3/31/2018
5	A	I.2	Lane miles of streets, roads and trails in MPA as of 12/31/2017	base benchmark for system condition analysis	3/31/2018
6	O	I.2	Available extent of pedestrian and bicycle facilities within the MPA, including of bike trail and on-street bike lane	Increased extent and access	Annual
7	O	I.2	Ratio of maintenance and improvement costs to new construction project costs	Parity in expenditures shifting to higher expenditures for maintenance and improvement to existing system	Annual
8	O	I.2	Ratio of total lane miles to total area annexed	Reduction in lane miles to annexed area	Biennial
9	O	I.2	Bridges in condition insufficient for public use enumerated annually	Improved ratio of bridges in good repair to total number of bridges in jurisdiction	Annual
10	A	I.2	Street locations in condition insufficient for public use enumerated annually	Improved aggregated PASER rating	Annual
11	A	I.2	Annual System Usage - passenger vehicles	benchmark for system condition analysis	Annual
12	A	I.2	Annual System Usage - freight vehicles	benchmark for system condition analysis	Annual
13	A	I.2	Annual System Usage - Public Transit trips provided	benchmark for system condition analysis	Annual
14	A	I.2	Annual System Usage - bicycle	benchmark for system condition analysis	Annual
15	A	I.2	Annual System Usage - pedestrian on trails	benchmark for system condition analysis	Annual
16	A	I.2	Vehicle miles traveled per capita, by mode where data exists	benchmark for system condition analysis	Annual
17	A	I.2	Ratio of streets to sidewalks	benchmark for system condition analysis	Annual

Index No.	Type	Strategy No.	Metric	Target/ preferred result	Target Date
18	A	1.2	Percentage of linear street miles with sidewalks, annually	Higher percentage over time	Annual
19	A	1.2	Percentage of population living within a half-mile distance of frequent-service transit stops, by headway	benchmark for system condition analysis	Annual
20	A	1.2	Annual ridership of Connect Transit	Transit fixed route ridership increases year to year	Annual
21	A	1.2	Annual ridership of Connect Mobility	Mobility ridership remains stable	Annual
22	A	1.2	Annually computed total area served by Connect Transit fixed-route service	Stable or continuing increase as percentage of incorporated area (unless allowed service area is revised through MTD)	Annual
23	A	1.2	Number of locations identified per year as destinations for Connect Mobility riders	GIS-based data developed demonstrating expanded service area	Annual
24	A	1.2	Number of users of non-profit transportation programs	Service needs stable, or declining	Annual
25	A	1.2	Area of community within ¼ mile of fixed transit route on 12/31/2017 and determined annually	Increased % of municipal area within ¼ mile of transit fixed routes	Annual
26	A	1.2	Base trip transit fares	Stable	Annual
27	A	1.2	Annual walk score in representative neighborhoods	benchmark for system condition analysis	Annual
28	A	1.2	Annual bike score in representative neighborhoods	benchmark for system condition analysis	Annual
29	A	1.2	Annual transit score in representative neighborhoods	benchmark for system condition analysis	Annual
30	A	1.2	Biennially, include and analyze conditions and investments for each mode in annual report	Improved ROI	
31	O	1.3	Include criteria to encourage regional and joint jurisdiction projects project scoring; see also 1.1		3/31/2018
32	O	1.3	Document regional project partnership opportunities and outcomes as they occur.		Variable
33	O	1.4	Establish MPO definition of ITS components and functions	Basis for ITS planning and programming	4/30/2018
34	O	1.4	Determine interest in local adoption of State ITS architecture document.		5/31/2018
35	O	1.4	If needed, develop local ITS architecture document		11/1/2018
36	O	1.5	Initiate information exchange with IDOT District 5 of local project programming and costs throughout project life	Timely transfer of program and cost information	2/28/2018
37	O	1.5	Initiate coordinated project scheduling between IDOT D5 and local governments		3/31/2018
38	A	1.5	Expand coordination with local governments, institutions, major employers, CIRA and Connect Transit	Improved communication, especially with institutions and private sector	Ongoing

Index No.	Type	Strategy No.	Metric	Target/ preferred result	Target Date
			regarding transportation needs and resources.		
39	A	1.6	Expand intergovernmental staff process to new topics and issues and enhanced coordination.		Ongoing
40	A	1.7	Develop the transportation section of the proposed technology plan		4/30/2018
41	A	1.8	Continue public, stakeholder and elected official education regarding fiscal resources through all available channels		Ongoing
42	O	1.8	Total annual program expenditures by mode for each government participating; include in dashboard report	Aggregated local government expenditures	Annual
43	O	1.9	From annual programmed Federal funding	Aggregated local government expenditures	Annual
44	O	1.9	From annual grants received from the State of Illinois	Aggregated local government expenditures	Annual
45	O	1.9	Include inventory of public information events and channels used in annual report	Evaluating effectiveness of outreach	Annual
46	A	1.10	Create and maintain database of illustrative project status, including studies, design and construction	As element of annual TIP revision	Annual
47	A	1.11	Create catalogue of new and emerging transportation technology and include in annual progress reports.	Awareness of changes in transportation; through MCRPC newsletter	Variable
48	O	1.12	Update and adopt City, Town and County access management ordinances		12/31/2018
49	O	1.12	Incorporate vehicle tracking capability in all publically owned vehicles		Variable
50	Ø	1.13	see 1.4, 1.12		
51	A	1.14	Support compact and transit-oriented development as called for in municipal comprehensive plans	Increased use of TOD	Ongoing
52	A	1.15	Expand access to person-powered transportation and transit to benefit community health and environmental sustainability	Increased sharing and safety enhancements	Ongoing
53	O	1.16	Update and maintain county-wide data regarding underserved areas in land use context; see 1.1, 2.12, Appendix X	Maintain high level of Title VI data	Ongoing
54	O	1.16	Include outreach to underserved communities in project selection process; see 1.1	Higher proportion of the underserved in project selection outreach	Ongoing

Index No.	Type	Strategy No.	Metric	Target/ preferred result	Target Date
			<u>Section 2: Mobility, Access and Choice</u>		
55	A	2.1	Include data regarding the social and environmental aspects of transportation in the dashboard database, and report annually	base benchmark for system condition analysis	Annual
56	A	2.2	Monitor and catalogue the implementation of Complete Streets ordinances in Bloomington and Normal.	benchmark for system condition analysis	Annual
57	A	2.2	Provide data and other support as needed to facilitate pedestrian access and bicycle connectivity	benchmark for system condition analysis	Annual
58	A	2.2	Analyze impact of Complete Streets on connectivity and mobility, and report annually.	benchmark for system condition analysis	Annual
59	A	2.3	Maintain and expand Cube travel demand model, with input from stakeholders on modeling needs.	Upgraded model and responsive capabilities	Ongoing
60	O	2.3	Incorporate transit operations in the model.	Upgraded model and responsive capabilities	Ongoing
61	O	2.3	Incorporate freight traffic and locations in the model.	Upgraded model and responsive capabilities	Ongoing
62	O	2.3	Complete initial data gathering for Region 6 use of Sugar Access	Includes routes, service types and destinations	2/28/2018
63	A	2.3	Conduct access analysis regarding Connect Transit in areas with higher than average Title VI populations.	Maintain high level of Title VI data; benchmark for system condition analysis	Annual
64	O	2.4	Improve Connect Transit operations through support and funding for emerging technologies	Incorporate useful new technology where possible, and document	Ongoing
65	O	2.4	Adopt emerging technologies to improve paratransit safety and mobility	Incorporate useful new technology where possible, and document	Ongoing
66	A	2.4	Employ clean energy, improved vehicle design and service coordination to improve rural public transit, i.e. SHOW BUS	Incorporate useful new technology where possible, and document	Ongoing
67	A	2.5	Conduct transportation planning, especially for transit, to incorporate Transit Oriented Development as directed in the municipal comprehensive plans.		Ongoing
68	A	2.5	Expand coordination with Connect Transit regarding transit-supportive characteristics in redevelopment or new development.		Ongoing
69	O	2.6	Source alternative funding and support in kind for rural and urban public transit service.	Report specific outcomes	Annual
70	O	2.6	Seek public-private partnerships to expand transit service areas.	Report specific projects and outcomes	Ongoing

Index No.	Type	Strategy No.	Metric	Target/ preferred result	Target Date
71	O	2.7	Collaborate between MCRPC and Connect Transit to develop the first iteration of a 5-year strategic plan for CT.		6/01/2018
72	A	2.8	Expand public understanding of Complete Streets		Ongoing
73	A	2.8	Create and publically distribute informational materials regarding Complete Streets, through conventional and social media channels		Ongoing
74	O	2.9	Review program requirements regarding transportation services; record provisions in dashboard for reference		Annual
75	A	2.9	Coordinate with Transportation Advisory Committee and health department, Wellness Coalition, etc. to provide affordable transportation for health care needs.		Ongoing
76	A	2.10	Expand transit training programs in cooperation with LIFE-CIL, Marcfirst and other Transportation Advisory Committee participants; document for annual report		Ongoing
77	O	2.11	Encourage local governments to use their regulatory authority to guide decisions regarding transportation standards and practices.	Incorporate in municipal policy and guidance	6/30/2019
78	O	2.11	Establish policies supporting local standards	Incorporate in municipal policy and guidance	6/30/2019
79	A	2.12	Demonstrate local government commitment to using innovation to spark use of innovative transportation solutions		Ongoing
80	O	2.12	Create/expand car sharing availability		8/15/2018
81	A	2.12	Calculate transportation scores; see also §1.2	base benchmark for system condition analysis	6/30/2018
82	A	2.12	Outreach to the public regarding transit training options		Annual
83	A	2.12	Continue HSTP urban and rural coordination		Ongoing
84	A	2.13	Affirmatively include people protected by civil rights or disability inclusion laws in transportation planning process; document and report	Incorporate in public outreach	12/31/2017
85	O	2.13	Emphasize protections for people with disabilities and other civil rights compliance measures, document and report.	Incorporate in public and stakeholder outreach	12/31/2017

Index No.	Type	Strategy No.	Metric	Target/ preferred result	Target Date
			<i>Section 3: Health and Safety</i>		
86	O	3.1	Establish a process for Vision Zero implementation		6/30/2018
87	O	3.1	Assist local governments in adopting Vision Zero		12/31/2018
88	O	3.2	Incorporate Vision Zero elements early in planning		4/31/2018
89	A	3.3	Emphasize safety for all users of all mode in reconstruction or new facilities; document and report specific projects	Incorporate in TIP project information	4/30/2018
90	A	3.4	Use MCRPC and participating agency resources to promote the health benefits of person-powered transportation options	Incorporate in public outreach	12/31/2017
91	A	3.5	MCRPC will promote system users' rights awareness across its channels of contact to the public, advocacy groups and local elected and appointed officials	Incorporate in public outreach, through agencies	
92	O	3.6	Expand safety training for bicycle users, pedestrians, children and senior drivers; document and report	With municipalities, SRTS, school districts, ECIAAAA, IL Sec. of State	8/31/2019
93	O	3.7	Inventory programs requiring coordination with law enforcement; document and report		Annual
94	O	3.7	Monitor law enforcement public information resources for users of non-motorized transportation; document and report	Incorporate in public outreach	Annual
95	A	3.9	Monitor accessibility of information, promotion and educational outreach regarding safety and health aspects of system elements is available and accessible to all; document discrepancies and corrections and report	Incorporate in public outreach	Annual
96	A	3.10	In creating and implementing programs regarding transportation safety and health aspects, involve disadvantaged groups or areas; document and report.	Incorporate in public outreach	6/30/2018

Index No.	Type	Strategy No.	Metric	Target/ preferred result	Target Date
			<i>Section 4: Sustainable Transportation</i>		
97	O	4.1	Support the use of environmentally beneficial materials and techniques for use in the transportation system where feasible; document and report implementation	In cooperation with local governments	Ongoing
98	A	4.2	Document and publish air quality impacts from transportation over time	benchmark for system condition analysis	Annual
99	O	4.3	With the Ecology Action Center, monitor and report exposure to NAAQS-designated transportation-related contaminants; document and report	benchmark for system condition analysis	Annual
100	O	4.4	With the Ecology Action Center, monitor greenhouse gas emissions and documents and report results over time	benchmark for system condition analysis	Annual
101	O	4.4	Create a public information plan regarding contaminants and greenhouse gases and their effects, updated annually and reported.	In cooperation with EAC	6/30/2019
102	O	4.5	With BNWRD, monitor, document and report transportation system impacts due to stormwater runoff associated with the system or its elements	benchmark for system condition analysis	Annual
103	O	4.6	With BNWRD, monitor, document and report transportation system impacts on stormwater due to paved elements, mitigate, and monitor and report results.	benchmark for system condition analysis	Annual
104	O	4.7	Include environmental mitigation design for transportation in local regulations to the extent possible.	Coordinate with local governments; report	Annual
105	A	4.8	Obtain inventory of materials (i.e. pesticides, herbicides, fertilizers, etc.) and evaluate toxicity, possible alternatives, with Ecology Action Center; document and report	benchmark for system condition analysis	Annual
106	O	4.9	Continue to select sites for and build and maintain transportation elements to reduce impacts and where possible, mitigate those that occur.	Reporting by local governments.	Variable
107	A	4.10	Engage in ongoing public information about the environmental impacts of transportation and encourage the public to make environmentally sound transportation choices	Incorporate in public outreach	Ongoing
108	O	4.11	Where possible, use local authority to address environmental hazards to the transportation system due to private sector activity	Reporting by local governments.	Variable

Index No.	Type	Strategy No.	Metric	Target/ preferred result	Target Date
109	A	4.12	Encourage private sector entities to adopt sustainable fleet management practices	Incorporate in public outreach	Variable
110	O	4.13	With EAC, evaluate disparate transportation impacts on disadvantaged residents or neighborhoods (i.e. environmental justice issues); report findings	Create and publish environmental justice report; include in Title VI planning	Biennial
111	O	4.14	With local governments, EAC and BNWRD, evaluate whether allocation of fiscal resources for transportation environmental sustainability is done equitably across the community; report findings	Include in environmental justice report	Biennial

Index No.	Type	Strategy No.	Metric	Target/ preferred result	Target Date
<u>Section 5: Freight</u>					
112	O	5.1	Based on the final freight study report, identify the primary freight corridors to be included in the project prioritization framework and criteria.	Incorporate in project selection matrix	2/28/2018
113	A	5.1	Document pavement condition of primary freight corridors, and report.	base benchmark for system condition analysis	6/30/2018
114	O	5.1	Inventory/document weight restrictions on urban and rural classified system, urban truck routes and designated freight corridors	base benchmark for system condition analysis	6/30/2018
115	O	5.1	Consider revisions, if needed, to restrictions on urban and rural classified facilities.	Through intergovernmental group	Annual
116	O	5.2	Identify local and regional (200 mile radius) multimodal facilities	In consultation with Chamber	6/30/2018
117	O	5.2	Calculate distance and/or travel time (from Downtown Bloomington and Uptown Normal) to local and regional multimodal facilities	benchmark for system condition analysis	6/30/2018
118	O	5.2	Select variables for and estimate cost of transport to identified facilities	benchmark for system condition analysis	6/30/2018
119	O	5.2	Identify quantity and location of freight-oriented land use in the MPA and rural McLean County; update and report as needed	benchmark for system condition analysis	1/31/2018
120	A	5.3	Monitor applicability of freight congestion performance measure requirement to small MPOs.		Variable
121	A	5.3	Annually review potential congestion indicators with Technical Committee and consider action in response to findings	base benchmark for system condition analysis	Annual

Federal Planning Factors

Figure 6.1 Index of FAST Act Planning Factors

§	Planning Factor from FAST Act
A	Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
B	Increase the safety of the transportation system for motorized and non-motorized users;
C	Increase the security of the transportation system for motorized and non-motorized users;
D	Increase the accessibility and mobility of people and for freight;
E	Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
F	Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
G	Promote efficient system management and operation;
H	Emphasize the preservation of the existing transportation system;
I	Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and
J	Enhance travel and tourism.

Chapter 7: Future Projects and Fiscal Analysis

The metropolitan transportation plan is not only a framework to prioritize infrastructure modifications, upgrade and revamp the system to improve safety, achieve more efficient performance and broaden mobility choices, all with the aim of greater sustainability. The plan also addresses fiscal sustainability, both to focus the prioritization process and to analyze what resources may be needed for future system operation, and in what quantity.

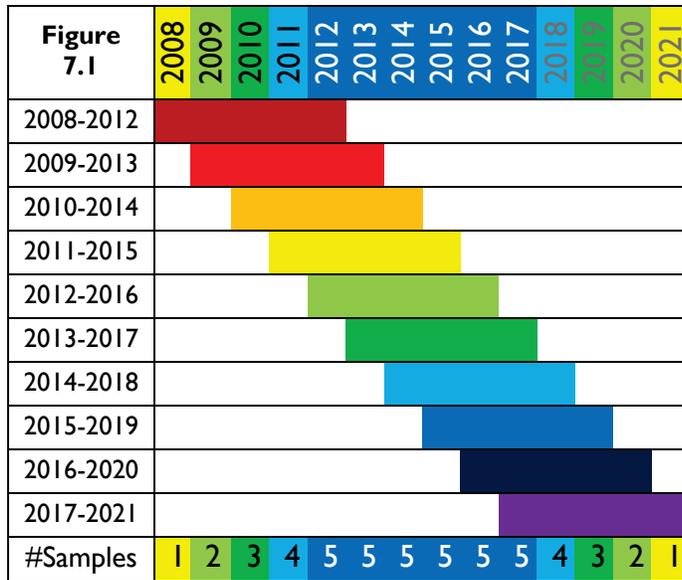
This element of the plan is, to a greater extent than ever before, subject to uncertainties we cannot resolve, and which further challenges our assumptions. Lacking a provable alternative, we continue to base our cost and revenue estimates on cautious extrapolation from prior experience. Federal funding may include current or future programs equivalent to the urban Surface Transportation Program in the form of the Surface Transportation Block Grant, restructuring of the Transportation Alternatives program, Congestion Mitigation and Air Quality Improvement Program (if warranted) and others, but that cannot be assumed.

What we cannot know, beyond the provisions of the current FAST Act transportation reauthorization, is to what degree these and other programs will change with each generation of legislation and rulemaking. Within each reauthorization cycle the process of establishing rules and regulations can take two years or more, meaning that specific guidance may still be referring to the prior iteration of the legislation.

This is one reason that attempting to allocate future Federal investment from these sources to specific jurisdictions is problematic. Another issue is the changes in allocation among the MPO participants, depending on project readiness and the availability of matching funding. Although funds are allocated annually (although not necessarily obligated annually), no one jurisdiction can expect that its projects will have priority at a given time. MCRPC MPO participants have a decades-long history of cooperation in managing these funds, which it hopes to reinforce with criteria and a defined process for project prioritization and selection. For the purpose of estimating costs and revenues in second phase of the plan we are being very conservative in our assumptions regarding Federal and State funding ability.

Given the degree to which Federal and State funding programs have already transformed in recent legislation, we cannot rely on the typical practice of extrapolating strictly from previous patterns of funding. Nor do we have factual basis for assumptions about the future direction of these programs. Consequently, we are using local knowledge, broader trends in economic expectations and some historical analysis to produce estimates of cost and revenue at multiple levels.

Rather than speculate on the scope of potential Federal participation in individual projects, the STU funds are extrapolated using a base level of funding derived from averaging the program's use across ten TIP documents, from the FY 2008-2012 TIP adopted in 2007, through the FY 2017-2021 TIP adopted in 2016, and with information extending through FY 2021. As illustrated in Figure 7.1, this approach aggregates funding information across fourteen years and lessens distortions caused by short-term peaks and valleys in specific funds.



The span of years used to derive a starting value for each local funding source includes the most acute phase of the global recession, during which funding at all levels of government were seriously curtailed. As noted in Chapter I, the overall impact of the recession was less severe than in other cities in Central Illinois, but the County and Bloomington-Normal did experience an increase in unemployment during and following the recession.

There were attempts to compensate for the recession’s impacts, notably the American Recovery and Reinvestment

Act of 2009 (ARRA). Intended to jump-start the slow recovery, ARRA included short-term infrastructure funding, a program that was active from 2009 through 2012. ARRA introduced a program that would become very significant for the community, particularly the Town of Normal, the Transportation Investment Generating Economic Recovery grant, better known as TIGER. However, the all-or-nothing aspect of TIGER grant awards did not create a sustained source of support for transportation infrastructure.

Although TIGER grant dollars have been significant in transportation funding in recent years, as have State capital grants, these and similar sources of funding are not included in the project TIP entries represented in Figure 7.1. The episodic and speculative aspects of these programs are not easily analyzed for future performance, even in the short-term. The FAST Act has changed the TIGER program structurally to a sufficient degree that it cannot be reliably predicted.

Consequently, the analysis of non-local funding conducted focuses on the urban and rural elements of the Surface Transportation Program, as referenced above. STU, the urban portion, has been the mainstay for a number of significant projects on functionally classified streets and their intersections for many years, as STR has been for work in the County outside the urbanized area. Although the FAST Act also makes structural changes to the STP, some continuity is expected. In projecting the future use of these funds for the period from 2023 through 2045, continued growth aligned with local funding growth is assumed, at a rate of 3% per year. The local governments have also selected 3% as a default revenue rate of increase for sources such as motor fuel tax and other municipal funds used for transportation system projects and maintenance.

Cost and Revenue Methodologies

Theoretically it might be simpler to have a consistent method for estimating project costs and potential revenues, but while the cost increase rate has generally be set at 3% annually, each jurisdiction in the MPO has developed its own approach to calculating what work elements are included in the funding. Their differences are grounded in the extensive experience of the local staff that do this work, and on their informed assumptions about patterns of change in transportation infrastructure and consequences for project sustainability. Specifically, Bloomington and Normal have separate definitions of system maintenance and what it entails, and from what municipal sources it is funded.

For each jurisdiction, expenditure and revenue projections are calculated based on their preferred methodology, and compiled in this section to provide a snapshot of regional fiscal challenges. As noted in the introduction, the emphasis of this LRTP is on confronting and solving local funding shortfalls for system preservation through continuing maintenance, projects which do not usually use Federal funding. These transportation activities primarily rely on local tax revenue, including motor fuel tax, capital improvement, community development funds and sometimes other infrastructure funds for projects where work is combined to be as cost-effective as possible.

Other than the various motor fuel tax revenue streams, municipal funds used for transportation system projects are not used exclusively or even primarily for transportation. Local government budgeting provides some flexibility to allocate available resources to where they are most needed in a given year.

Understanding the Estimates

It is important to review the following revenue and cost estimates in the context of limitations on our present knowledge and ability to predict future events and conditions. Within that framework:

- Estimates are approximations based on prior experience, tempered with a consensus regarding likely but not inevitable future circumstances;
- Nearly all of the revenue and cost calculations are based on an expectation of 3% annual increases, which may result from general inflation, materials and labor cost changes, as yet unidentified economic shifts and community growth;
- Growth expectations for the urban area and County are built upon the municipal comprehensive plans, which predict slow population growth and virtually no growth in the urbanized or incorporated area over the next ten years and beyond;
- The growth profile defined in the municipal plans is expected to limit new transportation facility construction and emphasize transportation system preservation;
- The scenario outlined below is not preferred, but rather that which seems most plausible given the current State of knowledge, and;
- The most critical element to a workable planned future for transportation is confidence in a sustainable and predictable choice of resources from all sources.

The first five years of the program reflect the current MCRPC TIP for FY 2018 – 2022. These projects have confirmed and sourced funding, required for eligibility for TIP listing. The TIP must be fiscally constrained, so the Federally funded projects identified in plan years one through five³³ are constrained by definition. They are summarized for each jurisdiction or agency in Figure 7.2, but not included in the consideration of years 6 through 28 of the plan.

Figure 7.2 FY 2018 – 2022 TIP Projects, All Local Jurisdictions³⁴:

Bloomington share	\$39,252,868
IDOT share	\$1,476,000
Federal Share	\$8,424,000
Total Cost	\$49,152,868
Normal Share	\$19,329,154
Federal Share	\$2,934,071
Total Cost	\$22,263,225
County Share	\$19,329,154
IDOT Share	\$630,400
Federal Share	\$11,531,680
Total Cost	\$21,870,000

The full FY 2018-2022 Transportation Improvement Program is posted on the MCRPC website, www.mcrpc.org, as are TIP documents archived from 1999 forward³⁵.

Occasionally even short-term cost estimates can be in error, as sudden changes in labor and materials costs occur. The degree of change may also be variable, but for the sake of clarity, the estimates assume a rate of change consistent across the period of the plan. All of these considerations contribute to deriving a cost estimate that is reasonable for the year in which the project is expected to go forward, and for which adequate funding can reasonably be expected to be available, under the terms of the funding program as it operates today, or under alternative rules that can be assumed from anticipated legislative or regulatory action by the funding source.

It is important to remember that although many of the estimated figures below look precise, they are not. As with population growth estimates, the cost and revenue estimates discussed below represent the center of a cone of possible outcomes, which becomes wider as we move farther out in time. Even in the near term the assumptions underlying the estimates (see Chapter 4) may need adjustment as new information and technology becomes available.

³³ Note that from a historical perspective State funding in the current TIP is quite limited, and some jurisdictions have chosen not to attempt to extrapolate State funds for use in projects.

³⁴ Normal's 2018 – 2022 TIP projects include no State funds.

³⁵ Earlier TIP submissions may be available from the MCRPC library collection; please contact us if you are interested in these materials.

City of Bloomington

The City of Bloomington has produced a project inventory for years 6 through 28 which includes specific projects as well as several categories of continuous maintenance. Project costs are estimated by the City on the basis of expectations in the year in which funding would be expended. For maintenance project categories, the inventory uses a standard multiplier of 3% annually to estimate future costs for maintenance projects, reported in Table 7.3.

The 3% annual multiplier is also applied to the local funding sources identified in successive TIP iterations. These include the City's Capital Improvement Fund, the Motor Fuel Tax, and the Local Motor Fuel Tax. The latter is recently adopted, and is pro-rated in the calculations. Other City revenue sources that are rarely used for transportation, or used in marginal amounts, are not included in this analysis.

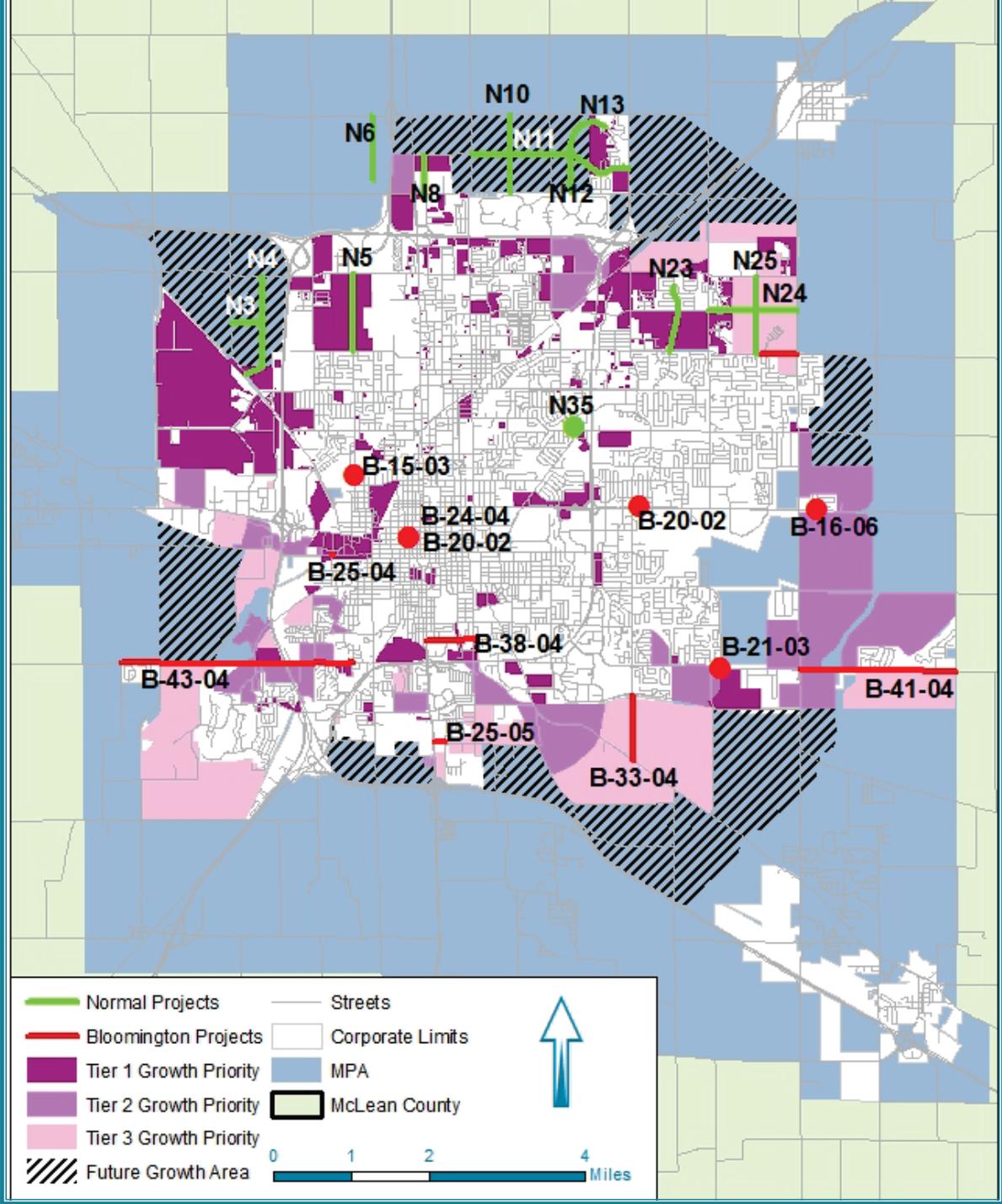
Figure 7.3 City of Bloomington Revenue and Expenditures

City of Bloomington Anticipated Revenue	
Bloomington Capital Improvement Fund	\$77,540,390
Bloomington Motor Fuel Tax	\$85,254,151
Bloomington Local Motor Fuel Tax	\$64,287,391
Bloomington Stormwater Fund	\$2,304,155
Other City of Bloomington Funds	\$4,465,517
Total Revenue	\$233,851,603
City of Bloomington Anticipated Expenditures	
Planned Projects	\$30,060,000
Maintenance & System Preservation	\$172,000,284
Total Expenditures	\$202,060,284
City of Bloomington Anticipated Revenue	\$233,851,603
City of Bloomington Anticipated Expenditures	\$202,060,284
	\$31,791,319

Bloomington's passage of a local fuel tax has made a significant contribution to maintaining a sustainable funding profile for the City. Maintenance and system preservation work includes general resurfacing of various city streets, trail, sidewalk and ramp improvements, pavement preservation and street lighting, both electricity and maintenance.

Projects in the urban area/MPA identified for execution in 2023 through 2045 are shown on **Map 7.1** on page 118, and described in greater detail in **Appendix E**.

7.1 FY 2023 - 2045 Urban Area Projects



Town of Normal

The Town has programmed projects listed in the 2018-2022 TIP, and for the purposes of the Long-Range Plan, has identified additional planned projects for the time period of 2023-2045, some likely to be eligible for Federal funding under current program regulations.

Project and Maintenance Cost Estimates

As with Bloomington, projects identified in the current fiscally constrained 2018 – 2022 TIP are deemed to be so constrained individually. They are illustrated on Map X, which shows the projects in the TIP by jurisdiction and project type.

The Town has taken a different approach to estimating system maintenance costs for the period from 2023 through 2045. A base annual sum of \$8,300,000 is designated as included resurfacing, pavement replacement, bridge repair and other maintenance tasks on the current 430 lane miles in Normal. Town staff regards the base sum as the threshold for a continuing process of system preservation and upgrades. As with other Town funds, an annual cost increase of 3% is applied to the maintenance cost for years 2023 through 2045.

Figure 7.4 Town of Normal Anticipated Revenue and Expenditures

Town of Normal Anticipated Revenue	
Normal Capital Improvement Fund	\$37,316,487
Normal Motor Fuel Tax	\$71,942,046
Normal General Fund	\$107,094,516
Normal Community Development	\$7,712,674
Normal Stormwater Fund	\$936,103
Other Town of Normal Funds	\$1,222,933
Total Revenue	\$226,224,760
Town of Normal Anticipated Expenditures	
Planned Projects	\$19,806,920
Maintenance & System Preservation	\$269,358,935
Total Expenditures	\$289,165,855
Town of Normal Anticipated Revenue	\$226,224,760
Town of Normal Anticipated Expenditures	\$289,165,855
	\$62,941,095

The Town's anticipated combined costs, reported in Table 7.4, illustrate the degree to which system preservation can burden local governments. Only a small portion of Normal's program costs for FY 2023 – 2045 are likely to be eligible for participation in Federal or State

transportation funding programs or grants. As in Bloomington, the Town's residents will fund system preservation efforts internally, although the system preservation concept is supported at the State and Federal levels.

The Town's system maintenance portfolio includes functions carried out under the Public Works Department, such that nearly half of the budget for maintenance activities comes from the Town's general fund.

As in Bloomington, Normal's anticipated revenue for the period from 2023 through 2045 is aggregated from local transportation funds as they have been represented in recent TIP documents, and the annual average revenue increased by 3% annually. The funds are listed as they appear in recent TIPs, although the Town has recently reorganized the funds for transportation infrastructure.

McLean County

In the current TIP McLean County has identified projects eligible for Federal support, and others that rely on County funds alone. A few of these projects lie outside the metropolitan planning area, but some are consistent with the long-standing MCRPC practice that County or IDOT projects that reach inside the MPA to any degree will be included in the Transportation Improvement Program. Figure 7.5 summarizes the County's anticipated revenues and expenditures.

Figure 7.5 McLean County Anticipated Revenue and Expenditures

McLean County Anticipated Revenue	
McLean County Motor Fuel Tax	\$8,389,849
McLean County Highway	\$1,849,814
McLean County	\$15,036,070
McLean County Bridge	\$6,501,394
McLean County - Other	\$19,228,334
Surface Transportation Program (Rural)*	\$86,129,953
*derived from TIP project entries Total Revenue	\$137,135,415

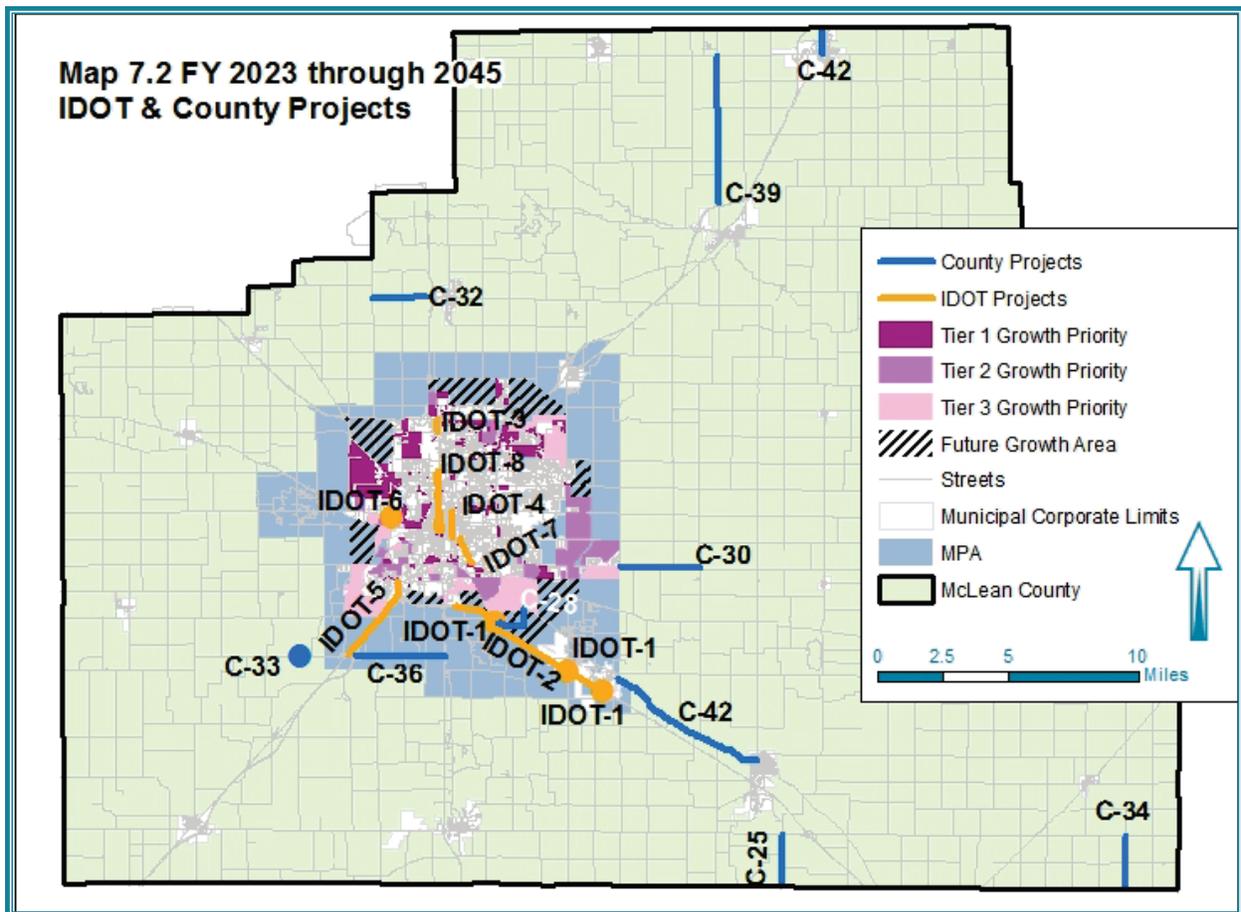
McLean County Anticipated Expenditures	
Two-lane Resurfacing	\$91,200,000
Five-lane Resurfacing	\$14,000,000
Other Maintenance	\$28,750,000
Projects	\$37,700,000
Total Expenditures	\$171,650,000

McLean County Anticipated Revenue	\$137,135,415
McLean County Anticipated Expenditures	\$171,650,000
	\$34,514,585

McLean County has 228 miles of two-lane hot-mix roads and 8 miles of five-lane hot mix road, on the increasingly traveled Towanda-Barnes Road. With a pavement life of twenty years, the entire system will require resurfacing at least once during the period of this plan beyond the horizon of the current TIP. The County spends an additional \$1,250,000 annually on other maintenance activities such as pavement preservation, striping, shouldering; this sum includes the \$500,000 needed annually for cover seal work on the 130 miles of oil-and-chip roads, which are cover sealed on a five-year rotation. The out-year urban and rural projects are anticipated to require \$37,700,000.

As noted above, McLean County has the benefit of revenue from a source it need not share, the rural portion of the Surface Transportation Program allocation. The County also has

access to STP urban funding when it works on County facilities located within the metropolitan planning area. As noted above, the reliability of the Surface Transportation Program overall has been altered by the FAST Act provision that converts the program from a formula allocation to a block grant to the State. The rate of annual increase for the County funds is estimated at 3%, and of the STR funds at 3%, a conservative estimate when compared to the overall rate of increase in STR allocation to McLean County in recent years. County and IDOT projects outside the urbanized area are shown in **Map 7.2**.



Illinois Department of Transportation, District 5

District 5 has identified five projects anticipated between 2023 and 2027, with costs adjusted for inflation at 2.5% annually, and resulting in a total cost of \$28,727,000 over 10 years. Federal funds are 90% of shared cost on Interstate projects and 80% of shared cost on all other routes. Federal funds for the 2023-2027 years are estimated to be \$26,640,000. The District's illustrative projects in years 11 through 28 have a cost adjusted for inflation of 2.5% annually with a 6% discount after 25 years. The total cost of the illustrative projects is \$81,875,000, with Federal funds share of \$65,500,000.

Because IDOT access to Federal and State funds occurs through a separate process, one not subject to scrutiny by the MPO or local governments, the overall IDOT funding has not been considered in the process of analyzing future program funding potentially available to the local governments from Federal and State sources. The MPO partners understand the great benefit the community receives from IDOT projects on the Interstate system, and on major urban area facilities such as Main Street/U.S. 51 and Veterans Parkway, and hope that the partnerships that supported those projects will do so in the future.

Figure 7.6 summarizes the IDOT-District 5 program across the term of the plan.

IDOT District 5 Planned & Illustrative Projects

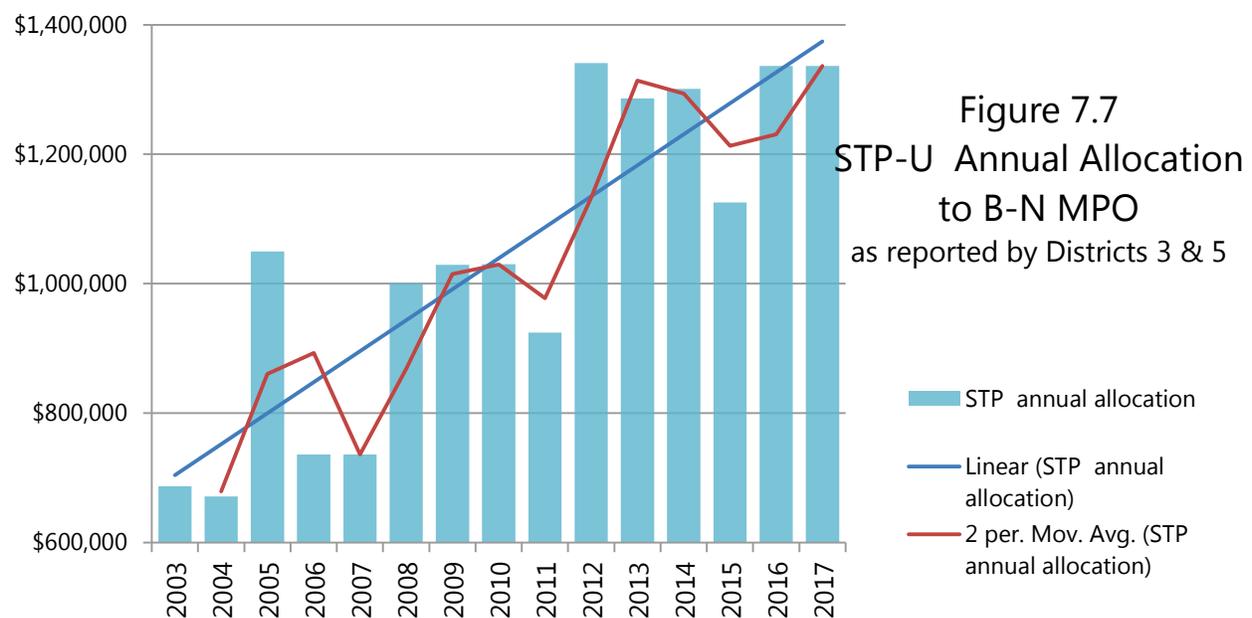
Interstate Projects 90% Federal Funds	\$14,929,000.00
Interstate Projects 10% State Funds	\$1,659,000.00
Other Routes 80% Federal Funds	\$9,711,000.00
Other Routes 20% State Funds	\$2,428,000.00
Total Costs	\$28,727,000.00

IDOT District 5 (Illustrative)

Interstate Projects 90% Federal Funds	\$0.00
Interstate Projects 10% State Funds	\$0.00
Other Routes 80% Federal Funds	\$65,500,000.00
Other Routes 20% State Funds	\$16,375,000.00
Total Costs	\$81,875,000.00

Funding Status Across the MPO

Because the allocation of STU funds to projects is dependent on multiple variables, it cannot be assigned to either of the municipalities according to a formula, or even by the projects identified in the FY 2023 – 2045 period. As shown in Figure 7.6, although STU annual allocations have trended upward over the last fifteen years, the trend is irregular and influenced by economic considerations and other external circumstances which, as noted above, cannot be predicted. Using the 3% revenue increase rate applied to other revenue sources, the anticipated STU allocation to the urbanized area is estimated to be approximately \$77,185, 939 over the FY 2023 through 2045 period. This funding should be expected to contribute to the projects identified in this plan and others that may arise at a later date.



As noted with respect to local funds, this outlook for urban surface transportation funds is the best estimate available with the information available at this time. In the course of the five-year period before the plan is next updated, the longer-term potential of this funding source, and other Federal transportation funds, may be clearer. In the interim, the MPO participants expect to rely on local funding streams and previously untapped or minimally used public and private alternatives.

Transit Service in McLean County, Public and Private

As noted in Chapter 2, Bloomington-Normal and McLean County are served by two public transit providers, the urban area system Connect Transit, and the rural provider, SHOW BUS. There are also several non-profit agencies that provide transportation services to people eligible based on program criteria, and people who are clients of the agencies. These agencies are discussed in Chapter 2 of the plan.

As a result of the State budget crisis that complicated funding for transit operations, transit providers large and small have been existentially challenged by the interruption in funding directly from and passed through by IDOT.

Connect Transit

In the last five years Connect Transit has conducted thorough reviews of its condition and services, including a Triennial Review conducted through the IDOT Office of Intermodal Project Implementation, which oversees transit operations Statewide.

During this period Connect Transit also engaged in a route assessment and designed and implemented an entirely new route system. (See Map X, Chapter 2) The system also replaced its prior policy of responding to passenger hailing at any point on a route, moving instead to fixed-location bus stops throughout the community. Designation of the bus stop locations was informed by a separate study, and included the installation of a new design for signage providing route information, wayfinding and service hours for use at the bus stops. Work continues on providing shelters at bus stops.

The budget crisis combined with the demands of restructuring the urban public transit system, have placed enormous demands on Connect Transit. A further complication is that Connect Transit is an entity of Bloomington and Normal, not a separate transit district. There is ongoing discussion regarding the potential benefits of creating a transit district, particularly with respect to financial predictability and sustainability.

Connect Transit's information in the current TIP is included in the In assessing future funding requirements and identifying the resources needed, Connect Transit has elected to assume that adequate operating support will continue through the plan horizon, reflected in Table 7.18.

Figure 7.8

Connect Transit Operating Costs FY 2023 - 2045	
Total Operating Cost and Funding	\$114,314,064

This result assumes that contracted Federal funding and State support keeps pace with anticipated need for operating funds. (Please see Appendix D for annual detail of Connect Transit funding requirements.)

However, the cost of future capital expenditures is assumed for the purpose of the plan to be less certain than an analysis reliant on prior experience would suggest. Connect Transit has assumed the availability of capital funding in the very short term, FY 2023, but not beyond. In years 7 through 28 of plan period, Connect anticipates the need for both replacement and expansion vehicles, including fixed route and paratransit vehicle types. The system is also beginning to work with alternative fuels, which over time will require investment in vehicles as well as fueling and service infrastructure. Connect continues to seek funding for the design and construction of a new transfer facility in Downtown Bloomington, one of the two primary transfer points for the current route system.

Figure 7.9
Connect Transit 2023-2045 Proposed Capital Expenditures – Anticipated Funding

Funded	\$3,590,272
Unfunded	\$78,985,985
Deficit	(\$75,395,713)

The plan specifies strategies for transit that include the formation of mass transit districts and continuing pursuit of cooperation on funding from large local employers and institutions. (Illinois State University, Illinois Wesleyan University, Heartland Community College and Lincoln College have universal access agreements with Connect Transit, as do other public and private entities.) The possibility over time that Illinois will regain the financial stability to support future capital spending programs to provide additional resources to transit in Bloomington-Normal.

SHOW BUS Rural Public Transit

SHOW BUS provides rural public transit service to a seven-county area stretched across central and eastern counties in Central Illinois, from Macon County to Kankakee County. Service in Kankakee County is provided under a separate contract and is not specifically considered here. The remaining service areas counties are served under an intergovernmental agreement with McLean County, which administers transit funding grants and operations oversight on behalf of all participants.

As is true for Connect Transit, a number of Federal transit funds comprise a core of SHOW BUS funding, including §5311, §5310, §5339 and others. SHOW BUS also receives funding from the IDOT Downstate Annual Operating Assistance Program, known as DOAP, and well as social service agencies, local governments and other sources. The DOAP funding is apportioned under a formula created by the General Assembly currently under discussion, with the possibility of more limited funding for Downstate transit providers.

SHOW BUS operates deviated fixed routes and paratransit services, and contract services to agencies with transportation needs, and provides non-emergency medical transportation and Medicaid-funded transportation. The SHOW BUS annual budget currently totals slightly under

\$3 million. The system was fortunate that its determined management was able to survive the periods of very slow reimbursement during the Illinois budget crisis.

SHOW BUS is not organized as a rural mass transit district, but as a non-profit provider. The system has examined the possibility of establishing a transit district, and there has been preliminary discussion between SHOW BUS and Connect Transit on this issue. Further consideration of this organizational change is a strategy recommended by this plan.

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Chapter 8: Implementation and Performance Analysis

As with most plans, the proof is in the implementation, actions taken pursuant to the plan and the results achieved. With the use of performance measures now a mandated step in the plan implementation, we have established phases for the implementation through the strategies and tasks defined in Chapter 6.

As previously discussed, this LRTP is designed to initiate a new course for transportation planning at MCRPC, taking full advantage of the remarkable expansion in data availability from multiple sources across multiple disciplines. Plans must be grounded in the best available information obtainable, which has been tested, compared with other information sources and validated as accurate and timely.

Phase I of the plan consists of executing the strategies and tasks that detail the data aggregation process, and the organization of the collected data. As of autumn 2017, MCRPC has begun development of a database “dashboard,” intended as an intergovernmental resource and eventually a publically accessible resource as well. The data relates to a number of planning disciplines, including transportation, housing, demographics, economic indicators, local business, education and others. Datasets are being acquired, tested and added to the growing collection. MCRPC intends to leverage this material to expand its analysis capabilities and correlate analysis from other sources.

Several of the standing MCRPC committees will assist in prioritizing the execution of strategies and tasks related to data collection and management, including consideration of data needs in the context of near-term projects and planning efforts. First priority for metrics will be assigned in part on the project-level priorities for which the data is required to proceed.

MCRPC is preparing for the initial phase of data collection and priority setting by correlating the goals, objectives, strategies and tasks in the transportation plan with their work program and scheduling requirements for specific tasks. For example, MCRPC staff and the Transportation Technical and Policy committees must develop a project scoring system for use in preparation of the Transportation Improvement Program (TIP). Although local staff members have always felt that the collaborative approach used over the last twenty years has served the community well, and has produced excellent and needed projects, they concede that it is difficult to quantify the process. In the interest of transparency the Technical Committee will begin this process in December 2017, for an approved document by Mid-March of 2018.

As is noted each year in the TIP, MCRPC does not limit the 5-year program to the required projects, those using Federal funds for some portion of the project budget. The TIP also includes projects funded entirely with local dollars. This has been done to properly reflect the degree to which transportation infrastructure is created and paid for within the community. These projects will continue to be reported in the TIP, and will not subject to the project scoring system. The TIP will continue to serve as a reference on the share of overall program costs taken on by the participating entities.

As noted earlier, this plan does not begin with a “preferred scenario.” Too little is known with respect to future resources to express a preference. As MCRPC’s data resources and analytic options broaden, it may be possible to formulate a preference based in real information, applying the priorities established in the Implementation of this plan and the municipal comprehensive plans.

For transportation, MCRPC will both acquire new materials and make existing resources more available for general use. Much of the new material will augment existing information to aid in authenticating data. This process will take advantage of government datasets now available, such as the Illinois Department of Transportation data announced for distribution at the 2017 IDOT Fall Planning Conference. The IDOT data and that from other sources sometimes exist as GIS-based files. Use of this material in concert with the McGIS system will be further investigated.

A major component of the MCRPC transportation data project is the acquisition of mobility and access assessment platform and relevant data for McLean County and the remaining four counties of the Region 6 Human Services Transportation planning area. This tool and McGIS are expected to radically improve analysis of mobility scenarios for the public rural transit and non-profit agencies in Region 6, which offer a range of transportation options to the general public and agency clients. This platform will play a central role in analyzing data and creating scenarios for scheduled and paratransit service in the rural Region 6 area, and in the updating of Human Services Transportation plans for Region 6 and the McLean County-Bloomington-Normal urbanized area MPO.

While Phase 1 of implementation is centered on the development and testing of a broad array of information resources and tools, Phase 2 focuses on the use of these capabilities in fulfilling the strategies and tasks outlined in the plan, often in cooperation with local governments, participant agencies and transit providers. Strategies in this phase of the process emphasize collaborative efforts to implement major policies such as Vision Zero, and to formalize intergovernmental and inter-agency cooperation and joint project management and funding.

This phase also includes the execution of alternative and innovative funding structures, such as options put forth by the FHWA Office of Innovative Program Delivery and the funding programs of the Federal Transit Administration. Of particular interest is the exploration and participation in Federal programs, including interagency programs, which the MPO participants have not previously utilized.

Implementation of the plan requires the capacity to make adjustments to its content and conclusions as new information or events may suggest. The MCRPC Transportation Technical Committee will take the place of the Steering Committee in adjudicating these revisions. Amendments to the plan will be processed in the same fashion as amendments to the Transportation Improvement Program, and will be submitted to the Transportation Policy Committee for final approval and adoption. Action taken by the Transportation committees to formalize this process will be included in the minutes of the committees.

As the MPO participants move through implementation of the strategies, MCRPC will track performance using the measurements discussed in Chapter 6. Beginning in 2018, each December 1st MCRPC will publish the annual report on the progress of the plan, including the status of the strategies and tasks, and amendments to the plan or the performance measures, and discussion of any events of noted or obstacles encountered. This document will solicit

public comment on the plan status, and incorporate comments into the report as the Transportation Technical Committee deems warranted.

Federal Project Finance Tools

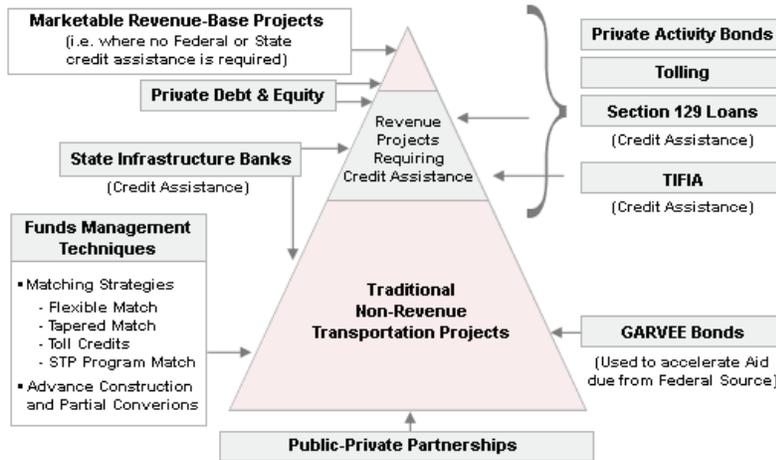


Figure 8.1, FHWA Office of Innovative Program Delivery, Center for Innovative Finance Support

Another aspect of Phase 2 implementation is the consideration of future projects which are currently defined as illustrative. There remains the possibility that during the term of this plan, a current need will be established and work will resume on the proposed East Side Highway. This may also be true of other illustrative projects discussed in Chapter 5, §1.10f,

such as a possible Oakland Avenue interchange on the I-55/74 loop in West Bloomington, or developing a regional hub at Uptown Station as the core facility in a regional commuter rail system across Central Illinois. In any of these instances, significant levels of project funding would be required to proceed. Given the existing and likely future funding instabilities, we cannot reasonably foresee circumstances in which these projects can be sustainably supported.

As noted in the context of our prime directive for system preservation over expansion, large-scale projects on the community's edge are inconsistent not only with this plan, but also the recent Bloomington and Normal comprehensive plans. Broad implementation of the comprehensive plans will reduce the likelihood of need for such facilities, but the possibility should not be ruled out. At its core, and like the municipal plans with which it is integrated, this transportation plan envisions a future Bloomington-Normal and McLean County in which restraint in development policy, respect for the extraordinary natural and agricultural resources that surround them and a receptive and responsive approach to emerging technology combine in a community which values its past and looks eagerly to its future at mid-century.



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