BLOOMINGTON-NORMAL

Metropolitan Long-Range Transportation Plan 2050

McLEAN COUNTY REGIONAL PLANNING COMMISSION | Approved October 28th 2022

MCRPC
McLean County
Regional Planning Commission

BLOOMINGTON-NORMAL URBANIZED AREA

Metropolitan Long-Range Transportation Plan 2050

Developed by the **M**cLean **C**ounty **R**egional **P**lanning **C**ommission

In cooperation with

McLean County
City of Bloomington
Town of Normal
Connect Transit
Central Illinois Regional Airport
Illinois Department of Transportation - Region 3, District 5

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Focus Group and Project Steering Committee Meeting

Pedestrian and Bicycle Focus Group Meeting

Project Steering Committee

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Transportation Committees and Regional Planning Commission

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John Burrill	MCRPC Chair, Policy Committee Chair
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Bart Bittner	Member
Jim Fruin	Member
Stan Gozur	Member
Charles Irwin	Member
Jennifer Langley	Member
Ron Lesser	Member
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CHAPTER ONE

Introduction to the MLRTP & Planning Process

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Chapter One

Introduction to the MLRTP Plan & Planning Process

Every five years, as mandated by the federal government, the McLean County Regional Planning Commission (MCRPC) develops an update to the transportation plan for the Bloomington-Normal metropolitan area with a scope of approximately 25 years. This planning effort produces the Metropolitan Long-Range Transportation Plan (MLRTP). This plan maintains a guiding vision for our transportation system that reflects broad community goals and policies, and proposes a path to meet our future transportation needs. The most recent plan was completed in 2017.

Previous long-range transportation plans for our MPO area have attempted the problematic task of predicting the future. Specifically, MCRPC has presented data and maps suggesting likely long-term trends, including locations for potential streets and roads, expansion of transit service, rail, air and freight transportation, and future land uses served by potential transportation system changes.

Two factors have made some assumptions obsolete, and illustrations of potential patterns of growth and change not tethered to past development practices are more speculative than in previous planning periods.

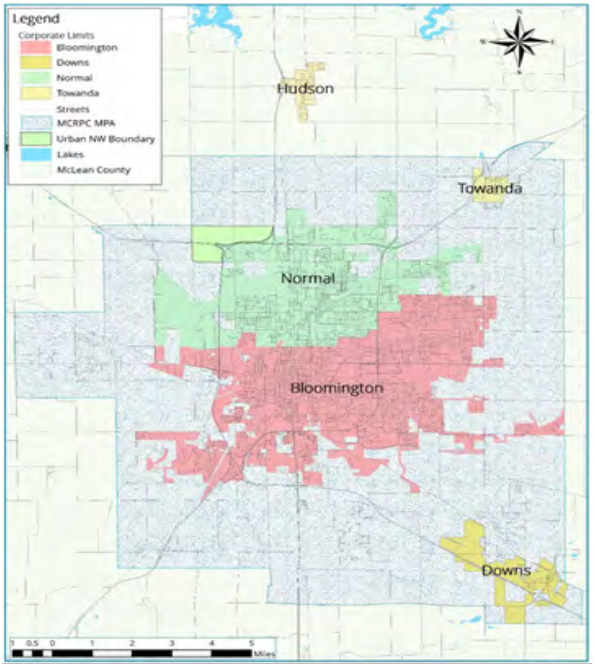
First, both Bloomington and Normal have adopted new comprehensive plans within the last decade. A key element of both plans is refocusing the local approach to growth, particularly growth within the municipal incorporation boundaries. The new approach classifies developable land in priority tiers, where the highest priority is given to infill development, land already within an incorporation boundary, with full access to municipal services and some connection to the transportation system. Lower priority is given to areas without these pre-existing advantages. (See map on page 50). Even the arrival and expansion of Rivian reflects this new approach, in returning developed areas to a previous use.

Second, unanticipated yet globally significant events have undermined previously comfortable assumptions about the way the world works. In turn, uncertainty about the stability of governments, economic actors, institutions, populations and the very planet itself is reinforced by the responses to challenges such as the COVID pandemic and climate change. These concerns are discussed later in this chapter and in other sections of this plan.

Community goals are often expressed through municipal and regional comprehensive plans, but may also be voiced through community initiatives, priorities emerging from the work of advocacy groups, or from community goals in response to public support. Transportation planning that addresses these priorities is MCRPC's responsibility as the Metropolitan Planning Organization (MPO) for the Bloomington-Normal urbanized area.

What is an MPO?

Since 1968, the McLean County Regional Planning Commission (MCRPC) has been the federally-designated Metropolitan Planning Organization (MPO) for the Bloomington-Normal Urbanized Area, throughout a defined Metropolitan Planning Area (MPA) (See map below). The MPO functions as a forum for discussions of transportation programs and policies, including an annual inventory of funded projects to be carried out across successive five-year periods.



The MLRTP 2050 considers our transportation system in the larger community context, through analysis of current system conditions and deficits, anticipated future demand, and careful consideration of emerging and envisaged technological changes that may create transformative transportation options. This analysis must also consider how the transportation system will function as the community responds to internal, external and even global influences over the next quarter-century.

Guide to the Process and Participants

The transportation plan is developed under the guidance and oversight of the Project Steering Committee (PSC). The PSC is comprised of some members of the MCRPC Transportation Technical Committee, who bring expertise in the management of multiple modes in our transportation system. Also involved were representatives of local governments, the Illinois Department of Transportation, Connect Transit and the CIRA Airport Authority. For this MLRTP update, the PSC also included representatives from the Illinois State University, Illinois Wesleyan University, County Health Department and the District 87 and Unit 5 school districts. Coincidently, four members of the PSC are also members of MCRPC.

The PSC and MCRPC staff also have the benefit of information provided by participants in five focus groups. The groups bring together the perspectives of stakeholders and subject matter experts on needs and issues faced by Public Transit, Health & Social Services, Bicycle & Pedestrian Users, Commerce & Freight and Autonomous & Connected Vehicles and Intelligent Transportation Systems.

Appendix 2 contain the project schedule. Meeting notes and attendees for the PSC and Focus Groups are included in Appendix 3.

The remainder of this chapter summarizes the content of the subsequent chapters in the plan, and notes some global challenges that may influence our expectations for the future.

Existing Conditions

Chapter 2 summarizes the current state of the transportation system, noting evaluations by the Transportation Technical Committee and other subject matter experts, progress since the 2045 Long-Range Metropolitan Transportation Plan and emerging challenges. This includes analysis based on spatial relationships between transportation system elements and populations. Supporting documentation comprises Appendix 4.

Public Opinion, Demographics & Future Population

An extensive and multi-pronged program of community engagement is the most essential task in the MCRPC plan development process. To maximize our understanding of public opinion regarding the transportation system, our principal tool was a survey regarding priorities, experiences and concerns regarding our transportation system. The survey was distributed through the MCRPC website, with printed versions available at public libraries, and flyers regarding the survey on Connect Transit vehicles and other locations as demand suggested. For 2022, the survey was available in English, French and Spanish. The survey form and a compilation of the responses are included in Appendix 1.

As has been our practice across the last decade, the reach of the survey tool was greatly expanded through the array of partner governments and agencies that help in its distribution. MCRPC staff asked that our contacts who receive the survey go on to disseminate it to their contacts, and in turn ask that they forward it to their contacts. Given the range of agencies with which MCRPC partners, a substantial cross-section of the community can be reached in this way. This approach makes the survey available to as broad a sample of the population as possible. Documentation of this process is also included in Appendix 1. Results of the survey are discussed in Chapter 3

MCRPC staff also visited public events, including the Farmer's Market in Downtown Bloomington, as a vector for distributing surveys and getting additional comments from the public. Population and other demographic data were obtained from the 2020 Census and the aggregated 5-year results from the 2015-2019 and 2016-2020 American Community Surveys. The 2020 Census information provides the total population count and some basic demographic data. For other demographic information, such as data about language use, disability status, housing characteristics and transportation choices, the American Community Survey was the primary resource. MCRPC staff also seeks out locally compiled data for comparison with informa-

tion from large-scale data sources, particularly with respect to economic and employment information.

Data analysis and population projections are included in Chapter 3. Census and related data were used to calculate updated population projections for the Bloomington-Normal area and McLean County. This was an essential step in making equally reasonable estimates of what the transportation system will require to keep pace with change, and to fully serve the future population.

Chapter 3 concludes with the methods and results of population analysis and projections.

Key Focus Areas & Public Priorities

Chapter 4 reviews transportation priorities as established in public comments and stakeholder engagement, and informed by national and state policy and priorities.

I. Transportation System Safety - Consistent with the adopted Go:Safe McLean County Action Plan and federal and state transportation guidance, the principal topic for the MLRTP is safety in the transportation system. Of particular concern is the incidence of fatal crashes, noting in particular those involving pedestrians killed by motor vehicles.

Concerns about a series of such incidents helped propel MCRPC's successful Rebuilding American Infrastructure with Sustainability and Equity (RAISE) federal planning grant application in late 2021 to fund the Veterans Parkway Corridor Study. The extensive research, public engagement and data analysis called for in the scope of services for the corridor study will establish a robust collection of data with which to conduct more fine-grained analysis of the causes of safety failures throughout the transportation system and to pursue workable solutions. The planning process for the re-envisioning and re-inventing of the 80-year old, auto-oriented Veterans Parkway will commence when the grant agreement is available and executed with the U.S. Department of Transportation.

As these solutions are put in operation, the feasibility of extrapolating them to other locations can be assessed. Both the Go:Safe Action Plan implementation and the Veterans Parkway Corridor Study are key elements in achieving improved safety results for our transportation system.

II. Sustainability and Resiliency – In an era of increased understanding of the environmental consequences of development and infrastructure, the concept of sustainability has become more central to transportation planning. Previous transportation plans for our area have acknowledged it, but with a broader definition than the adoption of policies supporting system improvements that reduce environmental impacts, the use of environmentally sustainable materials and construction techniques. We have also focused on the fiscal sustainability of the transportation system, especially when considered across the decades-long scale of a long-range plan. Moreover, the transportation system must support social sustainability in its design and scope, to be usable for the entire community. These aspects of sustainability are a core consideration in projecting project requirements and estimated costs through mid-century.

Resiliency is a related concept, but focused on the ability of both infrastructure and fiscal resources to withstand and recover from failures in the system. In the face of climate change and its unpredictable consequences, the fragility of some elements of the system, such as bridges, and the potential for damage to infrastructure from both inadvertent and intentional human actions, the transportation system must have the capacity to withstand threats or recover from them.

III. Equity – Transportation equity means that the resources of a place are readily available to all of its residents, however they chose to travel and whatever their circumstances. It applies to providing equal access to members of racial or rthinic minorities, disadvantaged persons, whether they are challenged by poverty, disabilities, health conditions, literacy or other constraints. This idea is inherent in the transportation vision defined in our 2045 LRMTP completed in 2017– "Our transportation system increases options for mobility and provides equitable access in support of a safe, healthy, livable, sustainable and vibrant region." This element of transportation is an important consideration in the planned Veterans Parkway Corridor Study.

IV. Economic Support – It is common for transportation investment to be evaluated in terms of how well it supports economic activity, sometimes to the demotion of other factors in the analysis of costs and benefits. A transportation system should properly serve the community's economic interests. Discussion of this issue included the extent

which there are gaps in these economic functions, as informed by stakeholders and experts regarding commerce and freight.

Goals, Objectives, Strategies & Performance measures

Chapter 5 begins with a discussion of the foundational assumptions regarding future conditions, opportunities, resources and demands, which are used to frame our goals and objectives to address the priorities established in the planning process. The goals and objectives must be evaluated using data that we can collect and quantify, and which can be expressed as targets for the implementation of the plan. In view of this requirement, this portion of the chapter also considers appropriate metrics for assessing achievement of goals, and appropriate interim and final targets for reaching objectives while implementation is in progress.

The remainder of the chapter sets forth the goals for the core issues raised in Chapter 4, whether through the public survey responses, stakeholder contributions, and the deliberations by the Project Steering Committee. Some goals and the related objectives may address more than a single issue, acknowledging that issues are interrelated, to bring clarity to the collaborative process of implementation.

Preparing the Future, the Long Range Program of Projects

Chapter 6 discusses assumptions regarding future conditions, challenges and opportunities for meeting transportation needs and demands, potential technology implementation and its impact on expectations. The core of this chapter includes the consensus assumptions of the PSC, as advised by federal and state staff, regarding projects planned for outyears 6 through 28 of the Program of Projects, in addition to the projects included in the FY 2023-2027 Transportation Improvement Program, which comprise Years 1 through 5 of the MLRTP.

Achieving Implementation

Chapter 7 describes the goal of all planning - implementation of projects that support the priorities and policy decisions reflected in Chapter 5.

Challenges Beyond Our Borders

A. THE WORLD TURNED UPSIDE DOWN - THE COVID 19 PANDEMIC

For more than two years the world has been consumed by the COVID-19 pandemic. The novel coronavirus swept across continents, causing levels of contagion and death reminiscent of the influenza pandemic during World War I. Beginning in mid-March 2020, state and local governments resorted to shutdowns and travel limitations that resulted in many people working from home when possible, and those employed in critical positions working under difficult, hazardous conditions. Due to the limitations on travel to work, and other daily activities, the typical commuter use of the transportation system was curtailed, with major impacts on public transit and other modes of transportation.

With the advent of vaccines against the virus in early 2021, there were expectations that the pandemic could be halted and the previous patterns of daily life could resume. The expectations were premature, as vaccination rates lagged below anticipated levels, and the Delta and Omicron variants of the virus emerged.
As of (Summer) 2022, the pandemic is receding in the public memory, despite the occasional emergence of new viral variants. In the United States, the lockdowns and travel restrictions are largely abandoned. As people, governments, institutions and the private sector weigh the economic and structural impacts of the pandemic, whether or when daily life returns to “normal” remains an open question.

Due to the chaotic nature of the pandemic, and the efforts to curtail its effects, it remains difficult to assess how much of the transportation disruption effects will persist. It may not be possible to evaluate the true impact on our transportation system until there is evidence that economics, public health and public opinion have returned to their previous balance.

B. CIRCUMSTANCES BEYOND OUR CONTROL

Transportation options and access are acutely sensitive to changes in the global petroleum market. Since the oil embargos of the 1970s, there have been repeated instances where economic conditions have been jolted by disruptions in supply. In addition, environmental factors, such as hurricanes

in the Gulf of Mexico, and human factors, such as marine oil spills and pipeline ruptures, have led to unpredictable impacts on fuel availability and cost.

Early in 2022, a continuing geopolitical conflict was the trigger for renewed price volatility. Russia's invasion of Ukraine led to an unprecedented international response, including the rapid imposition of extensive economic sanctions against the Russian Federation. Members of the European Union, many heavily reliant on Russian oil, joined in the economic effort to reduce Russia's capacity to wage war by curtailing its fossil fuel revenues. However, this meant turning towards at least short-term increases in the use of oil, gas and coal from other sources. At the same time, both the European Union and the United States made decisions to increase fuel production from sources other than Russia for the duration of the war. Responses included the release of oil from the U.S. strategic reserve, announced by President Biden on March 31, 2022. This action was taken in part because fuel prices in the U.S. increased, although not reliant on Russian oil.

Concerns about the conflict's direct impact on fossil fuel emissions, as well as other environmental degradation, were reinforced by the release of the UN Intergovernmental Panel on Climate Change Sixth Assessment Report on April 4, 2022. The final section of the three-part Report, Climate Change 2022: Mitigation of Climate Change[1], made the stark prediction that temperatures rising past 1.5°C was likely inevitable, and that increasing fossil fuel use, such as that posited in response to the war, would mean that holding to the 1.5°C ceiling would be impossible[2].

1. IPCC, 2022: Climate Change 2022: Mitigation of Climate Change. Contribution of Working Group III to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change, at https://www.ipcc.ch/report/sixth-assessment-report-working-group-3/

2. "IPCC report: 'now or never' if world is to stave off climate disaster," The Guardian, 4 April 2022, Damian Carrington, at https://www.theguardian.com/environment/2022/apr/04/its-over-for-fossil-fuels-ipcc-spells-out-whats-needed-to-avert-climate-disaster

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CHAPTER 2

Existing Conditions

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Chapter Two
Existing Conditions

Why Existing Conditions?

The transportation system is a vital combination of disparate elements that takes shape at considerable cost and subject to all the uncertainty about what we will someday require. The closest we can get to that future is to stand at the edge of our current moment, extrapolate how the world will change and transportation with it. We do this by taking the combined expertise, acquired knowledge, expectations and imagination of those engaged in planning for this complicated and evolving system, and from that information finding the path best supported by the preponderance of the evidence it contains.

That balance between knowing where we are and anticipating what we might someday need is at the core of the planning effort. Specifically, evaluating the state of the transportation network is a continuing process. Each year the local governments develop their municipal budgets, deciding based on the available evidence what transportation infrastructure work needs immediate attention. That done, they can consider the less urgent work that can wait a bit longer. These priorities, as expressed in the adopted municipal budgets are the core of MCRPC's annual update of the Transportation Improvement Program for the Bloomington – Normal Urbanized Area and the more inclusive Metropolitan Planning Area (MPA).

In turn, the content of each annual update of our Transportation Improvement Program becomes the first five years of the projects and initiatives we predict will be needed as the first five years covered by the MLRTP. These decisions rely on available up-to-date information about the condition of the various elements in the transportation system. and what the system will be require over the next quarter-century.

To further complicate the process, the local governments are responsible for a very broad array of infrastructure necessary to manage water, sewer, stormwater, solid waste, recycling and other services, as well as transportation facilities. This collection of responsibilities needs a careful balance of systemic needs and the resources available to address them. This must be done while considering the balance between all the infrastructure, raw materials, resources and impacts needed for each system.

Components of the Transportation System

Just as municipal governments must manage numerous types of infrastructure, they must also contend with multiple aspects of the transportation system, including those that control portions of the system. Further, transportation infrastructure must co-exist with other systems, such as energy (electricity and natural gas) and telecommunications. A sampling of the transportation system components includes:

Sidewalks
Pedestrian/Bicycle Trails
Local Streets
Collector Streets
Arterial Streets
On-Street Bicycle Lanes
Urban Highways
Interstate Highways
Rural Roads & Highways
Bridges & Culverts
Grade-separated Streets
Transit Stops and Amenities
Transit Routes & Rolling Stock
Rail Travel, Passenger & Freight
Rail Stations, Train Storage
Rail Crossings
Air Travel, Passenger & Freight
Airports

Transportation Factors

The Bloomington-Normal Urbanized Area understands the need to plan for the expensive infrastructure that makes up the transportation system. Both the City and the Town, along with McLean County, MCRPC and the Illinois Department of Transportation (IDOT), have steadily developed and updated plans for the improvement of all aspects of the transportation system, from streets to trails, transit, bicycle lanes, passenger and freight rail, and a regional airport and its passenger and freight services. An index of local and state plans and other documents is provided in Appendix 4, including information about the plans and where available, links to the original documents.

As noted in Chapter 1, the highest priority for transportation systems is the safety of the users. Assessing the current condition of our infrastructure helps to define our objectives, and strategies to reach those objectives. In addition to guidance from new policies emerging from the U.S Department of Transportation (USDOT), we are also guided by the concerns and priorities determined through the planning process. This guidance includes consultation with stakeholders, and the priorities expressed in response to the community transportation survey. The preferred approaches to safety improvements can vary throughout the community, due to differences in neighborhood characteristics and the circumstances of residents.

The Street System & the Safe Streets Goal

Streets and highways are generally used most by motorized vehicles, but they are also the territory of pedestrians and bicyclists. Policy guidance from the Federal Highway Administration (FHWA), while focused intensively on safety for transportation system users, now also supports the Complete Streets approach to the design of streets. The foundation of the concept is the idea that Complete Streets may be safely used by anyone, no matter what their mode of travel, or any individual characteristics that may apply to them. Our local jurisdictions have adopted policies in support of Complete Streets, and there are examples in Bloomington-Normal.

What is a Complete Street?

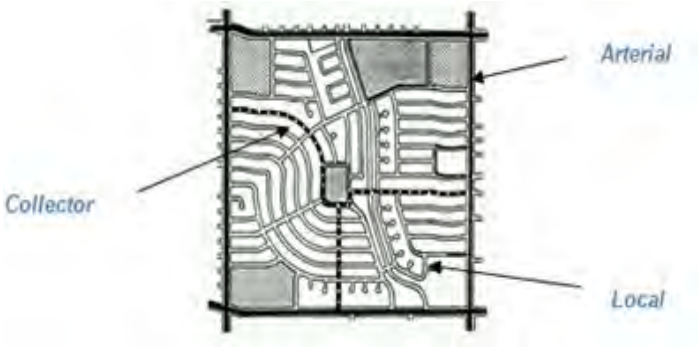
A Complete Street is safe, and feels safe, for all users (FHWA).
Complete Streets serve pedestrians, bicyclists, public transportation users, children, older individuals, individuals with disabilities, motorists, and freight vehicles (FHWA).
Complete Streets are equitable streets and networks that prioritize safety, comfort, and connectivity to destinations for all people who use the street network (FHWA).
Complete Streets are streets designed and operated to enable safe use and support mobility for all users. Those include people of all ages and abilities, regardless of whether they are travelling as drivers, pedestrians, bicyclists, or public transportation riders (USDOT).

The Functional Classified Street System

There is an accepted hierarchy of street types, based on how much traffic the street carries, and what transportation role it serves. In addition to defining the characteristics of each level in the hierarchy, the assignment of streets into the classified system allows for Federal transportation funding to be used for classified streets.

The Federal Highway Administration (FHWA) created a popular illustration of the concept, shown at right.

Functional classification is based on the idea that all streets occupy a specific point on the continuum between maximizing access, or maximizing mobility, where mobility is defined as greater speed. Arterial traffic moves quickly, but does not allow much flexibility in the traveler's route. Collector streets gather traffic from local streets and convey it to other collectors, or to arterials. Local streets function at lower speeds, but provide a fine-grained network that can reach practically any location in the community. In the FHWA view, the classified system is organized by traffic volume and level of access in this manner:



- **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** (major and minor) moving traffic out of neighborhoods and to arterials, and
- **Local streets** serving neighborhoods, down to access for individual lots.

Each classification has a definition based on the volume of traffic carried, whether the primary purpose is to move traffic (mobility) or provide maximum access to places. There is also a formula that indicates what percentage of the overall system should consist of streets of each class. Connections between classifications are also important to the function of the classified system. Work to improve the performance of arterials and collectors is generally eligible to use Federal funding for projects other than maintenance. There is a clear priority attached to projects designed to improve safety performance.

The current system of classified streets and roads was developed in the years following the 2010 Census, through the process of determining the changes to the urbanized area. One change at that time was the inclusion of a stretch of west Route 9 to the west of Bloomington. As additional residential development occurred in that area, it began to meet conditions that would move it into the urban area classification.

Bloomington-Normal has several high-volume streets that meet the functional requirements of arterials. The most traveled is the principal arterial Veterans Parkway (BUSINESS 55), which intersects another, Empire Street (Illinois Route 9), particularly east of central Bloomington. Main Street (US 51) through Normal and Bloomington is another example, as is Rivian Motorway (US 150). Despite their differences, they share a common characteristic – they are controlled and managed by the State of Illinois.

In recent years, the Illinois Department of Transportation (IDOT) has initiated studies and projects on three of these major streets, as well as others within their jurisdiction.

- On Veterans Parkway, in addition to extensive resurfacing, new infrastructure to improve pedestrian crossings and compliance with the American with Disabilities Act was built.
- The 2007 Main Street corridor plan, Main Street: A Call for Investment, advocated for many kinds of redevelopment along and adjacent to the full extent of Main Street and adjacent areas. With respect to transportation, the plan sought better access by pedestrians and other users within the corridor, as well as persons using non-motorized transportation. The intent was to adapt the street to be responsive to multimodal and non-motorized traffic; A feasibility study of the transportation elements of the Main Street promoted bike lanes and dedicated transit locations.
- Preliminary plans for the project on Empire Street across Bloomington indicated that a redesigned intersection at Veterans Parkway would create a safer experience for pedestrians and bicycle users.

There is additional work to come on Veterans Parkway. In November 2021, MCRPC was notified by USDOT that the agency had been awarded a highly competitive planning grant under the new Rebuilding American Infrastructure with Sustainability and Equity (RAISE) grant program, a descendant of the TIGER and BUILD programs. MCRPC was the only entity in Illinois awarded a RAISE planning grant, and among only 27 such grants awarded nationally.

The project for which the RAISE grant was awarded is a comprehensive study and re-envisioning of the entirety of the 80-year old, auto-oriented Veterans Parkway, examining ways to restructure the highway to employ Complete Streets ideas and improve safety for non-motorized users. This will allow safe multimodal use, not just for motor vehicles, but also for pedestrians, bicycle users and transit riders. This project will include the collection or generation of significant and new or updated information about technical, economic and social aspects of the community's access to and use of the highway. This will include analysis of equity considerations, critical due to the substantial economic

and employment activity located in the Veterans Parkway corridor. The study will be the gateway to future projects adapting Veterans Parkway to a changing transportation future.

The decision to upgrade state-owned facilities to improve safety is essential and welcome, but state control means that improvements take place on IDOT's timetable and at its discretion. It also means that safety projects in Bloomington-Normal are in competition with projects in other communities for resources allocated through the IDOT District 5 staff. Choices between projects can rest on which project budget can fit neatly into the remaining fiscal resources available to the District. The competition is inevitable, but it is also a barrier to mitigating the dangers observed in our street network, both in the time required to complete needed corrections, and the availability of financing to underwrite them. As recommendations emerge from current and future plans, it will be important to monitor these issues, and for the community to advocate for their solutions.

Local Streets & Roads

While the threats to transportation system user safety may be more obvious in evaluating the large arterial streets and highways, local streets are subject to similar failures and their consequences. Not all serious crashes occur on arterial or collector streets. Transportation planning in McLean County seeks comprehensive approaches to improve safety across the system.

Major Crash Locations

The map on the next page illustrates the frequency of crash incidents in the metropolitan planning area. One approach to improving transportation safety in Bloomington-Normal was a central element in the 2045 Long-Range Metropolitan Transportation Plan, adopted in November 2017. The resulting project, which created our Go:Safe McLean County Action Plan (Go:Safe Action Plan), is based on a traffic safety initiative called Vision Zero. The core principal is that all traffic deaths are avoidable, and that all aspects of transportation should be planned, designed and managed to achieve the goal of zero deaths. Both Federal and state transportation agencies have put the Vision Zero concept at the core of their policies.

Paradoxically, part of the danger of local streets is in their familiarity – driving (or walking, or biking) on a quiet neighborhood street feels safe. It is an understandable response, but potentially risky both for the traveler and the people in the neighborhood. It is also a reminder of the Go:Safe Action Plan principal that awareness of surroundings and each system user's commitment to avoid distractions is essential to promoting safety. Keeping these considerations alive in those using the transportation system, in any mode, is a core goal of the Go:Safe Action Plan. This long-range plan supports the ongoing implementation of the recommendations and initiatives identified in our Go:Safe Action Plan.

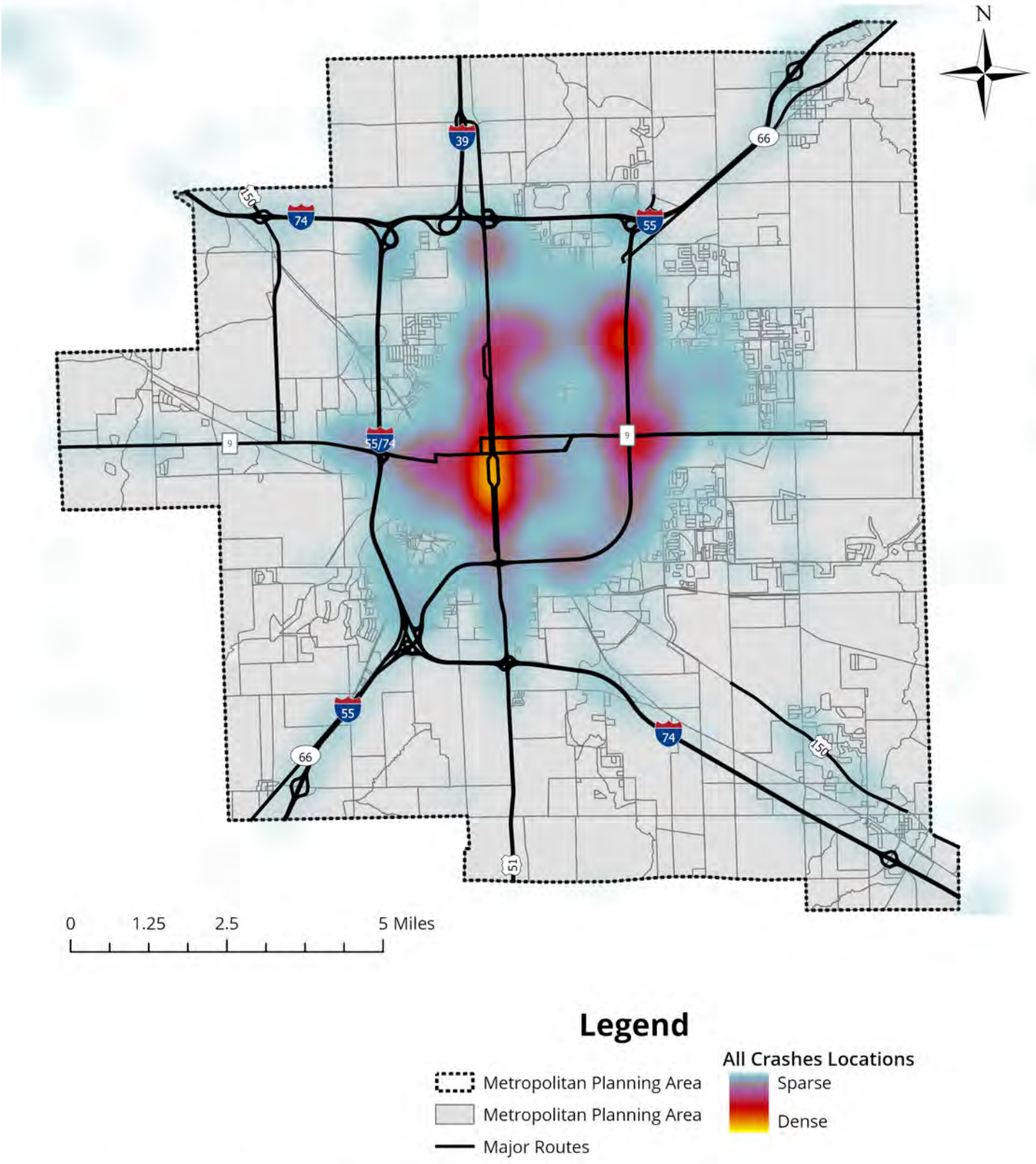
Like the heavily trafficked streets managed by the state, local streets require maintenance, repair and sometimes replacement. A very common complaint is the development of potholes and other damage to pavement, particularly in response to harsh winter weather. Multiple factors produce the damage, but pavement behavior during periods when the temperature rapidly cycles between sub-zero and above freezing, or higher. This increasingly frequent occurrence directly affects the pavement material itself, and the same cycle applied to snow and rain causes additional stress to the pavement surface.

Recently, the Town of Normal, supported by an IDOT grant to MCRPC, undertook an assessment of pavement on its local streets. In addition to creating a dataset of pavement conditions throughout the Town, it gave Normal an opportunity to assess its streets using the same measurement tool already used by Bloomington and McLean County. This permits a regional analysis of the street network using common standards, and will create a broader understanding of the pavement in place, The Pavement Surface Evaluation and Rating (PASER) system analysis will also allow assessment across multiple aspects of pavement systems used, length of installation and other factors influencing pavement resilience.

Both Bloomington and Normal have conducted assessments of pavement options. An emerging factor in maintenance and repair decisions is the increasing cost of the materials used. Continuing maintenance also creates traffic management issues that can have safety implications, for workers as well as people traveling in the vicinity. Inevitably, the ongoing management of the street network is affected by the volatile climate in Central Illinois.

2020

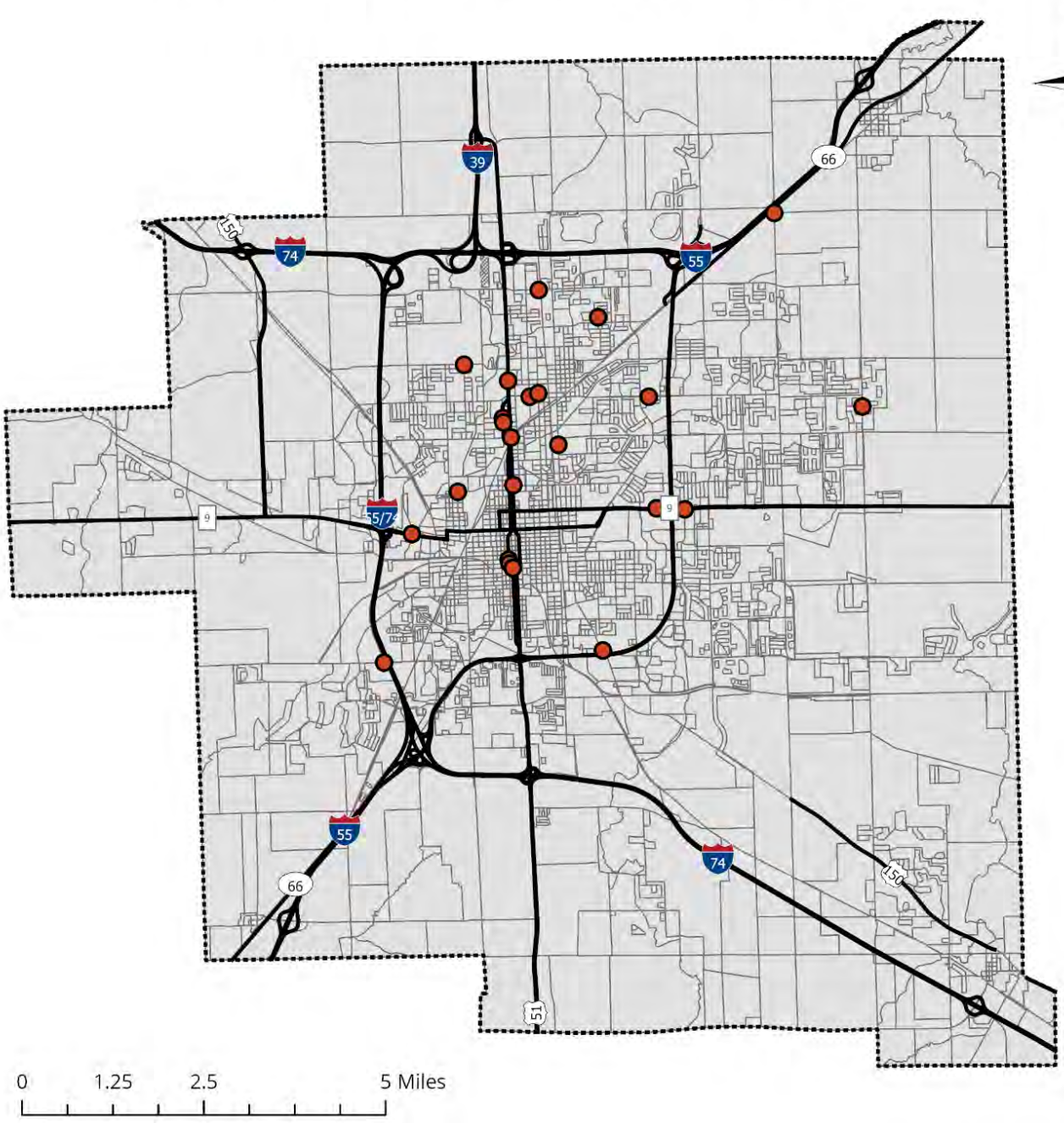
All Crashes and Collisions Heat Map



Source: Illinois Department of Transportation

2020

Pedestrian Crashes and Collisions



Legend

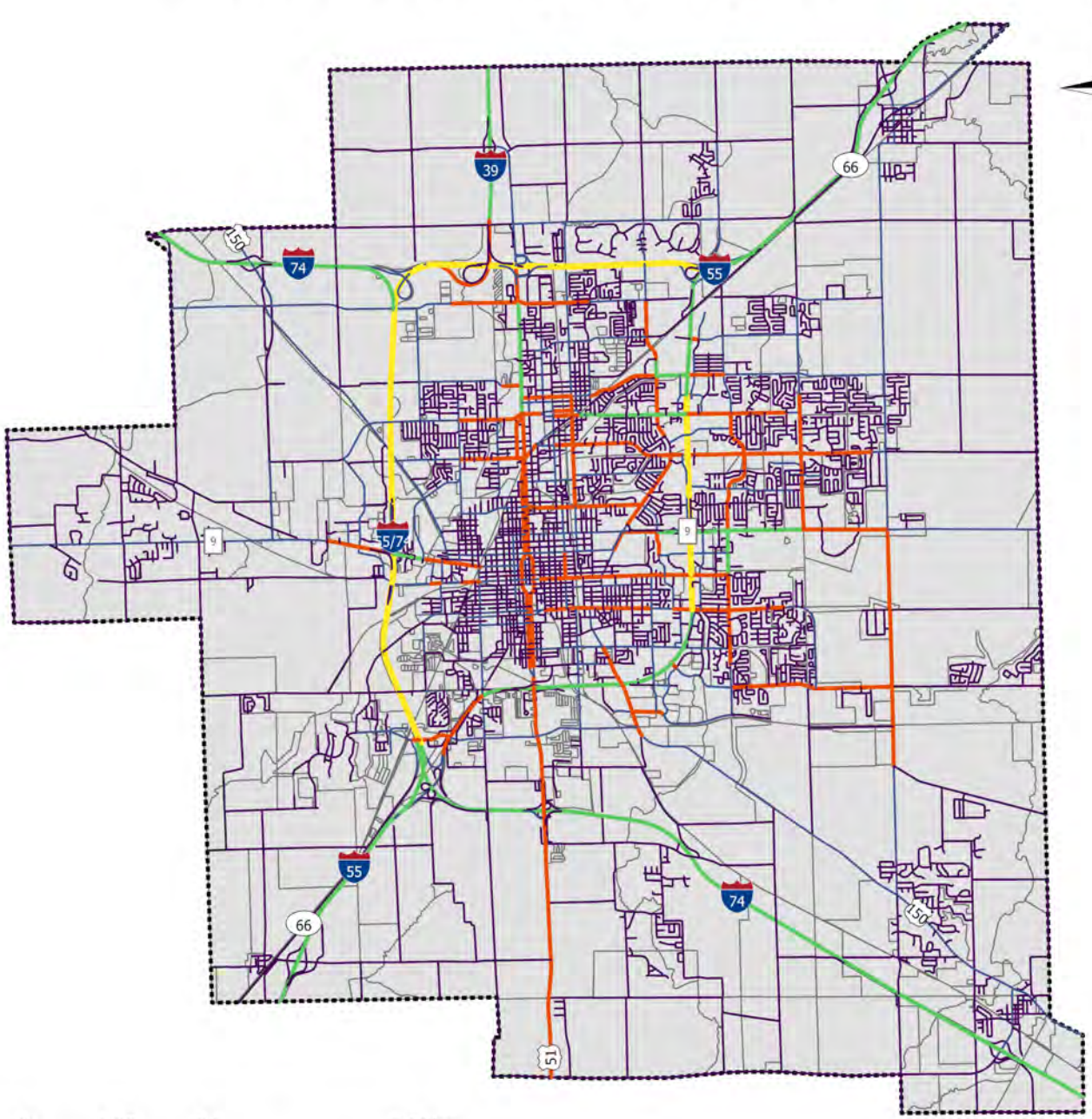
Metropolitan Planning Area
Metropolitan Planning Area
Major Routes
Pedestrian Collisions

* The Illinois Department of Transportation recoded 0 fatalities including pedestrians within the MPA boundary in 2020

Source: Illinois Department of Transportation

2019

Annual Average Daily Traffic



Source: Illinois Department of Transportation

As with the busier and faster arterial streets in Bloomington-Normal, the City and Town give serious and continuing attention to the safety performance of the local street system. Both Bloomington and Normal have adopted Complete Streets policies, as has McLean County. Projects have been completed applying these policies, such as the re-design of Front Street in Bloomington.

Uptown Normal also draws on Complete Streets concepts. The adoption of the policies, and of the infrastructure recommendations in the Go:Safe Action plan demonstrate the region's commitment to the Complete Streets model.

Pedestrian & Bicycle Facilities

Bloomington-Normal and McLean County can claim a high level of facilities available for pedestrians and bicycle users. Foremost among them is Constitution Trail, a pedestrian and bicycle trail winding across both City and Town, which provides connections to Downtown Bloomington and Uptown Normal, universities and colleges, parks, entertainment, and a wide array of other destinations. The Trail is a much-loved community asset, and efforts continue to expand its reach and provide increased access to its benefits.

Constitution Trail is also an important element in efforts to integrate the transportation network into community health resources, both providing access to healthcare, and offering opportunities to engage in active, healthy activity. The availability of transportation to and from health-related activities is a major concern, and MCRPC has worked with healthcare providers on efforts to improve such access.

McLean County claims a section of the partially completed Route 66 Historic Bikeway. In some locations, the Route 66 trail uses the original pavement left behind when Interstate-55 was built to replace the historic highway. With the approach of the centennial of Route 66, the Historic Bikeway is expected to experience a new wave of interest. The map below includes estimates of the implementation of remaining phases of the Bikeway.

One result of the broad interest in biking for commuting is the development of on-street bicycle lanes in Bloomington and Normal. These are designed to provide bikeable routes to locations that are not served by the Constitution Trail. The installation of on-street bike facilities is in its early stages, but additional locations are expected to join the street system. A key concern of bicycle users is connectivity between bike lanes and other facilities.

Sidewalks

Constitution Trail is a popular resource for walkers and runners, although viewed as less suited for daily commuting. An additional resource is sidewalks. However, the state of repair of sidewalks is not consistent across the community, and in some areas, sidewalks were never built. This has been a matter of concern for people who would like their children to be able to walk to school. In a larger context, damaged or aging sidewalks are a barrier to walkability in some neighborhoods. In addition, the lack of adequate street lighting makes the sidewalks even more difficult to navigate safely.

Measuring Sustainable Streets

Metrics of Sustainability

Annual Cost of Roadway Construction & Maintenance, 2010 - 2020

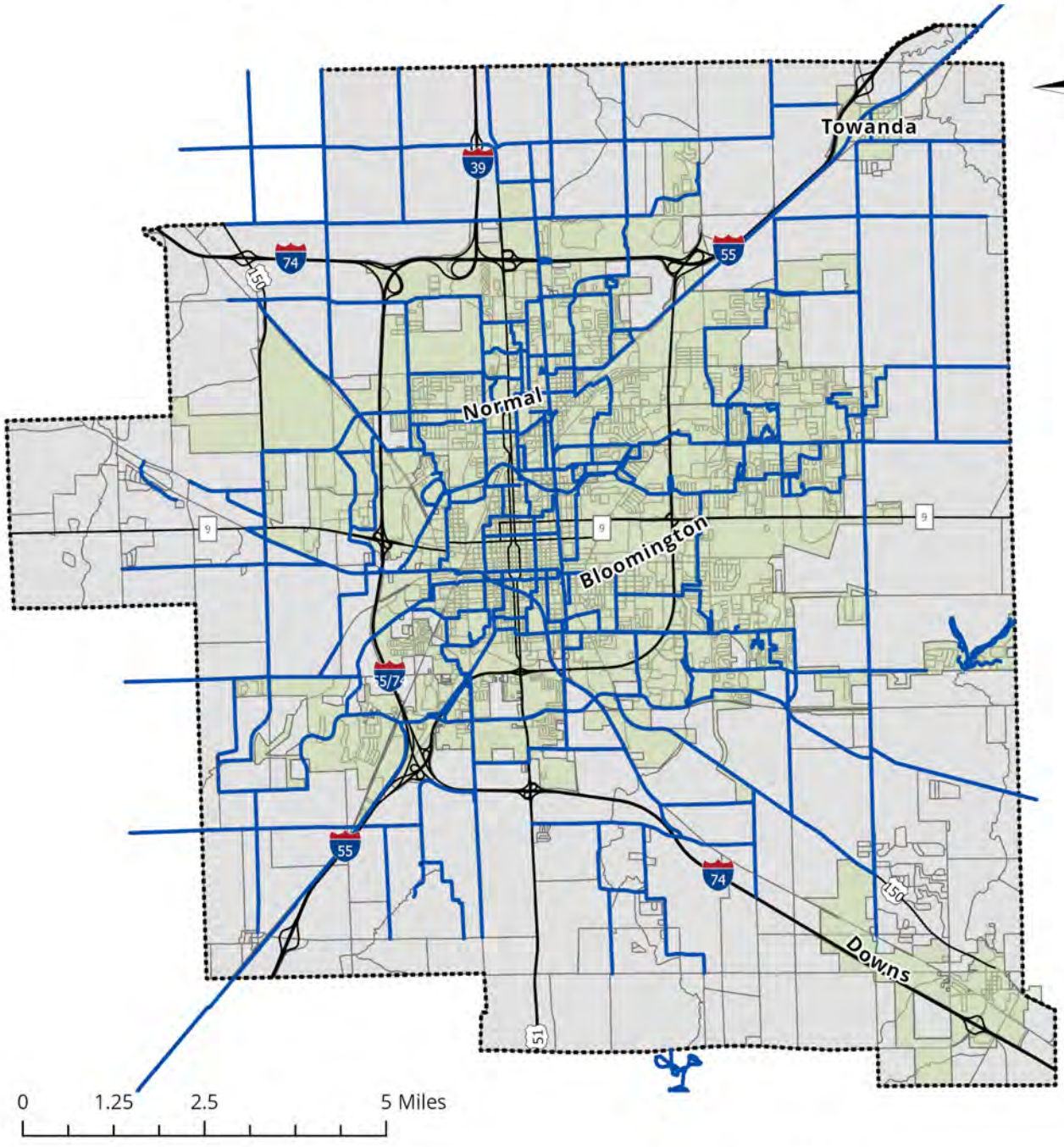
Environmental Impact of Construction & Materials, Annual

Environmental Impact of Additional Traffic Generated, Annual

Quantity of Additional Traffic Generated, Annual

Area of Added Impervious Surface, Annual

Bicycle and Pedestrian Trails



Legend

- Metropolitan Planning Area
- Metropolitan Planning Area
- Streets
- Major Routes
- Bike and Pedestrian Trails

Source: McLean County Geographic Information Systems

Both Bloomington and Normal have adopted bicycle and pedestrian master plans, and Bloomington also has a sidewalk plan and ongoing condition inventory process. The upkeep or addition of new sidewalks is not eligible for the use of Federal transportation funding, so the work must be funded out of scarce local funding.

Consequently, funds that are allocated for sidewalk maintenance and installation may be reallocated, particularly when emergency projects arise elsewhere in the transportation system. In a larger context, damaged or aging sidewalks are a barrier to walkability in some neighborhoods. In addition, the lack of adequate street lighting makes the sidewalks even more difficult to navigate safely.

Public Transit

Public transit has a long history in Bloomington-Normal, and to some extent access to public transit has regressed in recent years. Bloomington introduced horse-drawn streetcars right after the Civil War, which were converted to electric power at the end of the 19th century. The streetcar system ceased service in the 1930s.

From 1906 to 1953, Bloomington-Normal was also served by an interurban light rail system, eventually known as the Illinois Terminal Rail system, which connected passengers to Danville, Champaign, Decatur, Peoria, Lincoln and Springfield; service to St. Louis began in 1910. The rise of the automobile led to the demise of the passenger light rail service, although it continued to provide freight service until the early 1980s.

The interurban system once shared city streets with cars and pedestrians. When the system ceased service, much of the track right-of-way was surrendered to surrounding landowners, and is no longer available to re-create intercity light rail.

CONNECT TRANSIT

Following from the interurban system, bus service emerged in Bloomington-Normal with private providers. In 1972 the system became a construct of Bloomington-Normal, called the Bloomington-Normal Public Transit System; in 2012 the operational name became Connect Transit.

Connect Transit operates a fixed route service using both diesel and electric powered vehicles. The acquisition of additional electric fixed route buses is a current project and a priority. The system also operates Connect Mobility, a paratransit service utilizing a number of smaller accessible buses to provide door-to-door service to qualified riders. Connect also recently introduced the Sapphire route serve the west side and the Rivian plant.

Connect Transit is not organized as a mass transit district. It exists under an agreement between Bloomington and Normal, and cannot operate beyond the incorporated areas of the municipalities. A referendum would be required to establish an MTD, which is generally thought to be unlikely to succeed. The system is largely funded by Federal and State transit funds, farebox receipts and financial support from Bloomington and Normal.

Despite the limitations in its service area, Connect Transit has taken on a number of new initiatives and programs in recent years, most recently the use of micro mobility to connect people in underserved neighborhoods to the transit system. Some reorganization of the staff and the route system has taken place over recent years, as several general managers arrived and departed. Connect Transit may pursue these efforts to completion.

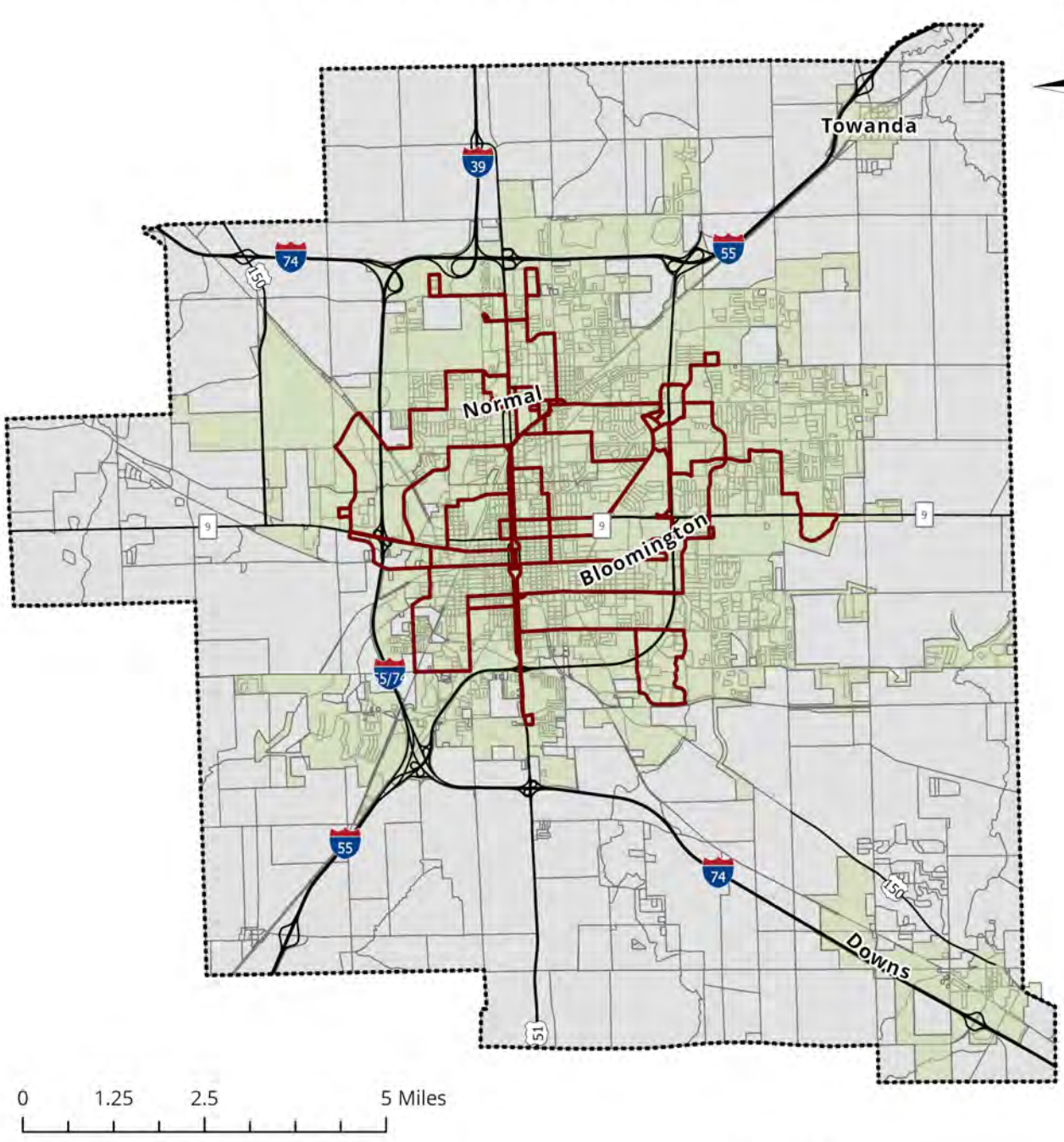
Changes in the route system several years ago eliminated a flag-to-stop system and replaced it with hundreds of fixed-location bus stops across the service area. This change led to an ambitious program of infrastructure installation and ADA compliance at all bus stops in the system which is approaching its final phase. Called Better Bus Stops, the program has involved extensive participation of both municipalities in consulting on the stop locations, and in assisting with construction of curb insets and sidewalks to access the stops. Connect is also installing shelters where there is adequate room, and seating in various forms.

As noted above, Connect Transit is well into a multi-year purchase of electric fixed-route vehicles, some of which are now in service, as well as charging infrastructure. Additional electric buses are ordered, and some are expected to be delivered late in 2022; a total of 14 vehicles are either delivered or anticipated. It should be noted that the impacts on supply chain functions have affected delivery estimates.

In a continuation of a long-standing effort, Connect Transit has received Federal Transit Admin-

2020

Connect Transit Lines



Legend

- Metropolitan Planning Area
- Metropolitan Planning Area
- Streets
- Major Routes
- Connect Transit Lines

Source: Connect Transit

istration funding for the design and construction of a new Downtown Bloomington Transit Center, which would replace the current bus-staging area on Front Street between Madison and East Streets. Site consideration and analysis is continuing.

Connect Mobility has qualified to be a Medicaid service provider, a substantial advantage for many riders needing Mobility service. Following a community-based study of fare structures, routing, underserved areas and other issues, called Connect to the Future, changes were made, some of which would assist in responding to COVID issues affecting the transit system. Recommendations from the 2019 Connect Transit Short-Range Transit Plan are referenced in the MLRTP to continue the initiatives proposed.

SHOW BUS PUBLIC TRANSPORTATION

SHOW BUS Public Transportation (SHOW BUS) is a not-for-profit organization which provides rural public transportation in nine counties across Central and Northeastern Illinois, including rural portions of DeWitt, Ford, Iroquois, Kankakee, Livingston, Logan, Macon, Mason, and McLean counties. McLean County is the transit grant recipient on behalf of its rural portions, as well as rural populations in DeWitt, Ford, Iroquois, Livingston and Macon counties. SHOW BUS offers service on fixed routes, or through reservations for individual trips.

For many years, MCRPC's Transportation Advisory Committee has benefited from the experience and counsel provided by the SHOW BUS President, Laura Dick. Ms. Dick also serves on the Joint Committee of the Illinois Human Services Transportation Plan for Region 6. MCRPC staff also work with SHOW BUS in carrying out program requirements as specified by IDOT.

As with Connect Transit, SHOW BUS is not organized as a rural mass transit district. Creating a district has been discussed, but there are substantial barriers to completing that transition.

SHOW BUS provides service to any person within its service area. All SHOW BUS vehicles are accessible to persons using wheelchairs, walkers or other assistive devices. Most vehicles have a powered wheelchair lift; the remainder have ramps. Persons who require assistance can ride with a companion or care giver, without an additional fare.

Some locations within our Metropolitan Planning Area can be served by SHOW BUS. They have established a route around the urban area but outside the municipal limits, which provides opportunities for connection to Connect Transit.

NON-PROFIT §5310 PROVIDERS AND TRANSPORTATION FUNDING

In addition to the public transit providers, there are transit resources available from and through social service, medical and senior care organizations. These entities, who must be providing transportation to older persons, persons with disabilities, or who meet similar conditions, can acquire vehicles using the Illinois Department of Transportation Consolidated Vehicle Purchase (CVP) grant program.

Through this grant program, the state contracts for the purchase of the vehicles needed, which are then awarded to grantees without cost. Currently in Bloomington-Normal, there are two agencies using vehicles on these terms. Both Marcfirst and Homes of Hope provide residential, employment and other support to people with developmental disabilities. Often, these agencies combine to use of vehicles granted to them directly with use of the Connect Mobility service.

INTERCITY BUS COMPANIES

Greyhound, Peoria Charter and Burlington Trailways offer scheduled distance bus connections. Greyhound and Burlington Trailways use Uptown Station in Normal, and have other stop locations. Peoria Charter has a stop location on East College Avenue. While these companies provide an economical choice for longer-distance travel, it can be difficult for travelers needing accommodations for disabilities to use them.

Passenger Air

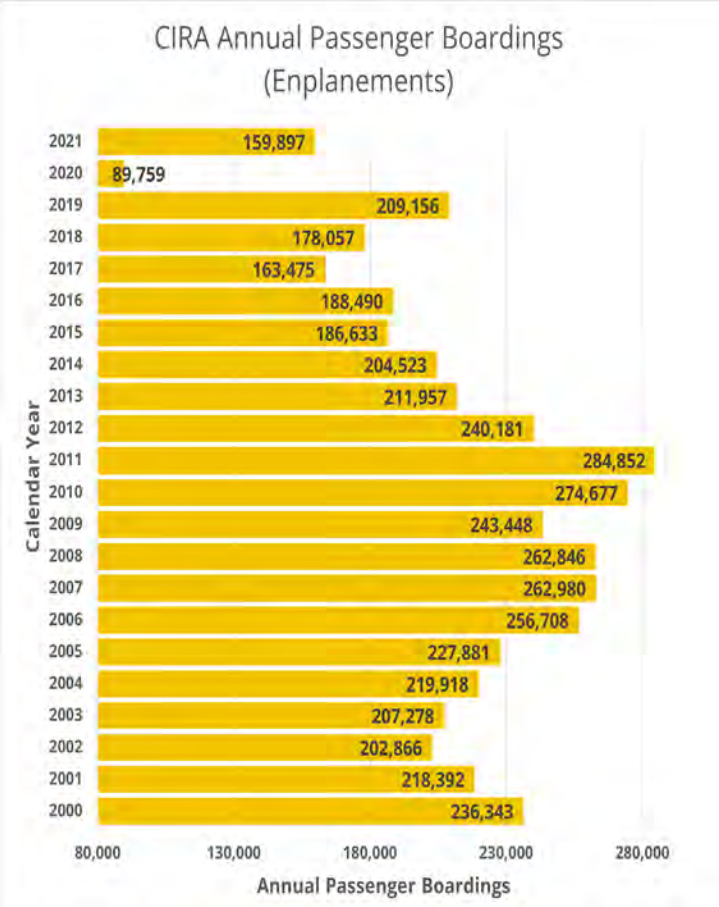
Bloomington-Normal is home to the Central Illinois Regional Airport, commonly called CIRA. The airport is located on the east side of Bloomington, on East Empire Street, also commonly called East Route 9. It can be accessed using the Connect Transit Public Transit service, as well as through private car sharing arrangements or taxis.

At the turn of this century, the airport was granted funds for a considerable expansion, which included

a new terminal, surrounded by expanded parking facilities. After the events of September 11, 2001, access to the parking facilities was revamped to comply with new security requirements. The new facility opened on November 5, 2001. From that beginning, CIRA has experienced the consequences of world events, including the global recession in 2008-2009, as well as more localized economic events. In the last twenty years, the array of passenger travel options has shifted periodically. Passenger response has also shifted, as shown in the chart below.

Currently, CIRA is served by four airlines, Allegiant, American, Delta and Frontier, with flights to Atlanta, Chicago O'Hare, Dallas-Fort Worth, Denver, Detroit, Orlando, St. Petersburg-Tampa/Clearwater, other Florida destinations, and has included Las Vegas. Some routes are seasonal. The airport also serves and supports general aviation.

In the past 2½ years, travel and other disruptions due to the COVID-19 pandemic have had unmistakable impacts on passenger traffic at CIRA. The Airport Authority continues to solicit new carriers serving new destinations.



Source: Federal Aviation Administration, Passenger and All Cargo Statistics, CY 2000-2021

Passenger Rail

Amtrak is served in Bloomington-Normal by Uptown Station in Normal. There are multiple trains per day, going north to Chicago and connections to the East Coast, the Southeast and Pacific Northwest, and going south to St. Louis, Kansas City and connections across Texas and the West Coast.

Approximately $22 million in transportation funding contributed was provided to build Uptown Station, largely from TIGER (Transportation Investment Generating Economic Recovery) grant funding.

During the preparation for high-speed passenger rail service that began during the Obama Administration, considerable work was done on tracks and crossings from Chicago and through Bloomington-Normal to St. Louis. Some barriers remain to the full implementation of high-speed rail in this corridor. It may be that the funding emerging from the Bipartisan Infrastructure Law will remove final obstacles to full service.

Freight Traffic in the Transportation System

During the development of the Long-Range Metropolitan Transportation Plan (LRMTP) 2045, adopted November 30, 2017, MCRPC staff were working with a consulting firm on the preparation of a study of freight traffic in Bloomington-Normal and McLean County, considering all modes of freight transportation. The study was completed early in 2018. The report focused on preservation of the freight system, freight connections and options, and the maintaining a good standard of freight mobility. The report also listed a set of guiding principles, which included keeping/maintaining what we have, making strategic investments and embracing technology. It also included the principal of sustainability, which in the intervening five years has become a much more dominant concept.

However, much of the data used was generated in 2014. In addition to management of freight traffic and recent freight activities and concerns, the 2015 arrival of FedEx with a freight-focused hub at the Central Illinois Regional Airport, and the recent arrival of Rivian as the new and expanding industrial occupant of the former Mitsubishi factory, all mean that the picture from 2018 needs to be re-evaluated. In light of shifting conditions in global commodities, and the impact of more than two years

of pandemic-related trade and transportation restrictions, that need is even more urgent. Given the increasing amount of cargo arriving and leaving McLean County, accurate and timely information is essential to plan future transportation resources that will meet our best possible estimates of changing needs.

The development of this plan included the work of the focus group for commerce and freight users. Those in the group with direct experience in freight transportation noted several issues that were new to the discussion. It was noted that many truck drivers rely on navigation aids that do not account for vehicle type and street classification.

The goal statement for freight planning in the 2017 LRMTP read "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." That remains a valid goal, and additional aspects are now considered. Of the objectives and strategies applied to that goal in 2017, some have been adapted to the areas of emphasis in this MLRTP, and others have been added in support of new circumstances. The updated approach to freight transportation is presented in Chapter 5.

Among the strategies carried over from the previous version of the plan is the formation of a freight advisory committee, composed of stakeholders and experts on the various modes of freight transportation. This group will be a forum for continuing discussion of the communities needs with respect to freight, but also a resource for MCRPC as the planning process comes to fruition.

Responding to the Unexpected - COVID-19 Transportation Impacts

An inescapable aspect of existing conditions in Bloomington-Normal is the continuing evolution of the limits on personal, social and economic activity since March 2019, when the nature of the threat presented by the COVID-19 coronavirus. Well into 2022, more than two years after the contagion began to spread around the world, there have been continuing outbreaks of infection, even as the countries that maintained the most cautious quarantine policies began to relax their restrictions and allow tourism to begin its recovery.

A century after the Spanish Flu devastated a global society already reeling from the massive damage resulting from World War I, the spread of COVID-19 demonstrated that not enough was learned or remembered from the early 20th century. Everyone, scientists, doctors, public health experts, governments, economists and ordinary citizens, wanted answers about what happened, and why controlling the pandemic and the virus itself was so challenging. As the variant strains of COVID-19 have emerged, it was clear that those answers will take time, multidisciplinary research and analysis before the facts are established, and their interpretation is correct.

Knowing the enormous impact on transportation that the pandemic and the restrictions on daily life it created, planners also want answers. Some preliminary assessment of local consequences may be attempted. However, an event of this magnitude cannot be properly understood while we are to some degree still in its midst. A deep understanding of the transportation impacts may need to wait for the MLRTP of 2027.

CHAPTER 3

A Foundation of Data

McLEAN COUNTY REGIONAL PLANNING COMMISSION | October 2022

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Chapter Three

A Foundation of Data

Planning involves gathering information, evaluating the quality of the information, and connecting each set of information to other sets. To meld and analyze the collections of information properly, we look for shared characteristics within the data. We also consider how those attributes inform the relationships between data from multiple sources.

To the fullest extent possible, the accumulated data is connected to other data resources that identify specific locations in our community[1], using the regional Geographic Information System (GIS), incorporating the physical location where transportation activities (and everything else) take place. GIS allows for many kinds of analysis, and records and displays the interactions of infrastructure, governmental boundaries, public services and utilities, land uses, hazard zones and much more.

Public Outreach and Engagement

We use a variety of tools and tactics to get the public engaged with the planning process and the plans that emerge from it. These include the Metropolitan Long-Range Transportation Plan, the annually updated Transportation Improvement Program, an annual report of federal transportation investment in our region, agency budgeting, and plans and policies regarding civil rights, environmental justice, underserved and impoverished sections of the community, rural transportation planning and other issues of concern. Public participation in the planning process is a benchmark for each project carried out by MCRPC.

To increase awareness of the MCRPC planning process, the public is asked to be involved in specific projects. The agency has maintained a contact list, used to generate mass email campaigns to alert people to the planning work going on, and seeking their views.

Plans and related documents are posted on the MCRPC website at mcplan.org. Directing the public to the posted plans offers insight into what we do and how much we want to involve the people of Bloomington-Normal and McLean County in the process from start to finish.

To make the planning process more transparent and relatable for the community at large, we rely on proven tactics to engage the general public in the process. From the outset, we leverage the resources of our community partners to expand the reach of our message and draw our partners into the planning process as well.

In previous plan development efforts, MCRPC relied on the principle of meeting people where they are, talking about the work anticipated or in progress, and gathering their responses. This approach was also applied to this transportation plan.

The accepted standard for outreach and public participation is through public events, focus groups and subject matter experts. With a small staff and other constraints, such as a global pandemic, MCRPC looks for opportunities that transcend the barriers. In warmer months, both Bloomington and Normal host a slate of public events providing entertainment, a platform for product sales or promotion, and programs designed for people with specific interests or needs. MCRPC often participates in such events to promote planning activities and seek feedback.

To encourage public participation in this long-range plan, MCRPC staff members seeded promotional information throughout the community, attended events to promote the planning process, and targeted neighborhoods where people were less likely to respond.

Community-wide Survey

The B-N Metropolitan Long-Range Transportation Plan 2050 (B-N MLRTP 2050) survey focused on priorities for the future of the transportation system. It also included questions regarding the respondent's current use of the system, but also whether their use of specific system elements would alter if certain changes were made. Because the plan is intended to guide the transportation system into the middle of the century, it must be focused on future transportation system, while gathering baseline information on how respondents use the current system. The survey focused on future needs, not current concerns about potholes, parking, traffic congestion and

other in-the-moment issues. (For materials used to promote the Survey, and a compilation of the responses, please see Appendix 3.)

The survey includes unusual features. The form asks the respondent to indicate where they live in Bloomington-Normal by providing their street and the nearest intersecting street, noting that survey respondents are anonymous. Most respondents provided this information, sometimes listing their street address. The survey also requested the intersecting streets closest the respondent's most common daily destination, such as a work place, school, or other daily activity. Combined with other information, new avenues of analysis are made available.

The Responses

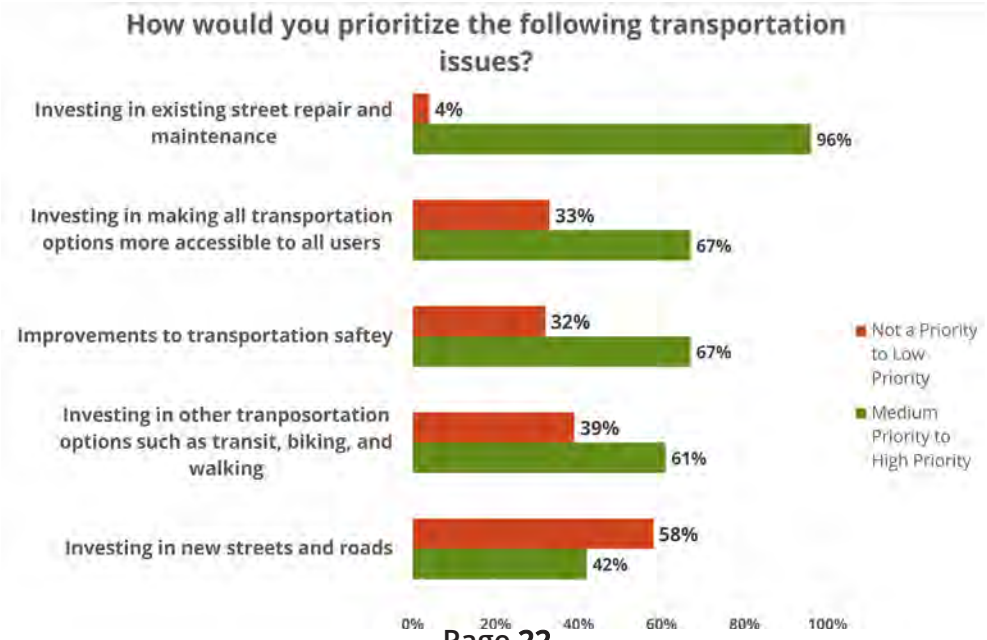
The B-N Metropolitan Long-Range Transportation Plan 2050 public survey was open for submissions from March 23rd 2022 to June 30th 2022. The survey was available in both a paper and online format in English, Spanish and French. Paper copies were available at both the Bloomington Public Library and Normal Public Library, and the MCRPC office. There was a huge effort on the MCRPC staff part to ensure that our survey reached all corners of the community. MCRPC sent countless emails with our flyers attached, posted about the survey on our Facebook page, and even drove around Bloomington and Normal to post in person flyers. We had a total of 734 participants. The next few sections will show the highlights of the results.

PRIORITIZING ISSUES

This section of the survey had participants rank how they would prioritize each category in the respective issue. The priority options ranked from "Not a Priority", "Low Priority", "Medium Priority", and "High Priority". Participants could only choose one priority option per category. For simplicity purposes, the following charts were condensed into "Not a Priority to Low Priority" and "Medium Priority to High Priority".

Transportation Issues

The biggest takeaway point is that 96% of respondents said investing in existing street repair and maintenance is either a medium or high priority when it comes to transportation issues, with nearly 80% stated it is a high priority. In contrast, 58% of respondents noted that investing in new roads and streets is either not a priority or a low priority. This tells us that participants may feel like the current layout of the system (where the roads are, etc.) works, but the quality and state of being of the system needs improving. This could go in hand with 67% of participants stating that making all options of transport more accessible to all users is a medium to high priority. For example, a broken or highly uneven sidewalk is inaccessible to someone with an ambulatory disability; while repairing a road or sidewalk there is an opportunity to make the existing structure more accessible to users. Furthermore, 67% noted that improvements to transportation safety is a medium to high priority as well, concurrent with several safety comments made by people in the



bike and pedestrian focus group.

Lastly, 61% stated that to investing in other transportation options such as walking, cycling, and transit are med-high priority, which could factor into the 67% of participants stating that transportation safety should be a priority. With more transit options available, people may be more inclined to use the different modes aside from their personal vehicle if they feel safe doing so.

Walking/Pedestrian Issues

Nearly 80% stated that sidewalk installation and improvements are medium and high priority. This could connect to the majority of participants stating that making transportation more accessible to all users or improving safety is a medium to high priority. If you do not have a sidewalk or one in a useable condition, this either discourages people from walking, which decreases accessibility to different transportation options, or people walk on the side of the road which is a major safety concern. The last medium to high priority in this category was expanding the existing trail system, including Constitution Trail.

In contrast, having dedicated pedestrian lanes to avoid conflicts with bicycles and the implementation of community walking programs both ranked as either Not a Priority or a Low Priority at 68% and 79% respectively.

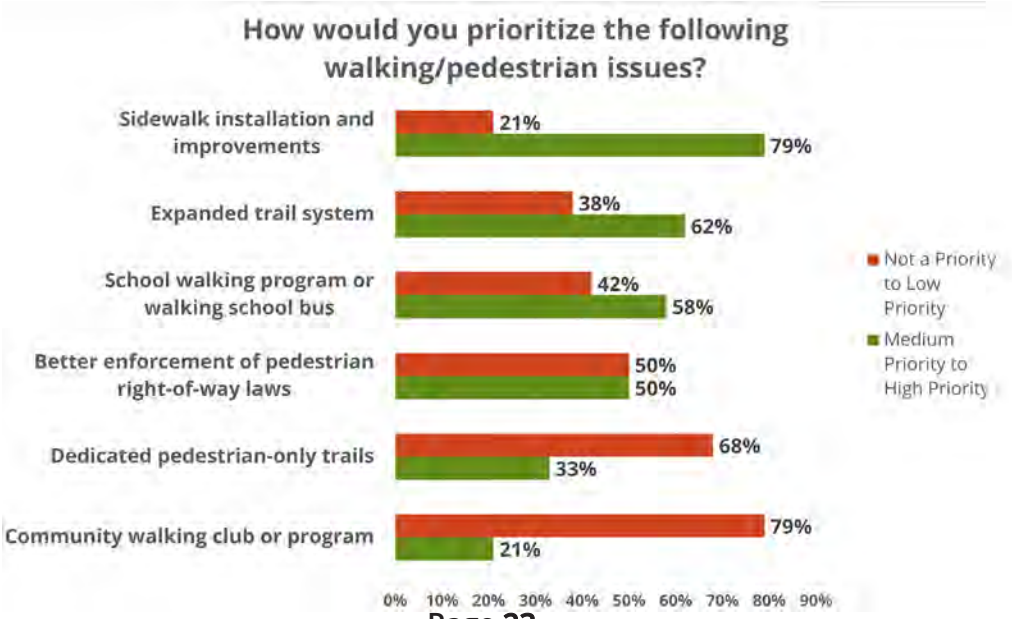
There was a bit of a split opinion when it came to better enforcement of pedestrian right-of-ways and the implementation of school walking programs. Right-of-way enforcement was split to 50% in each category, whereas school walking program had 42% state that it is not a priority or a low priority, and the majority of the medium to high priority category stating that the school walking program is a medium priority but not a high one. This indicates that this program could be something that families could be interested if implemented, but there are other priorities to walking that should be addressed first.

Of those who responded to the survey, 54% of participants state that they walk and run for leisure purposes, 43% of participants walk or run for both leisure and as a form of commuting, and 4% use walking as a commuting form.

Cycling Issues

59% of participants say that expanding bicycle trails, such as Constitution Trail, is a medium to high priority with 53% deeming that completing the Route 66 Bicycle Trail through McLean County is important. When it comes to cycling throughout Bloomington and Normal, 55% of participants would like more designated bicycle routes in B-N, but there were mixed feelings with having them in the form of on-street, as 52% said it was a medium to high priority. However, in the form of "sharrows", that option had a 56% low-no priority. Similar to walking and pedestrian priorities, better enforcement of rights-of-way had a split vote.

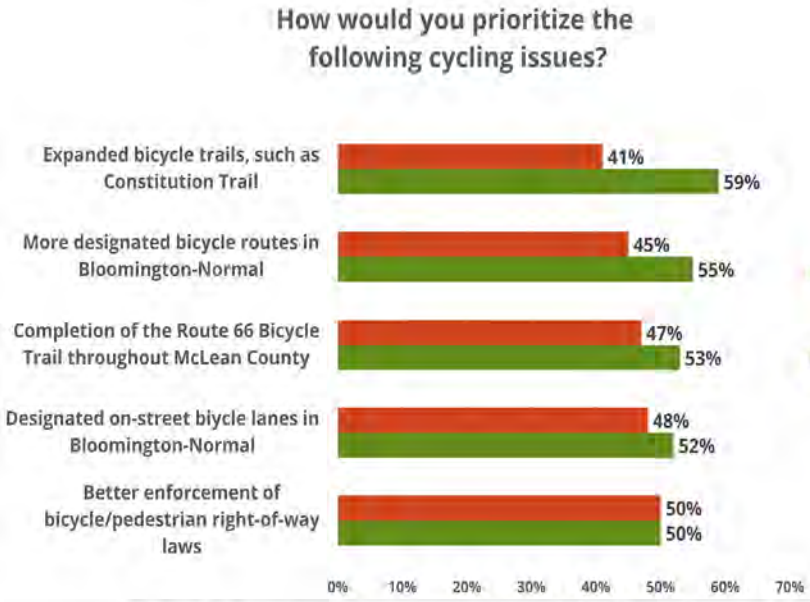
It is important to note that the majority of people do not walk or bike as their primary mode of commuting. This hints at a more car-centric way of commuting, with part of it, as hinted in the overall

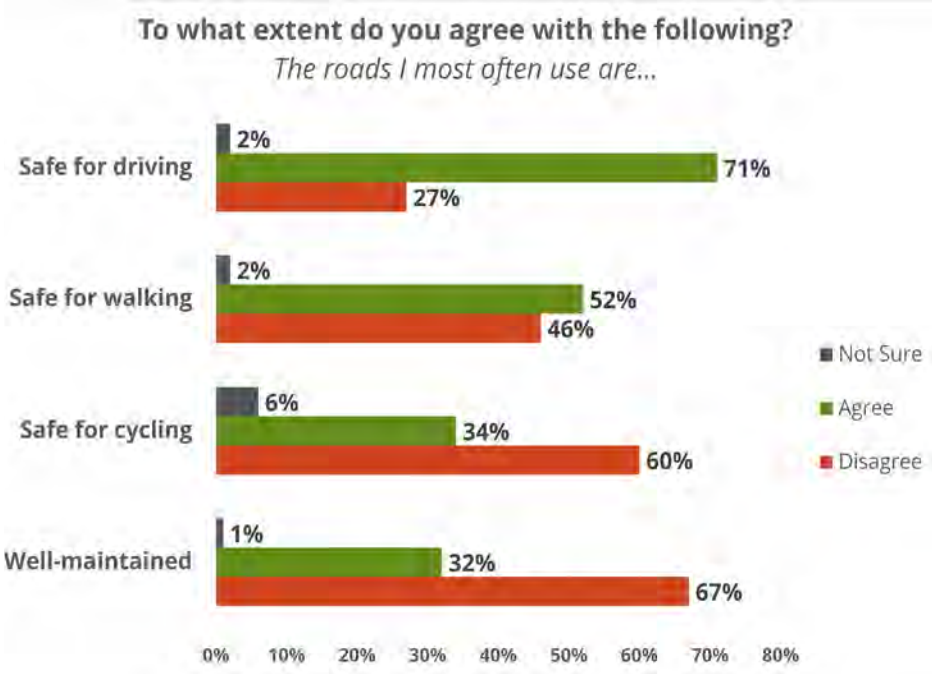


transportation section, could be lack of investment in other transport options as well as needed safety improvements.
The following cycling categories received a majority low-no priority:

- More designated automobile-bicycle shared lanes (sharrows) 56%
- More bicycle parking in parks and at public buildings 56%
- Secure bicycle storage available to the public 64%
- Bicycle parking requirements for private parking lots and structures 65%
- Bicycle sharing program 70%

Of those who responded to the survey, 69% of participants state that they ride their bike for leisure purposes only, 29% of participants ride their bike for both leisure and as a form of commuting, and 2% use biking as a commuting form.





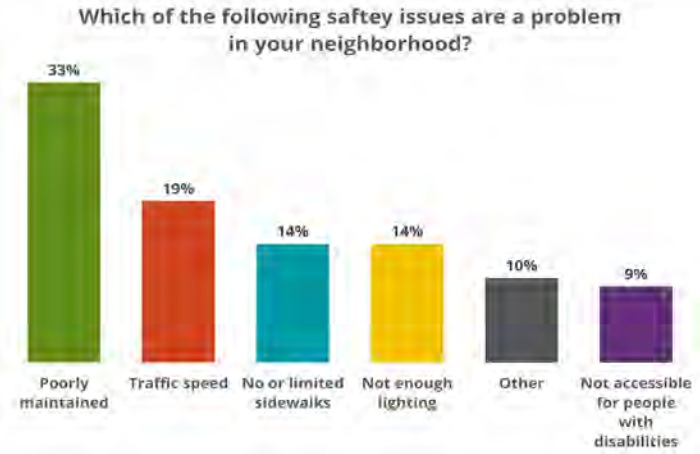
AGREE OR DISAGREE?

This question asked participants whether they agreed with the following statements. The participant could only select one answer per category.

Overall, 71% of participants agree that the roads are safe for driving, but 67% disagree that the roads are well-maintained and 60% disagree that they are safe for cycling. Participants were relatively split on whether they think the roads they use more often are safe for walking. What this tells us is that while the roads a participant may use more often are not as well-maintained, they feel safe while driving on them for various reasons (timing of the lights are safe, other drivers are safe, etc.). Where it is split whether someone feels safe while walking, the condition and presence of infrastructure could make a big difference as to whether one feels safe while walking. However, when it comes to "safe for cycling" areas, 60% of participants say that they disagree that the roads they use are safe for cycling, potentially pointing to broader issues when it comes to biking as echoed by the higher priority of bicycle trails and designated bicycle routes.

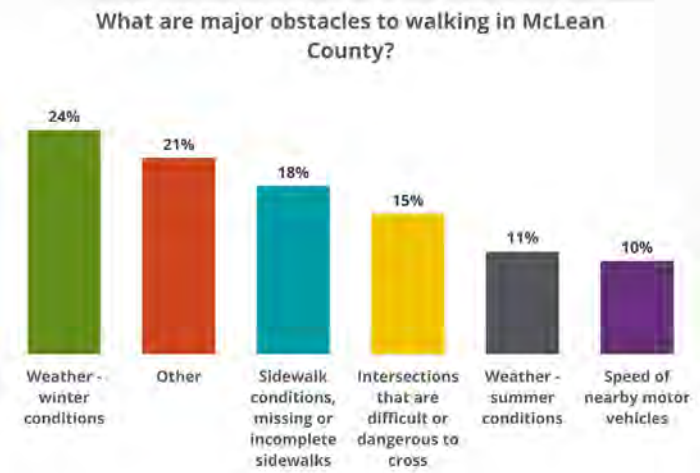
SAFETY ISSUES AND OTHER OBSTACLES

This section focuses on general safety issues and obstacles to walking and cycling in McLean County. Participants were allowed to choose all categories that applied to them, including an “Other” category where they could write their own response.



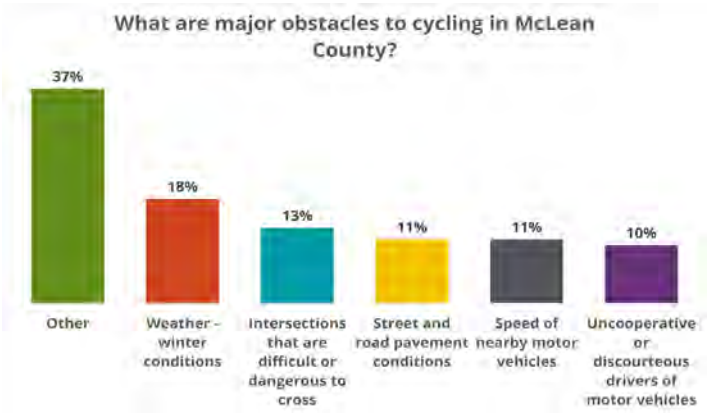
When it comes to general safety issues in the transportation network, poorly maintained (33%) and traffic speed (19%) account for 52% of results. This is followed by 14% stating that lack of sidewalks is an issue, and 14% not enough lighting. 10% of participants listed "Other" reasons, which include too much traffic, pedestrians walking on the side of the road, and lack of crosswalks. Many of the issues, both listed as a category or as an "Other" by participants, signal infrastructure maintenance and possible design change.

Obstacles to Walking



In regards to walking in McLean County, 35% of cited obstacles are weather related, namely winter and summer conditions. A close runner up are sidewalk conditions at 18% and intersection conditions at 15%. However, 21% of participants stated other, and those responses include distance to places such as shops, restaurants, work, etc., lack of lighting (safety/perception), and lack of crosswalks, further hinting at safety concerns and needs for infrastructure improvements and maintenance.

Obstacles to Cycling



18% of issues are weather related, namely winter conditions, with intersection issues, speed of motorists, uncooperative motorists, and street conditions are evenly distributed. 37% of participants stated "Other", and the common themes were lack of safe bike routes that take you through town/that take you places and having a safe place to store your bike.

OTHER MODES

This section investigates other transportation modes included within the survey.

Connect Transit

25% of respondents use Connect Transit, which is Bloomington-Normal's public transportation provider. Of the respondents who stated that they use Connect Transit, 73% use the fixed route,19% University/College Universal access/Redbird, and 8% Connect Mobility (paratransit) which includes a door-to-door service for those who qualify.

In regards to Connect Transit, medium to high priorities include real-time electronic route information (67%), easy-to-find information on routes and fares (66%), added bus shelters (63%), and improved accessibility (60%).

The survey also inquired about what would encourage participants to use Connect transit more. This section allowed participants to check all that apply. 21% stated that adding transit routes and stops near my home and usual destinations, 18% faster travel time/transfer time to my destination, and 16% easy-to-find information

Top 10 Roads of Concern Mentioned by MLRTP 2050 Survey Participants			
Road Name	Transportation User Behavior	Infrastructure Design (Changes)	Poor Maintenance
Veterans Parkway	11	28	6
College Avenue	5	7	14
Empire Street	4	8	14
Hershey Road	3	6	15
Oakland Avenue	4	6	11
Main Street (US-51 BUS)	2	8	9
Towanda Avenue	3	8	8
Fort Jesse Road	2	6	10
Fox Creek Road	4	9	6
Washington Street	6	7	4

Source: B-N Metropolitan Long-Range Transportation Plan 2050 Survey results

on routes and fares. 23% of participants stated "Other", and while much was a reiteration of the above, safety at bus stops noted by quite a few participants.

Central Illinois Regional Airport (CIRA)

The Central Illinois Regional Airport (CIRA) is Bloomington-Normal's regional airport. 87% of participants have flown out of CIRA, with 61% stating that they would like more direct service destinations. Destinations listed were in the hundreds, but the most popular listed destinations include New York City, Las Vegas, Phoenix, Miami, and Washington DC. Medium to high priorities in regard to the airport include additional direct service destinations (81%), additional airlines serving CIRA (77%), and more frequent flight options (74%).

Amtrak

Amtrak has a service station located in Uptown Normal. 79% of participants recorded using Amtrak, with 92% less than once a month, followed by 5% once a month. Medium to High priorities include improved on-time performance (78%) and commuter rail service to other Central Illinois cities (59%). 86% of users are very satisfied-somewhat satisfied with Amtrak service and/or Uptown Station, with lack of routes to specific cities, lack of handicap access, delay issues, and poorly maintained/dirty trains being the top concerns. In terms of high-speed rail, 50% of respondents state they expect to use Amtrak somewhat to much more often once high-speed rail is available.

Roads of Concern[2]

Finally, participants were asked to list locations, roads, segments, or intersections they deemed

were concerning and why. The reasons were then categorized by transport user behavior, infrastructure design changes being needed, or poor maintenance being the primary issue. The definitions are below:

Transport User Behavior: Respondents cited transport user behavior as a reason for the road being concerning (i.e., speeding, running red lights, etc.)

Infrastructure Design Changes: Respondents cited current infrastructure design as a reason for the road being concerning (i.e., dangerous crossing for pedestrian and cyclists, right of way issues, etc.)

Poor Maintenance: Respondents cited poor maintenance as a reason for the road being concerning (i.e., potholes, broken road, dirty road, etc.)

Hundreds of unique roads and segments were listed, and infrastructure design changes was cited 275 times, poor maintenance was cited 270 times, and transportation user behavior was cited 148 times. Although hundreds of unique locations and roads were listed, below depicts the top ten most frequently listed roads of concerns.

Perhaps unsurprisingly, Veterans Parkway was cited most often as a concern. The majority of those citing Veterans Parkway noted that the most concern was caused by infrastructure design changes and user behavior as reasons. The majority of the other roads were listed as concerning due to poor maintenance, with the exception of Towanda Avenue, Fox Creek Road, and Washington Street. These roads were cited concerning for infrastructure design changes being needed.

Demographics

MCRPC is frequently challenged by the public when we collect demographic and spatial information from people who participate in our public outreach activities. It is an understandable concern in light of the privacy issues that arise from the ubiquitous use of social media and the internet. We keep the information we gather in surveys confidential, and we assign each response a number so individuals cannot be identified.

We ask for these details because they help us to better understand the community and look for discrepancies in access to resources. With an intersection close to you, and using Geographic Information Systems (GIS), we can investigate patterns in survey responses by neighborhood. Do people who live or work there have access to healthy food, or a medical clinic, or parks and trails? A cluster of negative reactions to a specific question may mean that people in that area have had bad experiences that prompt them to avoid places or activities.

Demographic and population data is a massive resource for understanding how the community became what it is today. It can also explain how a combination of information about your location, the status of the infrastructure there, what kinds of changes you support and which you don't and what you feel is most important in the transportation system. For this transportation plan, the survey provides detailed insights into how the people of Bloomington-Normal choose from their transportation options, and if they can reach the places they need to go.

These population results are from the 2020 Census used with 2020 aggregated data from the American Community Survey.

Between 2010 and 2020, the population of the Bloomington-Normal area grew slightly, and slowly. During that period[4]:

- The County saw a 2.1% population increase between 2010 and 2020
- Bloomington grew slightly more than Normal
  - Bloomington: had a 3.2% increase
  - Normal: had a 0.4% increase
- McLean County saw a 1.4% population increase

The largest age groups in the Bloomington-Normal Urbanized Area are the five-year cohorts of people aged 20 - 24, closely followed by those aged 15 – 19. The disproportionate representation of these age groups reflects the university presences in Bloomington – Normal, especially the large student population at Illinois State University.

Other age cohorts in the population pyramid show a more conventional population distribution by age. However, McLean County is one of many in the state that have lost population in the younger groups, aged from birth to 14.

This means that the population is relatively stable, and none of the population variables change appreciably over time (i.e., annual number or births, deaths, overall population size). 78% of the population within McLean County lives within the B-N Urbanized Area. Within the urbanized area, 58% live in Bloomington, 41% in Normal, 1% in Downs, and 0.25% in Towanda.

Illinois saw a 0.1% population decrease between 2010 and 2020. That small decrease puts Illinois in the group of only three states which lost population over the period. The other two states with decreased population are Mississippi and West Virginia. This leaves Illinois in the uncomfortable position of being the only state outside the South to lose population – even the Northeastern states managed population increases.

Over the 2010 – 2020 period, the United States saw a 7.4% population increase, but as the Census Bureau reported, this increase was " lower than the previous decade's 9.7% increase and was, in fact, the lowest since the 1930s." The total population of the United States on Census Day, April 1, 2020, was 331.4 million.

DIVERSITY

A majority of the population in the County, Urbanized Area, and the respective towns is White. The Village of Towanda is 97% White Only, and Downs is 91% White Only.

Black or African American and Asian residents are the most numerous populations of color in the urbanized area. In terms of the total percentage of non-White residents, Bloomington is the most diverse municipality in the urban area. 9.7% of the population is Black or African American, 8.56% is Asian, 2.88% is Other Race, and 2.88% of the population is Two/More Races.

Normal has the largest percentage of Black or African American residents, and Bloomington has the largest percentage of Asian residents.

Looking more closely at the population identifying as Asian, that group is 5.16% of people in McLean County.

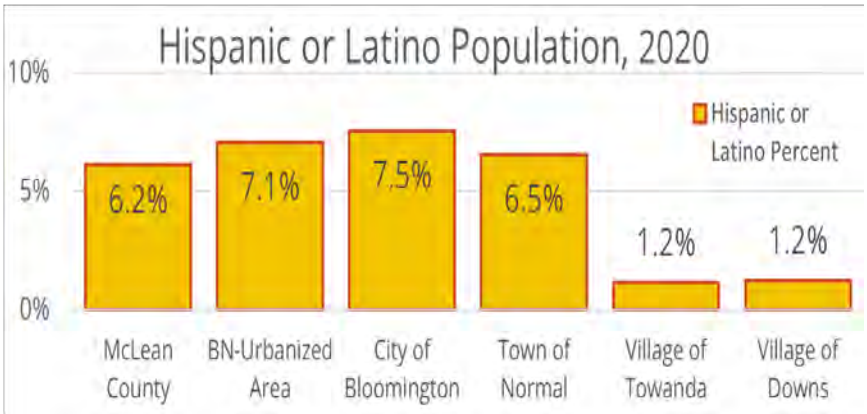
Of that 5.16%, persons identify more specifically as follows:

- Over 60% identify as Asian Indian, followed by 15% identifying as Chinese except Taiwanese
- In the City of Bloomington, 67% identified as Asian Indian;
- In the Town of Normal, 41% identified as Asian Indian.
- Downs reported 100% of the Asian population as identifying as Chinese except Taiwanese;
- Towanda reported no one of Asian background

There are Filipino, Korean, and Vietnamese comunities in Bloomington and Normal.

Less than 7% of the population in McLean County identifies as Hispanic or Latino, and they are more likely to live in Bloomington (7.5%) and Normal (6.5%). In the urbanized area, 7.1% of the population identifies as Hispanic or Latino. As noted above, Towanda and Downs are predominantly White, each with only 1.2% of residents identified as Hispanic/Latino.

Due to the Bloomington-Normal urbanized area population of Hispanic/ Latino persons, the 6.2% of the County identified as Hispanic/Latino is a larger than average share of representation in McLean County and all counties adjacent. Only Champaign



County has a higher percentage of residents identified as Hispanic/Latino.

POVERTY

In 2020, 15.2% of McLean County residents reported income below the poverty level. This included 24.9% of Normal residents, and 12.8% of residents in Bloomington. The disparity may result in part from the large proportion of students residing off campus in Normal. Towanda has a much lower percentage of people living below the poverty level,

Counts & Characteristics

This document uses two sources of population data, both developed by the U.S. Census Bureau:

The first is the Decennial Census 2020, the one-day count of the entire population, as required by the Constitution. It uses a simple form with 9 questions about size of household, type of residence, and for each person in that residence on Census Day, name, sex, age, Hispanic origin and race.

The second source is the American Community Survey (ACS), which includes 24 questions about housing, then goes to a 44-question survey to be answered by each person at the address. It asks about citizenship, place of origin, education level, tenure in residence ability to speak English, health insurance, marriage, military service, employment and more.

The two systems serve different purposes; ACS provides much more detail, but sampling means higher margins of error.

Copies of the questionnaires are included in Appendix 5.

and in 2020 Downs had approximately 27 people living below the poverty line out of a population of 1,241persons.

Black or African American residents generally experienced the highest rate of poverty overall. Hispanic/Latinos reported poverty levels at roughly 70% of those experienced by Black or African American residents. The category of Some Other Race had income at slightly below the poverty rate experienced by Hispanic/Latino persons.

The Town of Normal reports much higher levels of people living in poverty across all racial and ethnic categories, possibly do to the large population of college-aged residents.

The State of Illinois reported 12.0% of residents living in poverty, and the United States reported a poverty rate of 12.8%. In McLean County, and with the exception of the Town of Normal, only persons who identified as Asian or American Indian/Alaskan Native had rates of poverty lower than the state and national rates.

MEDIAN INCOME

In 2020, McLean County reported a median income of $68,000, while the urbanized area median income was somewhat lower at $64,400.

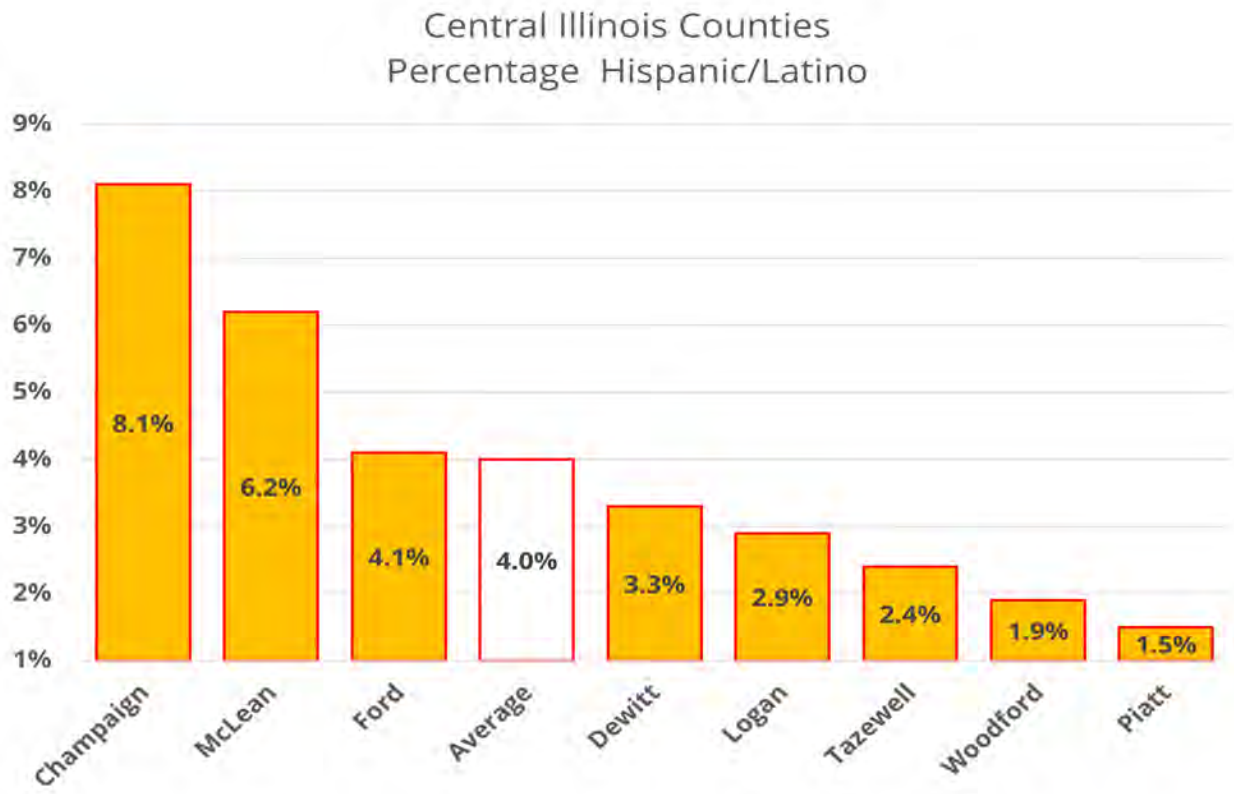
Normal reported the lowest median income at $58,400, with Towanda reporting a slightly higher median of $59,250.

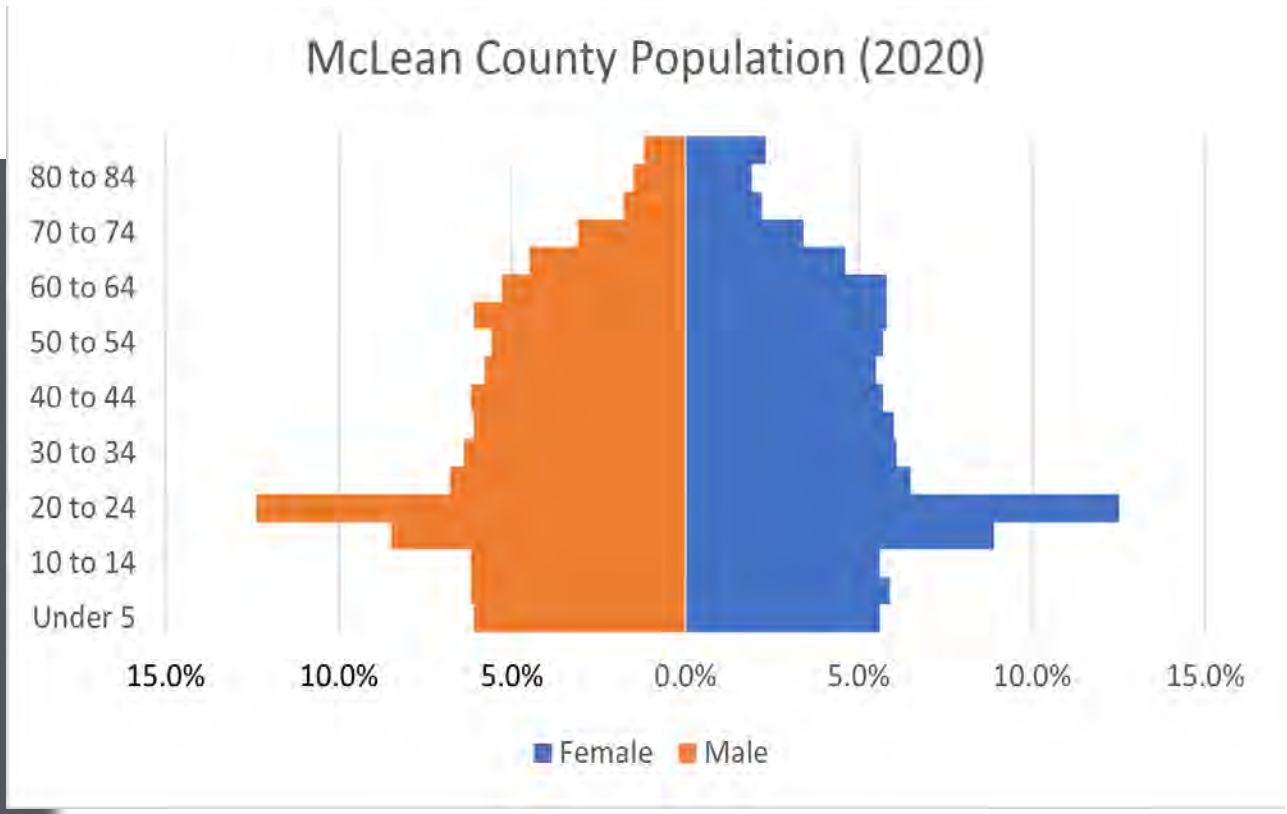
Downs had the highest median income at $92,300, and was the only local jurisdiction that exceeded the 2020 statewide median income of $73,750.

EMPLOYMENT STATUS

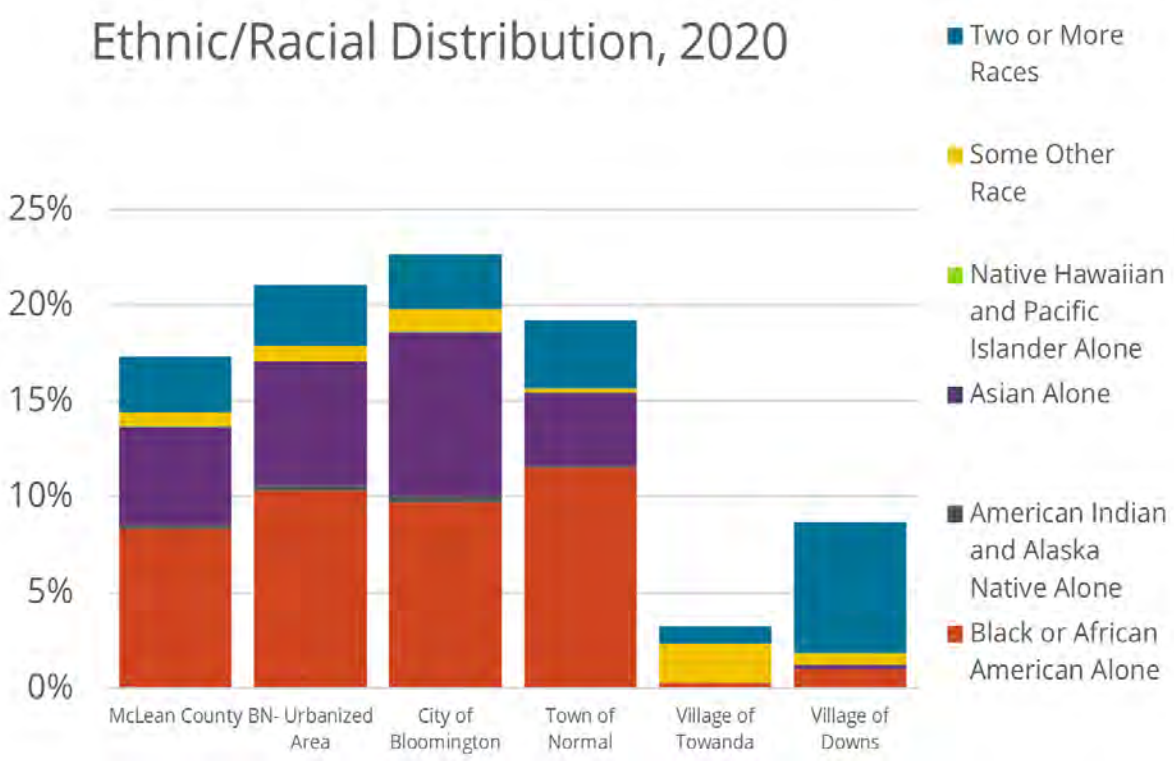
In 2020, all of the jurisdictions in McLean County, including the County itself, experienced low unemployment, well below the accepted level of 5% to 6% that defines full employment. For the same period, the State of Illinois reported 6% unemployment, and the United States a rate of 5.4% unemployment.

2020 was the core period of the COVID-19 pandemic, before vaccines were available. In both McLean County and the United States as a whole, 2020 began with low levels of unemployment, which skyrocketed into double digits in late spring, and began to recover to close to the levels at the

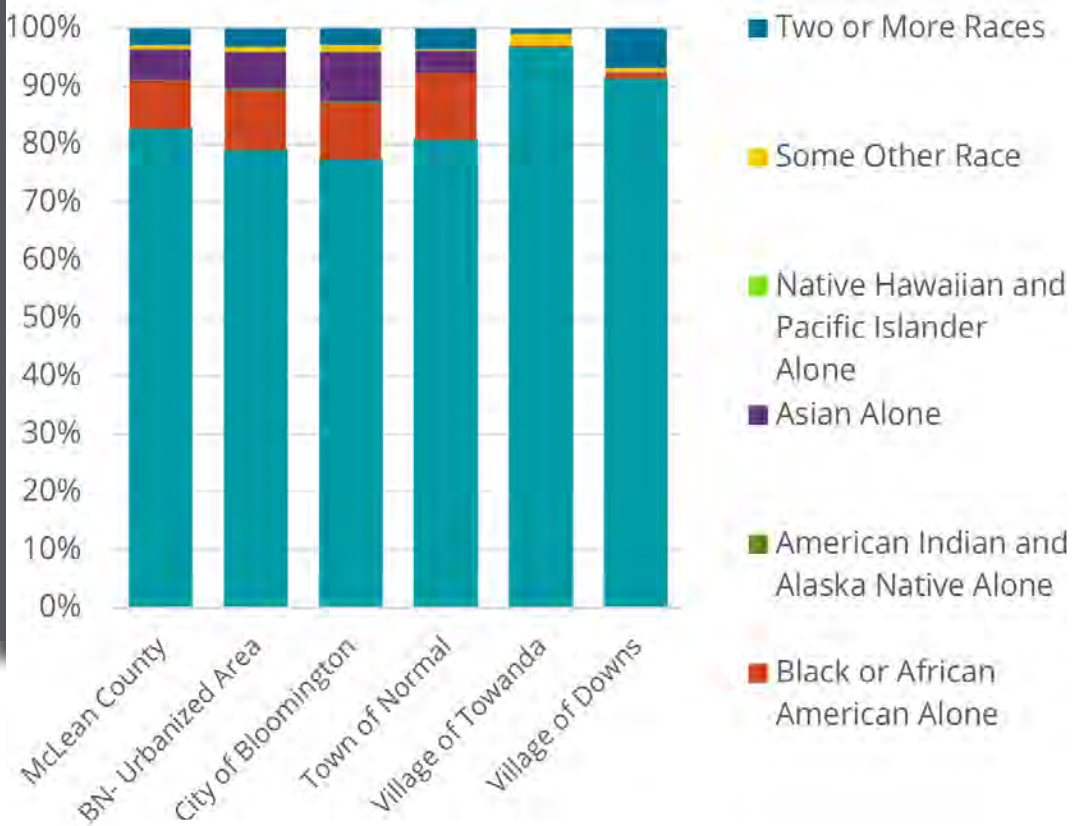

Central Illinois Counties
Percentage Hispanic/Latino
9%
8%
7%
6%
5%
4%
3%
2%
1%
8.1%
6.2%
4.1%
4.0%
3.3%
2.9%
2.4%
1.9%
1.5%
Champaign
McLean
Ford
Average
Dewitt
Logan
Tazewell
Woodford
Piatt


McLean County Population (2020)
80 to 84
70 to 74
60 to 64
50 to 54
40 to 44
30 to 34
20 to 24
10 to 14
Under 5
15.0%
10.0%
5.0%
0.0%
5.0%
10.0%
15.0%
Female
Male

Ethnic/Racial Distribution, 2020

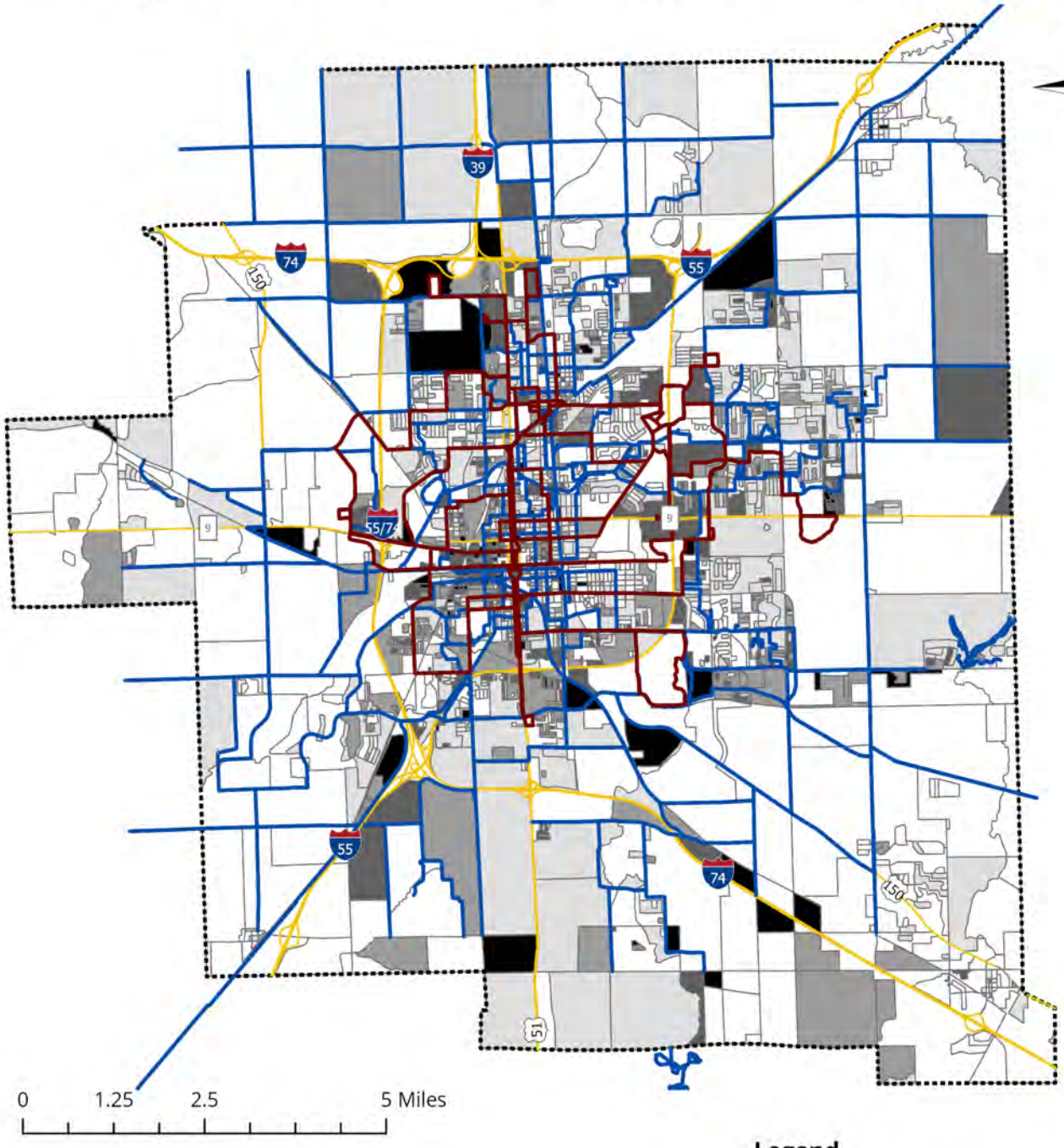


Comparative Racial Distribution, 2020



2020

People of Color* Multimodal Network



Legend

- Metropolitan Planning Area
- Major Routes
- Bike and Pedestrian Trails
- Connect Transit Lines

People of Color (POC)

POC / Total Population

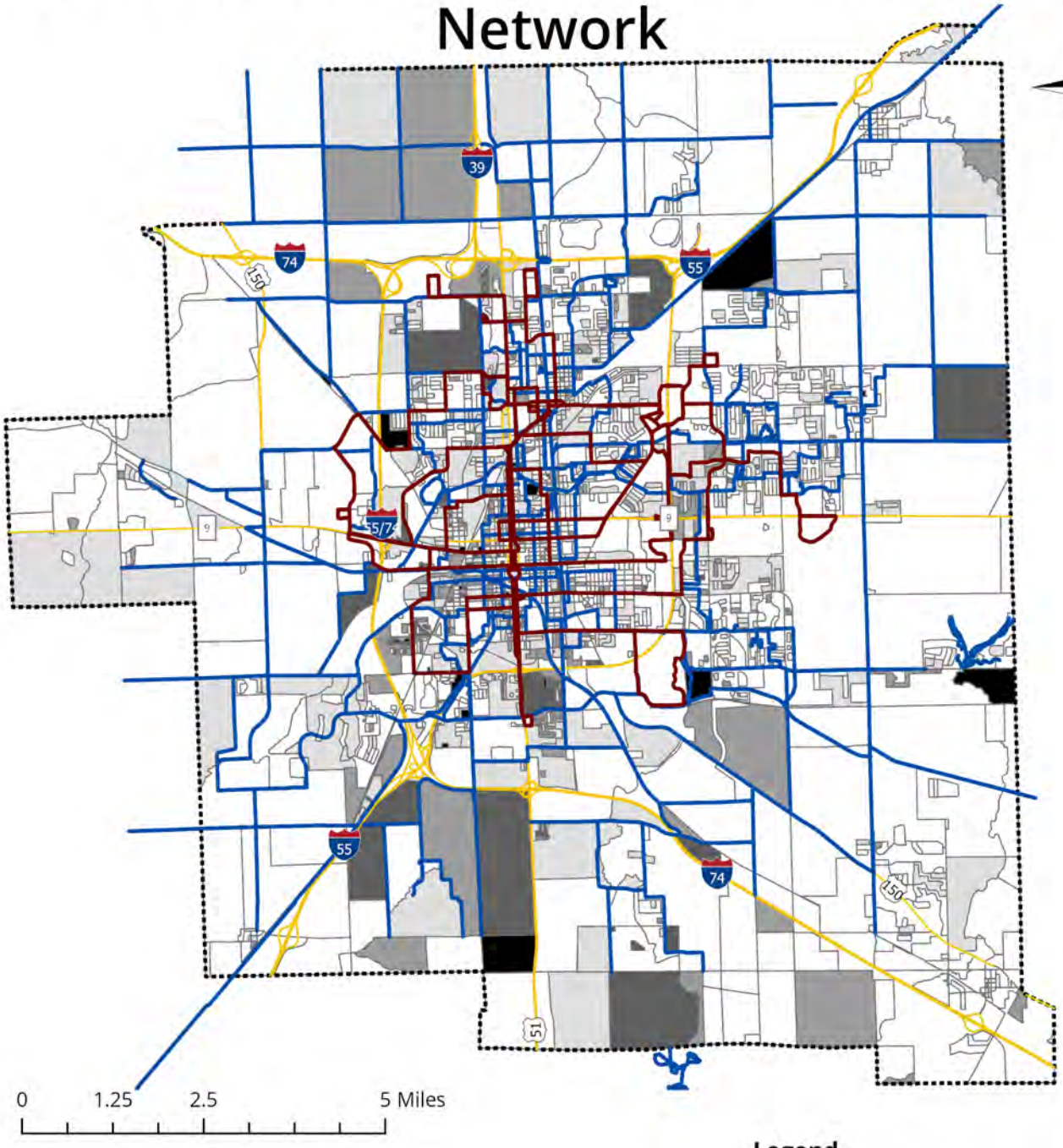
- 0.00% - 12.16%
- 12.17% - 26.32%
- 26.33% - 44.12%
- 44.13% - 71.96%
- 71.97% - 100.00%

* Hispanic/Latino not included in this count

Source: 2020 Decennial Census. Table P1: RACE (2020)

2020

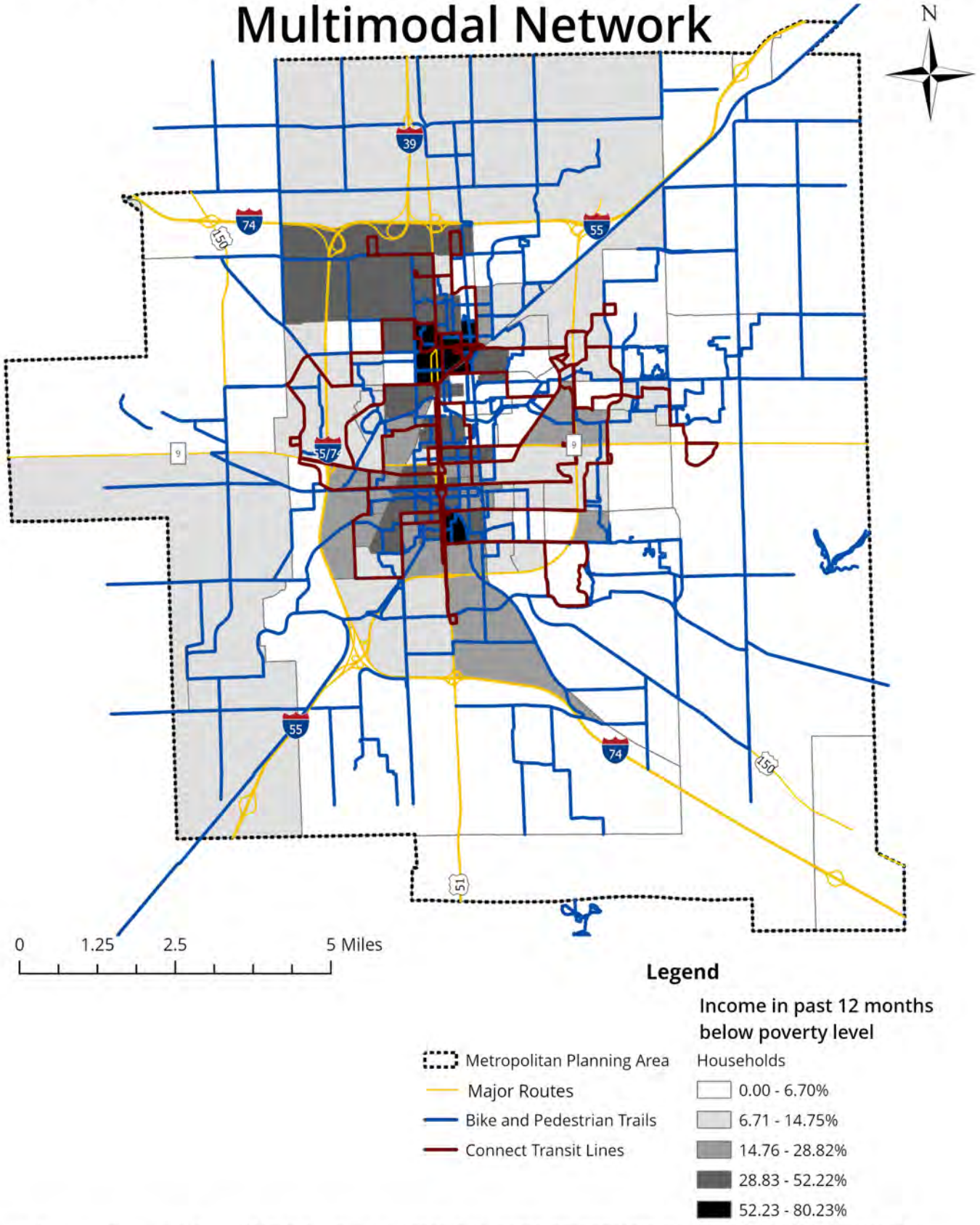
Hispanic/Latino Population and Multimodal Network



Source: 2020 Decennial Census. Table P2: HISPANIC OR LATINO BY RACE (2020)

2020

Household Income Below Poverty Level and Multimodal Network



Source: American Community Survey (ACS) 5-Year Estimates 2020. Table S1701: POVERTY STATUS IN THE PAST 12 MONTHS (2020)

Income Below Poverty Level and Race, 2020						
	McLean County	B-N Urbanized Area	City of Bloomington	Town of Normal	Village of Towanda	Village of Downs
Population	15%	17%	13%	25%	8%	2%
White alone	14%	16%	11%	23%	8%	2%
Black or African American alone	36%	37%	34%	40%	0%	0%
American Indian and Alaska Native alone	10%	9%	10%	0%	-	-
Asian alone	9%	10%	5%	27%	-	0%
Some other race alone	16%	18%	17%	30%	0%	0%
Hispanic or Latino	21%	23%	22%	28%	0%	0%

beginning of 2020 late in the year.

MAJOR EMPLOYERS[5]

The box below lists major employees in 2019, before the pandemic took hold. Source: Bloomington-Normal Economic Development Council, Demographic Profile 2019.

LANGUAGE AND PROFICIENCY

McLean County is substantially monolingual, with 95.5% of the County speaking English and no other language. This is especially true in Downs and Towanda, but both Bloomington and Normal have mostly monolingual populations as well.

In the B-N Urbanized Area, only Bloomington and Normal have limited proficiency. 31.3% of those with limited proficiency speak other languages in Normal. In Bloomington, 31.6% of those with limited proficiency speak Spanish, followed by 21.5% speaking Asian or Pacific Island languages.

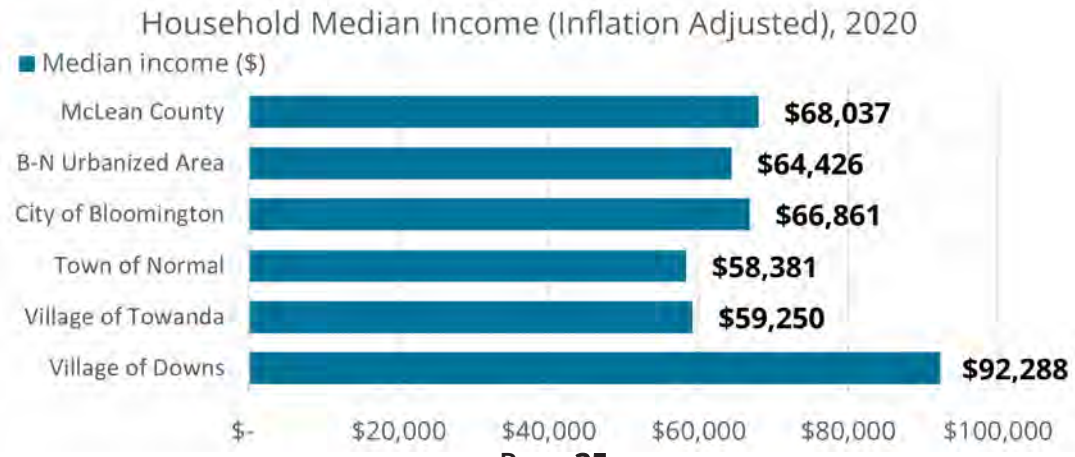
EDUCATIONAL ATTAINMENT

With the exception of Towanda, the local jurisdictions have pluralities of residents having a bachelor's degree or higher. Normal and Downs have majorities with a bachelor's degree or higher. Towanda has a plurality (42.3%) of residents who are high school graduates.

DISABILITY

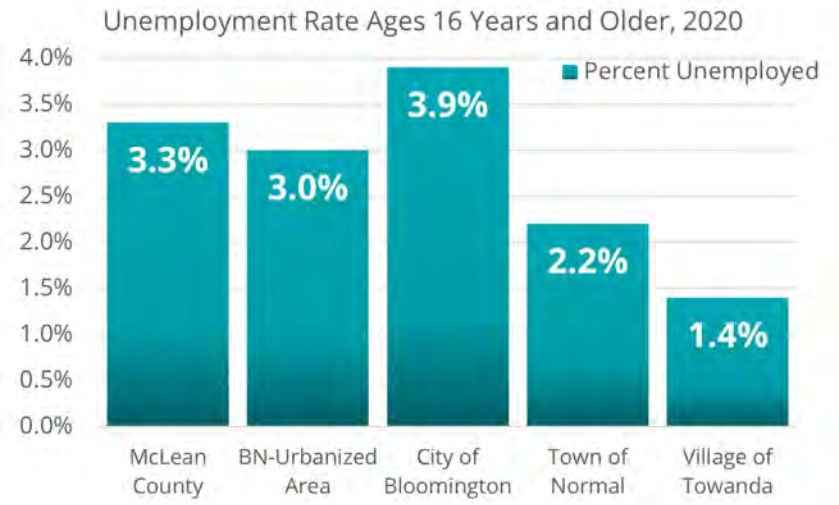
Many people find that not everything they need or want to do exists within their neighborhood or community. For those with a disability, getting to the places they need to go depends on having the right transportation resources available. The right services will not just provide secure and accessible transportation, but also coordinate with destination services and schedules.

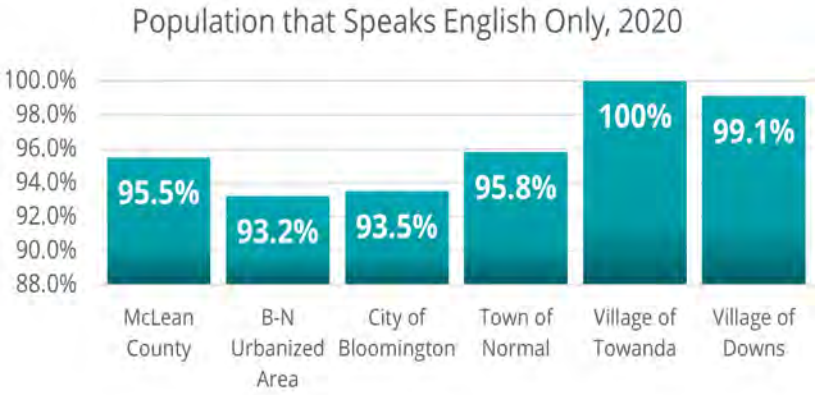
- Generally, vision and self-care difficulties are the least prevalent.
- Towanda has high disability rates in nearly all

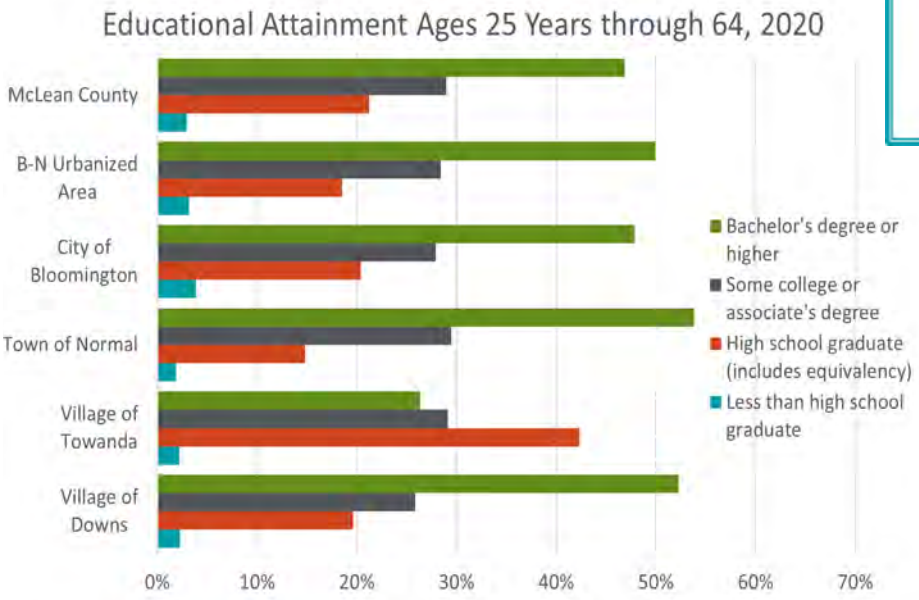


categories, surpassing the county average. The high percentage of people with hearing difficulties requires that transportation providers be prepared to communicate effectively with people who have hearing concerns.

- In McLean County, Bloomington and Normal, ambulatory difficulties are the most prevalent, and that category is a close second in both Downs and Towanda. This disability directly impacts transportation choices and impacts.
- Bloomington outpaces Normal in the incidence of disabilities, which may reflect Normal's disproportionally younger population, resulting from the presence of ISU.
- Downs has a relatively low disability rate.







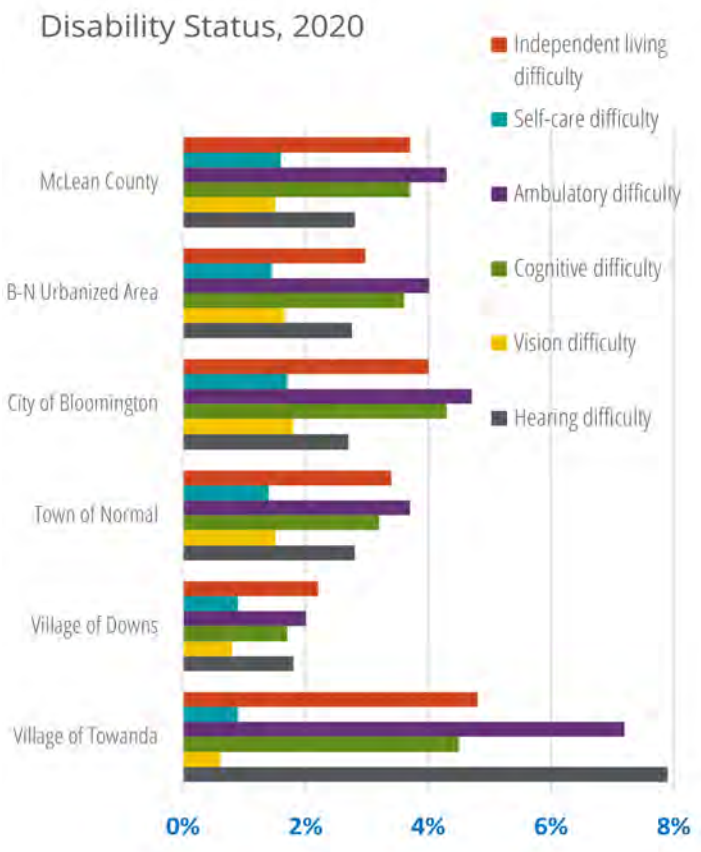
BN

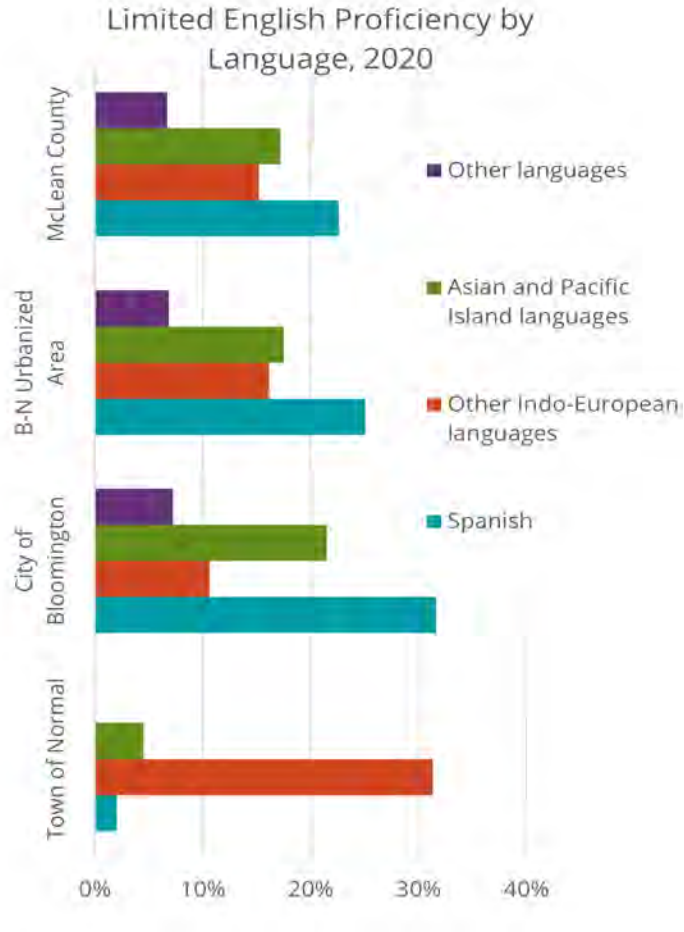
MAJOR EMPLOYERS

Company	2019
State Farm Insurance Co.	14,436
Illinois State University	3,940
COUNTRY Financial	2,020
Unit 5 Schools	1,874
OSF HealthCare	1,286
Advocate BroMenn Healthcare **	1,337
McLean County, Government	817
Afni, Inc.	815
District 87 Schools	687
City of Bloomington	667
Bridgestone/Firestone Co.	502
GROWMARK, Inc.	495
Illinois Wesleyan University	482
Heritage Operations Group	441
Town of Normal	401
Heartland Community College	369
Tentac Enterprises	348
IAA/Illinois Farm Bureau	329
Ferrero USA	300

Source: HR Representatives from each company/ organization. Figures are self-reported and non-scientific and not intended to be used as a time series. Full-time equivalents (FTE).
**Carle purchased in 2020.

Total Employer Establishments:
3,609
Source: American Community Survey





Future Population Change

POPULATION PROJECTIONS – PROJECTED CHANGE , AUGUST 2022 THROUGH JUNE 2050

Since 1900, McLean County has experienced three distinct population change trends. During the period 1900 to 1950, the county experienced slow but steady population growth at a rate of 175 individuals per year. Between the period 1960 and 2010, that rate increased nearly tenfold to 1,714 per year. Between 2010 to 2020, the rate slowed considerably to 138 per year, with much of the slowdown occurring between 2015 and 2020. The comparatively quick change in trends over the last ten years leads to many questions about the future population of McLean County.

CONTEMPORARY POPULATION TRENDS

McLean County's 2020 population was 170,954, which represents a loss of 2,160 people since 2015 (loss of 0.25%), and a gain of 1,382 since 2010 (gain of 0.08%). This represents a major change from the prior ten years (2000-2010) when the population grew by 19,139, or 1.27% per year.

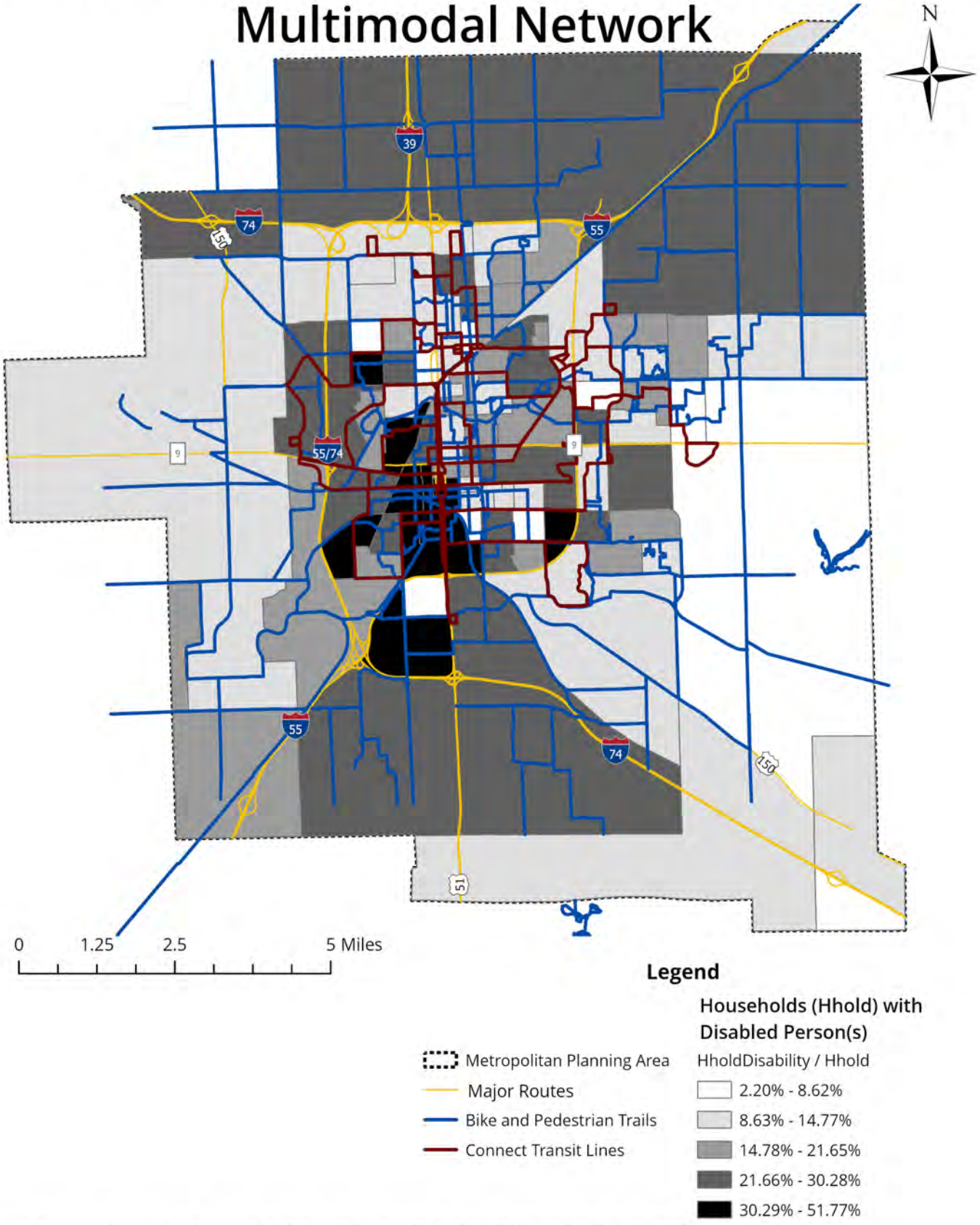
This change over the last five years is due to a combination of factors – it reflects general statewide trends, the impact of economic restructuring within the local economy, and the impact of the COVID-19 pandemic on the state and region.

The recent shift in rates of population change has particularly important implications for the types of "what if" scenarios involved in projecting future population. Using historical rates to extrapolate the future population of McLean County illustrates this challenge:

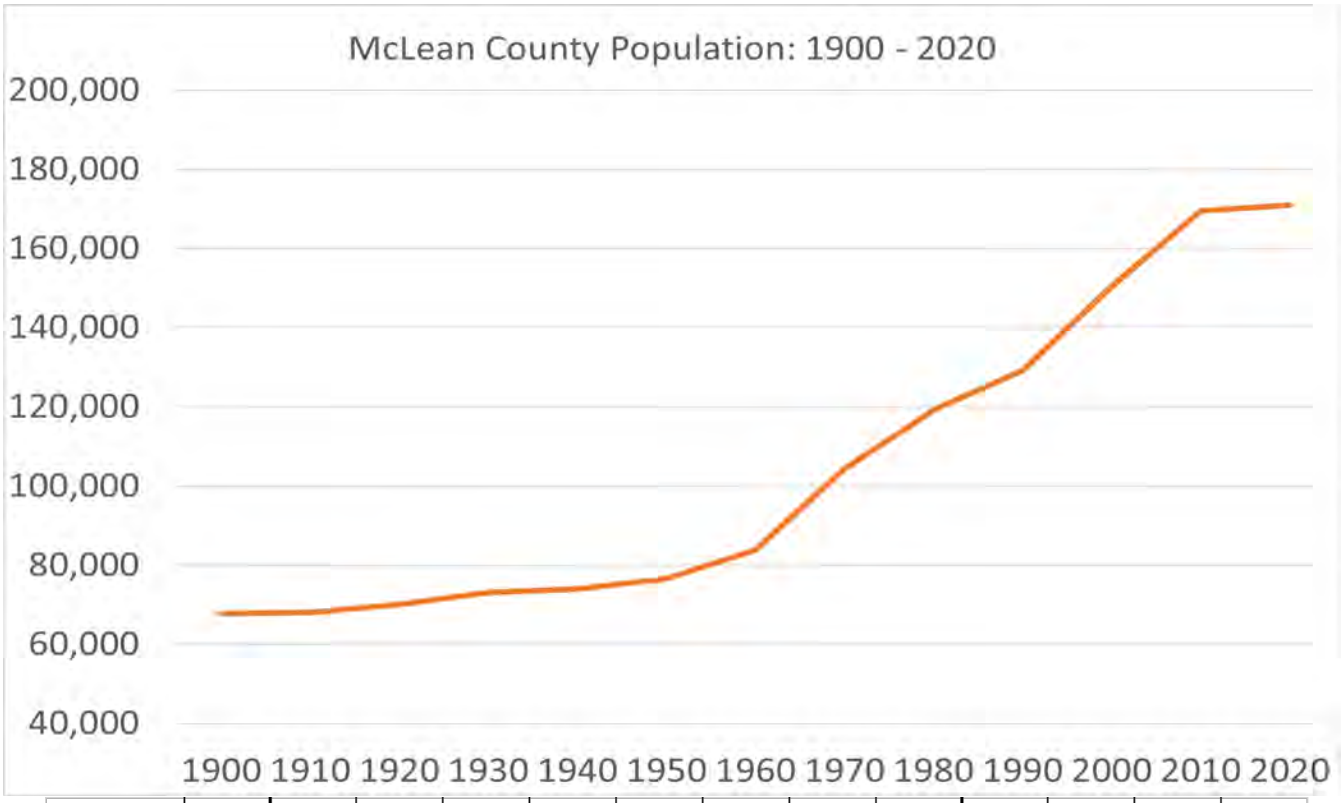
- The growth rate from 2000-2010 (1.27%) results in population growth that does not align with the substantially lower growth rates observed between 2010 and 2020.
- The growth rate from 2010-2020 (0.08%) indicates very slow population growth over the next 30 years.
- The growth rate from 2015 – 2020 (-0.25%) indicates moderate loss of population over the next 30 years.

2020

Households with Disabled Person(s) and Multimodal Network



Source: American Community Survey (ACS) 5-Year Estimates 2020. Table S1810: DISABILITY CHARACTERISTICS (2020)



Year	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010	2020
Population	67,843	68,008	70,107	73,117	73,930	76,577	83,877	104,389	119,149	129,180	150,433	169,572	170,954

These three growth rates define a reasonable bound within which we may expect population projection models to fall. Despite recent local growth led by several major employers, it is unlikely that the region will see growth rated return to those seen between 2000 and 2010.

Age Structure

McLean County has a unique age structure that is somewhat distorted by the large presence of students in residence at institutions of higher education such as Illinois State University. University-aged students in the age cohorts 15-19 and 20-24 represent around 9 and 12 percent of the population, yet the next two population cohorts (25-29 and 30-34 respectively represent around 7 and 6 percent of the population, meaning that many individuals in their early 20s tend to migrate away from the county in their late 20s or early 30s.

In addition to a consistent outsized population of adults aged 15-24, the county's population is growing older. Between 2010 and 2015, the population over age 65 increased by 10%, and between 2015 and 2020 by 19%. By contrast, modest gains in the younger population between 2010 and 2015 transitioned into modest population loss between 2015 and 2020. At the same time, the working-age population (20-64) remained relatively constant at around 60% of the population.

Between 2015 and 2020, the county saw modest population losses for all age cohorts up to age 40 (a net loss of 3,699) and growth amongst the population ages 60 and older (a gain of 4,463)[6]. Should such trends continue, a combination of population loss amongst working-age adults and an increase in the number of older adults is likely to set the stage for a continued decline in population. However, there is plenty of evidence to suggest that population losses could be offset by growth due to employment migration and retention of young adults locally in a reversal of a significant outmigration trend.

Employment Trends

McLean County has a stable and diversified economy anchored by several major employers including State Farm, Rivian, Illinois State University, Country Financial, Unit 5 Schools, and several major healthcare providers. It is important to note a few important transitions within the local employment market over the past ten years:

- State Farm transitioned a portion of its workforce from offices in downtown Bloomington to other facilities in McLean County and other regional offices throughout the United States.
- Electric vehicle producer Rivian has rapidly expanded its footprint within the region, growing to more than 5,000 employees over the course of three years, with the prospects of additional expansion over the next few years.
- Candymaker Ferrero has also committed to expansion in both facilities and workforce in the region, adding an additional 200 jobs to the 350 already present in their Bloomington facility.

Historical trends in employment by industry show a diversified and stable local economy. A growing leisure and hospitality sector also saw major declines starting between 2019 and 2020, likely because of economic challenges due to the COVID-19 pandemic. Most other industries show stable shares of employment within the county. Given lags in reporting of data on employment by industry, recent rapid growth at Rivian and planned growth in other firms are not yet reflected in these employment-by-industry trends.

Given the recent news stories regarding Rivian's rapid growth, it is important to acknowledge the impact of rapid growth of the company on the local labor market. In March 2021, Rivian employed around 890 people at its Normal location. In March 2022, that number was around 5,000, and by July 2022, around 5,900. Over the course of a few years, Rivian has grown to become the third largest employer in the county, yet this rapid growth is yet to be reflected in the types of data employed in projecting future population.

Data Lags

A lag in demographic data reporting means that recent rapid growth in industries is also not yet reflected in the demographic trends of 2015-2020. This suggests that it is plausible to expect modest population growth, akin to that seen between 2010 and 2020, assuming major changes in demographic trends when compared to the past five years.

Other Considerations

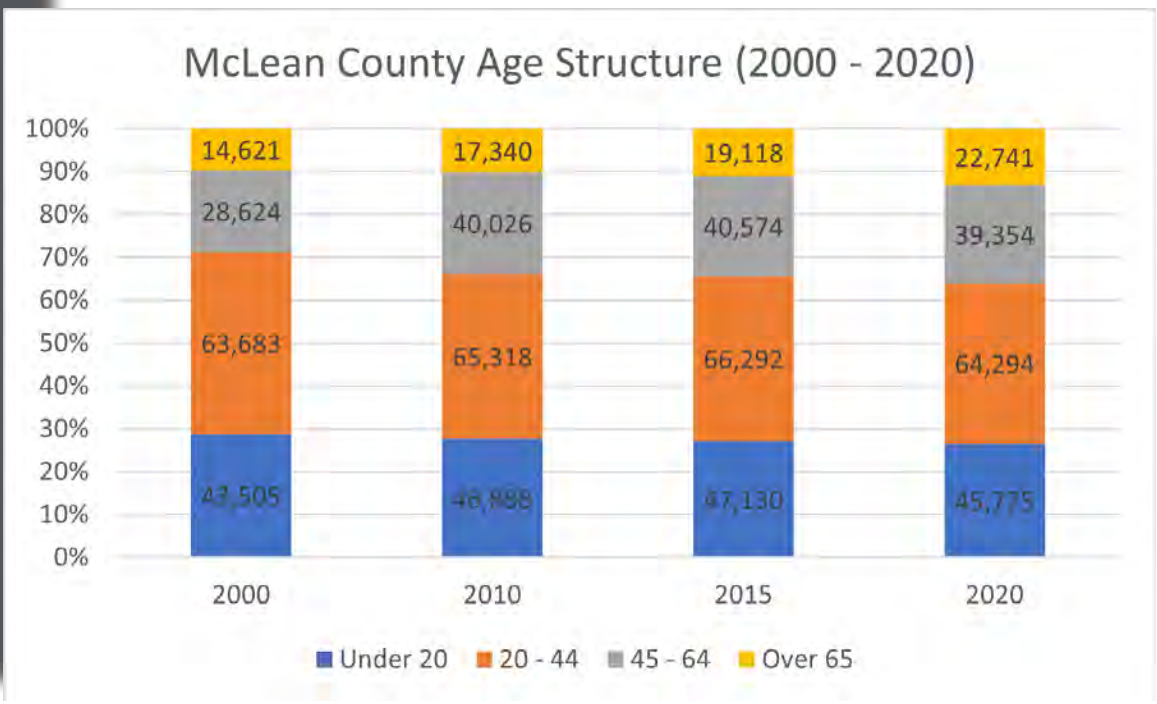
Other sources of information included in the population projections but not shown in this document include McLean County population shares (urban vs. rural), residential building permits, age by gender, birth trends, death rates, and migration. A complete study can be found in Appendix 6.

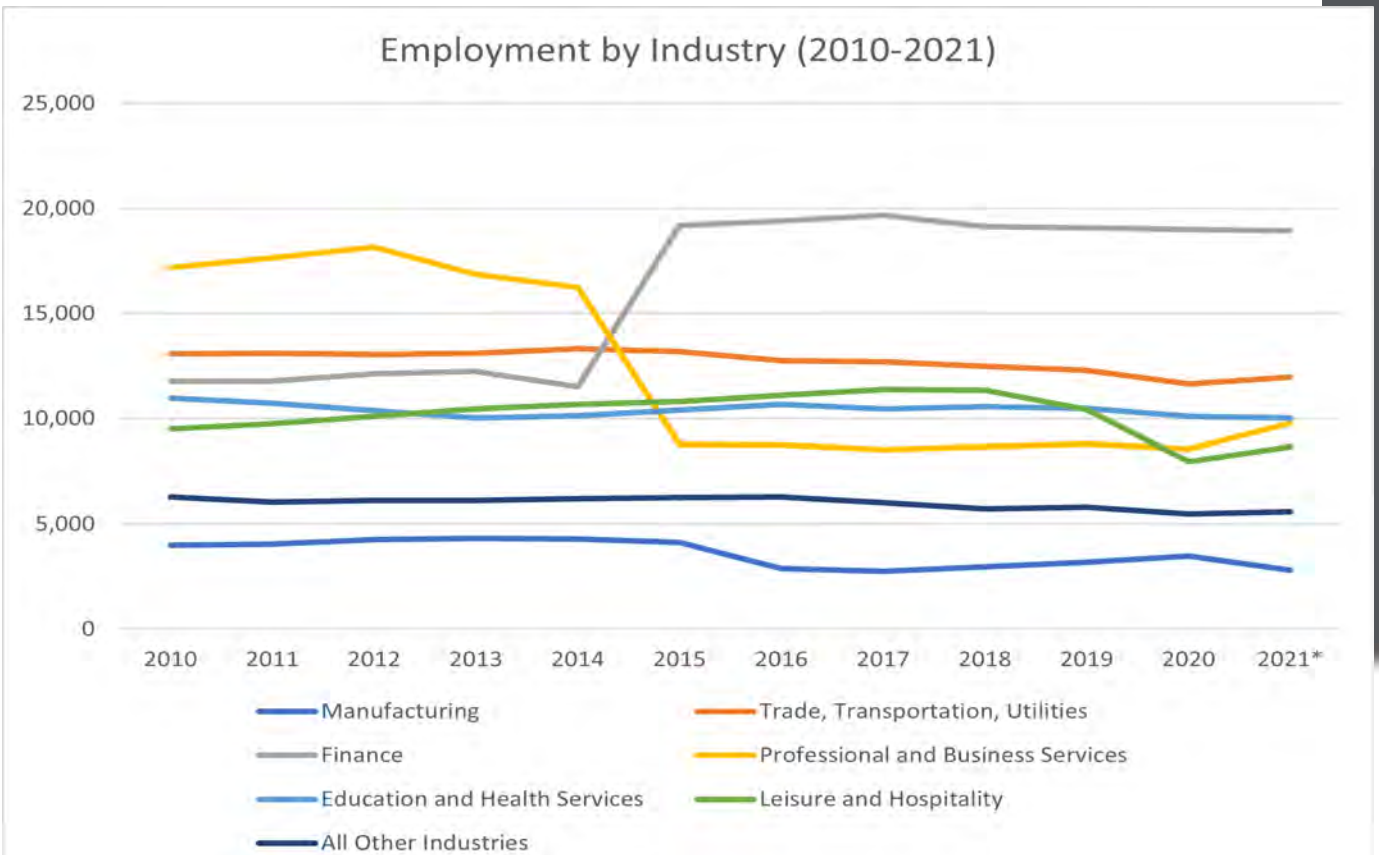
POPULATION PROJECTIONS

The projected age structure for 2050 shows the impact of declining birth rates to the region. A population experiencing high rates of natural increase (more births than deaths) would be expected to have a wider base with more children entering the population. The squared-off shape of the base of the pyramid indicates low rates of natural increase. The squared off shape at the top of the pyramid indicates a high proportion of older adults within the population – a continuation of the current trend.

High Migration Scenarios

Baseline scenarios, shown in a line graph below, do not account for potential adjustments to population rates beyond observed data for births, deaths, and migration. Given the recent trends associated with industry growth within the region, a "high migration" scenario was developed which considers a 2.5% increase in net migration rates for the age cohorts 20-60 – working age adults. Given that Rivian's growth alone over the past few years represents an expansion of more than 7 percent of the private labor market, it is likely that population growth which is not yet captured in either jobs or population data will result in more favorable net migration trends, especially for working-aged adults. Despite the potential for a labor migration boom, a conservative approach was taken to factoring labor migration into population projections. Under the high migration scenario, McLean County's population grows slightly and then exhibits a very minor decline after 2030 (a net decline of 4.12 percent from 2020 to 2050, or -0.26 percent per year).


McLean County Age Structure (2000 - 2020)
100%
90%
80%
70%
60%
50%
40%
30%
20%
10%
0%
14,621
28,624
63,683
43,505
17,340
40,026
65,318
46,898
19,118
40,574
66,292
47,130
22,741
39,354
64,294
45,775
2000
2010
2015
2020
Under 20
20 - 44
45 - 64
Over 65

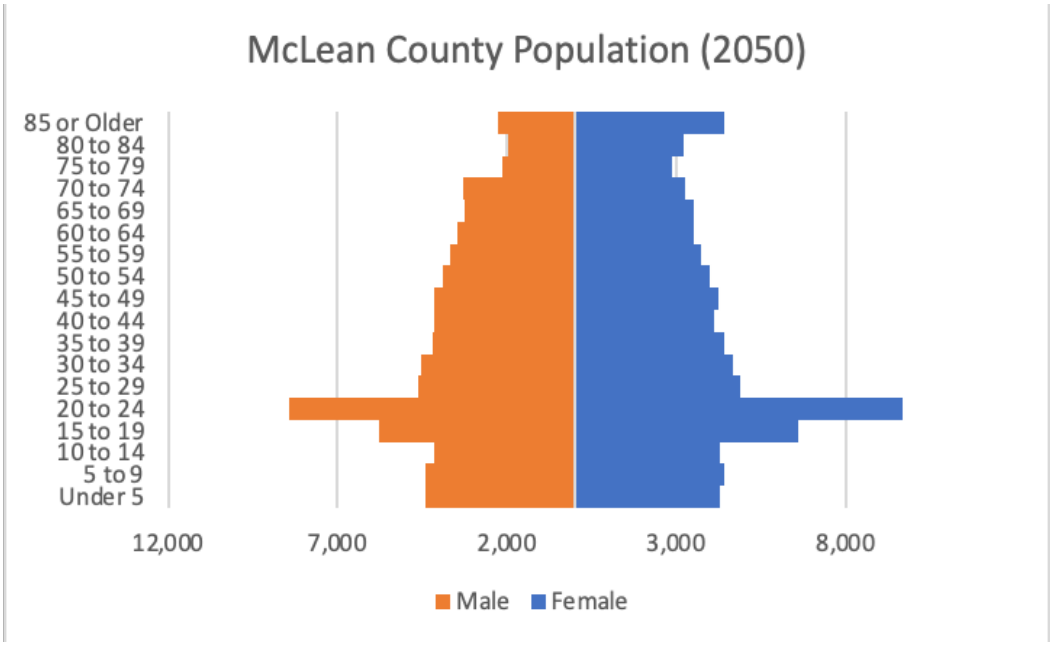

Employment by Industry (2010-2021)
25,000
20,000
15,000
10,000
5,000
0
2010
2011
2012
2013
2014
2015
2016
2017
2018
2019
2020
2021*
Manufacturing
Trade, Transportation, Utilities
Finance
Professional and Business Services
Education and Health Services
Leisure and Hospitality
All Other Industries

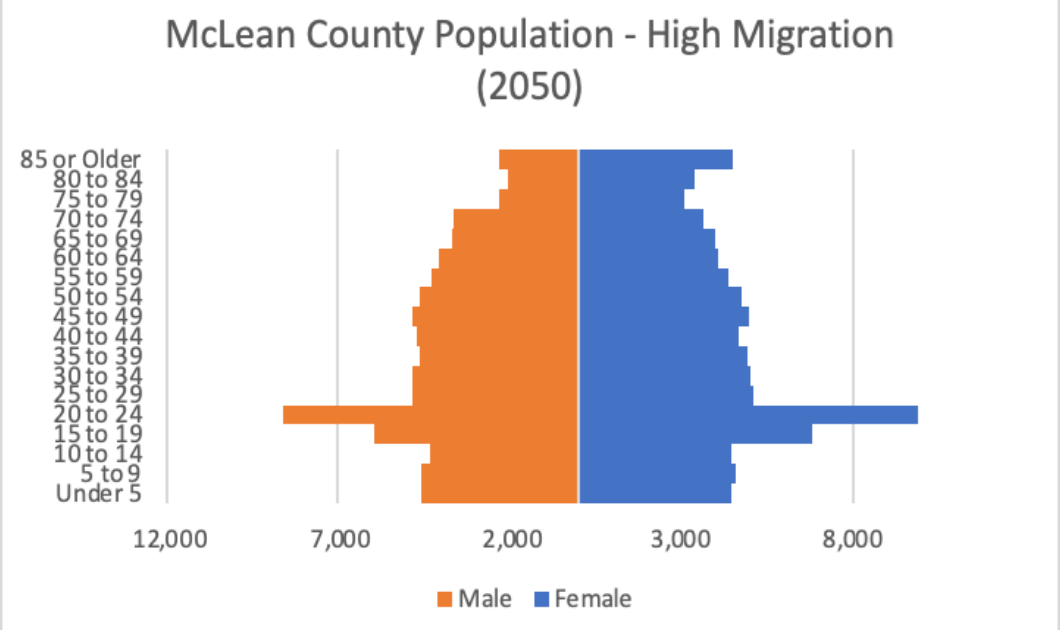
Projection Graph

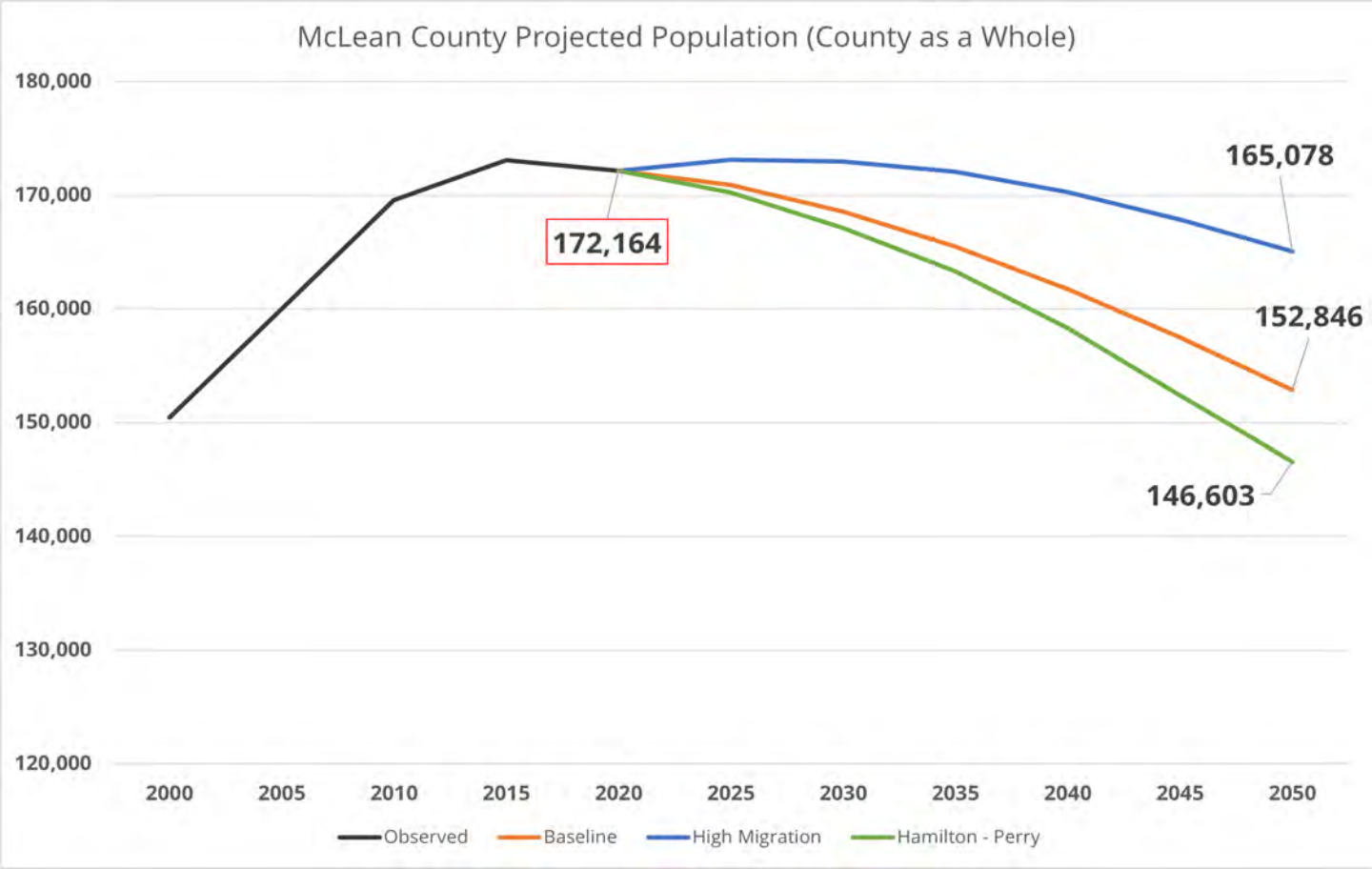
Between 2015 and 2020, McLean County's estimated population declined by 0.55%. If these trends continue, the county's 2050 population is likely to continue to decline. Of the two population projection methods evaluated for this report, the Hamilton-Perry and baseline cohort-component, both projections indicate a decline in population in 2050 to levels just slightly above what they were in the year 2000 (14.85 and 11.22% decline in population from 2020 to 2050 respectively) – a population of between 146,603 and 152,846.

It is important to recognize that these projections are contingent upon trends continuing as they have between 2015 and 2020 based upon population estimates. The main drivers of the decline in population beyond 2020 were high rates of net outmigration for the population under age 50, a county decline in birth rate between 2015 and 2020, and high net migration for older adults which compounds over time.

It is also important to note that the high migration scenario is plausible and should be pursued. After many years, even decades, of steady and sometimes accelerated population growth in Bloomington-Normal, it's alarming to see the trend hit its peak and start to slide. The data shows us how to take on the challenge of declining population – surely this community has the capacity to respond.







1. The McLean County GIS Consortium website is located at mcgis.org

2. The green highlighted boxes represent the most cited issue per Top 10 Roads of Concern. In the overall transportation network, Infrastructure Design Changes were cited 275 times, Poor Maintenance was cited 270 times, and Transportation User Behavior was cited 148 times.

3. From https://www.census.gov/library/stories/state-by-state/illinois-population-change-between-census-decade.html

4. Source: American Community Survey (ACS) 5-Year Estimates 2020. Table S0101: AGE AND SEX (2020)

5. https://www.bnbiz.org/demographic-profiles

6. These estimates are based upon comparisons between 2015 5-year ACS data and 2020 5-year ACS data. Detailed age breakdowns based upon 2020 decennial census data will not be released until May 2023.

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CHAPTER 4

Focus Areas and Priorities

McLEAN COUNTY REGIONAL PLANNING COMMISSION | October 2022

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Chapter Four

Focus Areas and Priorities

To formulate useful objectives for implementation regarding the areas of focus for transportation, the guidance provided by the five focus groups[1], and from the public responses to the MLRTP transportation survey has been considered. Objectives also address the integration of the policy and technical guidance being released from the U.S. Department of Transportation and the Illinois Department of Transportation, and the ongoing local efforts to address concerns about the transportation system.

The summary of the responses to the MLRTP 2050 public survey, reviewed in Chapter 3, is a snapshot of public opinion regarding transportation priorities for Bloomington-Normal and McLean County. These public preferences are a vital element in planning our future transportation system, as they are weighed with the policy direction and outcomes from the federal and state levels, as well as the detailed perspectives presented by the five focus groups convened.

Actions proposed reflect the framework of the areas of focus, with correlation of all of the information inputs available – public priorities, the specific contributions of the focus groups[2] and local, state and federal policies. In addition, the Project Steering Committee has reviewed the analysis, and members with technical expertise have provided guidance on objectives and implementation.

In formulating objectives and related strategies, it is essential that the strategies and performance measures use metrics and standards that can be readily quantified and which generate usable points of comparison with prior performance. The ability to measure the results from a given strategy is key to understanding what impact the strategy is having. To have confidence in the evaluation of the strategy, it is important to have measurements calculated from reliable sources of data. In some cases, there are existing data sources that can be used. For some planned work, the strategies include the development of reliable datasets for use in evaluating progress to the objective.

An example of the parallel process of planning and data collection is the Veterans Parkway Corridor study, which will be conducted by MCRPC over the next 30 to 36 months. The tasks outlined for the study will include the collection and analysis of data across a broad spectrum of concerns, to create an information resource relevant to the emphasis of safety, sustainability and equity. When the economic impact of Veterans Parkway is evaluated in the study, it will provide support for the more general assessment of the transportation system as an economic driver.

In 2017 the vision for the transportation system over the chronology of the plan focused on increased options for mobility, equitable access, all in support of a safe, healthy, livable, sustainable and vibrant region; this expressed the plan vision as a wish list. As noted in the LRMTP 2045, the anticipated future transportation system should not be constrained by even the recent past. In 2022, the vision and goals should provide room to increase our understanding of the world as it will be, and expand our planning, as the rapidly shifting and evolving elements of the system demand new assumptions about the future. An awareness of potential outcomes and constraints, melded with the widening of social, economic and especially technology-based possibilities in 2050, allows the plan the latitude to consider the potential of our future community, on a foundation of understanding the forces that have produced our current circumstances.

Focus Area I: Transportation System Safety

For some planning efforts, a critical step is selecting the primary goals to be reached through implementation of the plan. In transportation planning, the primary goal is always the same – safety for everyone using and connected to the transportation system. In one way or another, nearly everyone in the community has that connection. Some form of transportation, even walking, is required for people to engage with the world outside their homes and themselves.

The area is experiencing a worrisome trend, an increase in the incidence of traffic crashes, too often with fatal results. Consequently, aspects

of transportation safety, and particularly traffic safety are now very high priorities. Although some potential solutions are outside of the planning sphere, MCRPC is experienced in working with governmental and agency partners, and relying on their expertise and ability to engage with the plan's goals and objectives. Evaluating implementation of such goals and objectives requires cooperation in developing and updating data. That process is reflected in objectives relating to MCRPC data dashboards and other information made available to the public through the MCRPC website.

With safety as the dominant goal of transportation planning and operations in Bloomington-Normal, data compiled regarding traffic crash outcomes demonstrates that traveling in the metropolitan area is too dangerous. Because cars and other motor vehicles are overwhelmingly the most dominant mode of travel in our transportation system, the largest share of traffic fatalities and serious injuries is likely to be caused by motorized traffic.

This includes not only crashes involving cars and other motor vehicles, but more critically, crashes involving cars (or trucks) and people walking, riding bicycles or simply standing in an area adjacent to motorized traffic. In these crashes a person not enclosed in a motor vehicle is far more likely to experience serious injury or death, due to the disparity of mass and speed between the persons and objects involved. Other actions of those involved in the crash increase the danger for non-motorized travelers. Data collection and analysis regarding the dynamics of crashes and outcomes will assist in addressing these traffic safety issues.

Some of the factors that lead to traffic crashes are well known. In recent years, distracted driving has emerged as a serious concern for law enforcement and transportation policy-makers at the federal and state levels. Unlike drunk driving, which is defined by a driver's blood alcohol levels, distraction can come in many forms. While often associated with drivers' use of cell phones, now outlawed in Illinois, distracted driving can be the result of the behavior of children or other passengers, actions by other drivers and activities along the road. The National Highway Traffic Safety Administration (NHTSA) defines distracted driving as:

"any activity that diverts attention from driving, including talking or texting on your phone, eating and drinking, talking to people in your vehicle, fiddling with the stereo, entertainment or navigation system...Texting is the most alarming distraction."

Unlike the enforcement tools for driving while impaired, including the roadside evaluation of sobriety, the distractions that may have led to crashes are not so easy to establish. Despite public information campaigns, escalating fines for repeat offenders and a barrage of statistics on the degree of distraction caused by electronic devices, drivers using handheld phones are a common sight on the streets in our transportation system. The reduction of distracted as well as impaired driving behavior is cited as an objective in Chapter 5.

THE McLEAN COUNTY GO:SAFE ACTION PLAN

MCRPC and the local governments, in response to goals and objectives in the Long-Range Metropolitan Transportation Plan 2045 (LRMTP 2045), began the process of developing a transportation safety plan for the urban area and McLean County. The McLean County Go:Safe Action Plan process was based on the Vision Zero approach to transportation safety, which has been implemented across the United States. Large cities like Chicago and New York have used this approach, as have smaller cities and counties determined to correct safety issues. One example that MCRPC staff examined closely was the Vision Zero initiative in Columbia, Missouri, due to that community's similarities to Bloomington-Normal[4] . As described by the City of Columbia[5], their initiative draws on the Vision Zero framework:

"Vision Zero is a transportation policy goal and data-driven strategy to achieve zero traffic deaths or serious injuries on our roadways. Vision Zero challenges the belief that traffic deaths are just the unavoidable price we pay for modern mobility."

Columbia adopted a Vision Zero policy in 2016, produced their first three-year action plan in 2017, and has completed two annual updates in 2018 and 2019. Although Columbia's plan updates were affected by the COVID pandemic, the work has continued on several of their initiatives, and progress is reported through the main City

website, and a dedicated website that describes the initiatives and provides documentation on the scope of the safety problems in the city[6].

The McLean County Go:Safe Action Plan[7] was adopted by the McLean County Regional Planning Commission in April 2021, after a plan development process somewhat hamstrung by the COVID restrictions on meetings and public events. The Go:Safe plan is the local approach to Vision Zero policies and Complete Streets implementation in Bloomington-Normal as well as in the County. The plan includes maps and statistics illustrating transportation safety issues, identifies priority locations in the urban area that are ripe for the application of local Complete Streets policies[8], and culminates in recommendations for implementation in the categories of infrastructure, data, research and technology, and community culture change.

The recommendations for community culture change emphasize efforts to create a coalition of supporting participants, and employing Complete Streets principles to improve safety outcomes and promote the goals of the action plan community-wide. Perhaps less tangibly, the plan asks that individuals using the transportation system acknowledge that each of us has a responsibility not only to our own safety, but also to the safety of all the other transportation users that surround us. This approach to mitigating human error in the traffic safety equation requires new tactics, and the participation of local government staff and elected officials.

In January 2022, the U.S Department of Transportation issued the National Roadway Safety Strategy (NRSS)[9]. The Safety Strategy announces the adoption of a "Safe System Approach[10]," with core principles very similar to the Vision Zero initiative, and the recommendations of the McLean County Go:Safe Action Plan. The NRSS initiative and the Safe System Approach also reference a rural road safety initiative, Focus on Reducing Rural Roadway Departures (FoRRRwD). The guidance for this program is similar to the purpose of the FHWA/IDOT-managed development of county-based Local Road Safety Plans (LSRP); such as the October 2021 McLean County LSRP prioritization of transportation safety throughout McLean County, including the Bloomington-Normal urban area.

In July 2022 the U.S. DOT announced potential funding through the Safe Streets for All (SS4A) program, provided a checklist of the elements needed in a Vision Zero - style plan to qualify for future implementation funding. Such an adaptation of our Go:Safe plan would create a more detailed and rigorous basis for ongoing work towards the goal of zero deaths or life-changing injuries by 2030. This potential federal assistance would support our existing commitment not only to follow the recommendations of the Go:Safe plan, but to enhance the plan's scope and strategies to reach the 2030 zero-death goal. This objective is among those included in Chapter 5, intended for implementation whether or not MCRPC receives funding through SS4A.

Considered as a group of potential resources, the new and evolving federal programs are evidence of a serious and sustained emphasis on the zero-deaths approach to traffic safety.

To various degrees all of the focus groups[11] noted the importance of transportation safety. The most in-depth comments came from the Pedestrian & Bicycle focus group, in which many participants noted about on-street bicycling in Bloomington-Normal. For some, the solution was a substantial expansion of the Constitution Trail system. There was also interest in on-street bicycle routes provided that designs created separation from motor vehicle traffic lanes. There were concerns about pedestrian safety, primarily resulting from driver behavior, including failure to yield right-of-way to pedestrians in crosswalks or other protected spaces. Users of these alternate modes are reluctant to venture onto streets, due to the speed of cars and trucks, and driver refusal to accommodate walkers and bikers.

Members of the Bike & Pedestrian Focus Group were extremely concerned about the safety of those who use either mode in Bloomington-Normal, noting that many bicycle users are simply afraid to ride on local streets. Several persistent issues were noted, including the lack of understanding the rules about bike riders and pedestrians demonstrated by drivers, reaching even to open hostility towards people using bicycles within the street network. Locations that are dangerous to pedestrians were described and possible mitigation discussed. The CAV & ITS focus group noted the importance of an up-to-date and well-managed array of Intelligent Transportation System installations, both for current users, and to adapt to changes brought about by the inclusion

of connected and autonomous vehicles. The Public Transit and Health in Transportation groups did not emphasize traffic safety, although they noted the limitations on services for vulnerable users. The Commerce and Freight focus group concentrated on access issues, and on concerns regarding freight traffic shifting to local streets unsuitable for such massive vehicles. Members of the Health & Social Services Focus Group noted safety concerns for vulnerable populations in navigating the system, particularly as pedestrian and transit riders.

Actions Addressing Transportation System Safety

A number of objectives will be continued from the FY 2017 LRMTP 2045. Some of the projects to be carried over have remaining tasks to complete the original intent of the objective in full. These include but are not limited to:

- **Establishment** of a continuing regional prioritization process for selection and evaluation of projects using federal funds, and MPO participant approval
- **Continuation** of tasks to complete application for inclusion of the Go:Safe Action Plan in the Vision Zero Network
- **Adaptation** of the Go:Safe Action Plan to comport with FHWA criteria for a complete action plan (as stated in the SS4A NOFO), including additional data collection and analysis
- **Incorporation** of developing data resources and analysis regarding the Go:Safe initiative into the MCRPC website
- **Re-design** of Transportation Improvement Program planning process and annual document
- **Collection and analysis** of community and county-wide data regarding infrastructure conditions and priorities.

Additional Actions Addressing Transportation System Safety

Issues have arisen during the MLRTP 2050 planning process that call for action to be recognized in the transportation plan.

Additional objectives will reflect activities to be undertaken by MCRPC based on issues arising following the adoption of the LRMTP 2045, including:

- **Instituting** a cooperative updating process for the regional Intelligent Transportation Architecture (ITS)
- **Examination** of and a report on safety issues with freight traffic in the MPA
- **Incorporation** of guidance in FHWA Focus on Reducing Rural Roadway Departures (FoRRRwD) program and related McLean County Local Road Safety Plan into safety planning for rural areas of McLean County within the Go:Safe framework
- **Compilation** of data regarding transportation performance during the period of restrictions due to COVID, to understand the impacts and determine revised baseline activity across modes.

A Note to Caution: The COVID Effect on Safety and System User Behavior

Travel behavior was immediately affected by the COVID emergency that began in early 2020. Drivers and providers for bus, air and train travel had to respond to limitations on transportation, along with the other restrictions that were established. We know that data regarding transportation activity in Illinois, occurring during 2020 and mid-2021, was either incomplete or distorted by the shutdown of many transportation options and the requirement that the workforce work virtually/remotely as much as possible.

After the transportation disruptions that occurred during the COVID-19 pandemic, and in particular the travel reductions in the early stages of the response, there was some hope that reductions in single-person occupant car trips would persist beyond the immediate crisis, as people realized that alternative transportation was a viable option for their daily trips. An increase in people working from home was expected to continue, and the resistance of employees to returning to offices may support that outcome.

Unfortunately, some of the predictions about the post-pandemic status of transportation are not yet supported by evidence. The reasons are varied and debates about the subject continue, but the fundamental fact that the pandemic is not yet over is at the forefront. For the first half of 2022, two influences competed for primacy; the continuing but less overtly catastrophic incidence of new COVID-19 breakouts, and the process of removing the limits intended to protect against future wide-spread infection. In early summer of 2022, there were continuing outbreaks of COVID-19 infections

around the country, and a resurgence occurred in McLean County. This story has not ended.

As noted in Chapter 1, it remains difficult to analyze which trends coming out of the pandemic period are expected to persist. In a May 17, 2022 statement[12], the U.S. Secretary of Transportationlamented the more than 10% increase in traffic deaths in 2021 from the previous year. The highest number of fatalities since 2005 signaled a resurgence of the most undesirable fatality levels from pre-pandemic "normal." This troubling trend is occurring here in McLean County, and the rate of crashes causing fatalities and serious injuries is moving in the wrong direction. This trend requires immediate efforts to reduce fatalities and life-altering injuries in crashes by any means available.

Focus Area II: Sustainability & Resilience

Although sustainable transportation is typically discussed as mitigation of environmental damage caused or accelerated by transportation and transition to more sustainable operations, MCRPC uses sustainability to apply to other influences on the transportation system. In addition to environmental impacts, the MCRPC definition includes financial sustainability, operational sustainability, political sustainability and addressing any issues or controversies that might short-circuit support for the preservation and improvement of the transportation system.

These concerns are assessed through MCRPC research, data collection and analysis, in response to issues as they arise or as part of the ongoing planning program. Additional resources are identified through dialogue with MCRPC partners, including Connect Transit, the Ecology Action Center, the Economic Development Council, Illinois State and Illinois Wesleyan universities, various social service agencies, representatives of the health care sector, private sector entities, local government and agency staff, IDOT staff from multiple divisions, including District 5, the Office of Planning and Programming and the Office of Intermodal Project Implementation and Federal Highway Administration staff.

ENVIRONMENTAL SUSTAINABILITY

The challenge of environmental and resource sustainability is illustrated in the data in the box at right. Analysis by the World Resources Institute in 2021 highlights the contrast between the percentage of greenhouse gas attributable to transportation uses at the global level (14.2% in 2018) and the national level for the US (28.6%). Further analysis determined the overall greenhouse gas generation from transportation by nation. The United States is overrepresented in total emissions whether analyzed by population or by area.

The United States releases a higher amount of greenhouse gas through transportation uses or activities than any other nation. An analysis of emissions resulting from transportation in 2019 supports that conclusion. (Appendix 7).

In the course of the tasks prescribed in Chapter 5, and with the assistance of the Ecology Action Center, comparable data with respect to greenhouse gas emissions in McLean County will be updated.

HEALTH IN TRANSPORTATION

MCRPC has steadily increased its engagement with stakeholders and clients of the multiple organizations and professions that make up the health care sector in Bloomington-Normal and McLean County. This effort includes cooperation with the McLean County Health Department, and the inclusion of hospital and Health Department stakeholders in the Transportation Advisory Committee.

The McLean County Community Health Improvement Plan for 2020 - 2022[13] identified the community's top three health concerns as "Access to Appropriate Care", "Behavioral Health (including Mental Health and Substance Abuse)", and "Healthy Eating/Active Living (HEAL)." Two of the three concerns are directly concerned with transportation, both for the opportunity to reach providers, and to engage in healthy living activities that often include non-motorized forms of transportation, such and walking and biking. MCRPC staff participate in committees developing the Health Improvement Plan.

MCRPC also participated in a FHWA/FTA investigation of the suitability of a proposed planning framework to integrate health considerations and institutions into the

transportation planning process. In the course of that participation, MCRPC staff analyzed a local corridor to determine how the transportation planning process could incorporate the needs and interests of any person engaged with the transportation system and the complicated world of health care and healthy living initiatives, and evaluating additional community health benefits from reduction in greenhouse gas emissions and better environmental conditions resulting from the reduction of gournd-level ozone, as well as five other EPA Criteria Air Pollutants.

In addition to building a dialogue with the health care and healthy living providers and advocates regarding the transportation needs and impacts of the essentially universal needs for access to care and to resources for healthy living, MCRPC will also leverage the focus on healthy living to broaden our involvement with the Ecology Action Center.

Comparative Greenhouse Gas Emissions

Number of Tons - GHG Emissions			% in
Nation/Group	2019 Total	2019 Transport	transport
United States	5,770,000,000	1,820,000,000	31.5%
Canada	774,290,000	197,380,000	25.5%
Others	19,710,000,000	4,040,000,000	20.5%
Japan	1,130,000,000	206,410,000	18.3%
*All in Group**	*48,134,290,000*	*8,124,130,000*	*16.9%*
Brazil	1,450,000,000	201,000,000	13.9%
Russia	1,920,000,000	262,390,000	13.7%
India	3,360,000,000	315,880,000	9.4%
Indonesia	1,960,000,000	154,710,000	7.9%
China	12,060,000,000	926,360,000	7.7%

The table above lists the top eight producers of greenhouse gas emissions in 2019, by total emissions and by emissions attributable to transportation. The United States ranks only behind China in total emissions, and was the largest single emitter of GHG attributed to transportation sources, with more than 31% of total emissions resulting from transportation. By contrast, China had the highest total GHG emissions in 2019, but its transportation sector emitted only slightly more than half of the transportation emissions by ton produced in the United States. The world map on page 49 indicates that there are entire continents that produce less GHG through transportation than does the United States.

(Please note that the "Other" category represents all nations that did not rank among the top ten emitters in 2019. The "All in Group" line in the table shows the total of values from the other entries in the table, and the percentage in transportation value is an average of the percentage values for the other entries.)

Air Quality

In 2020, air quality was "good" 78% of the time in the B-N Metropolitan Planning Area. It was moderate 20.6% of the time, and unhealthy 0.8% of the time. (BN-MPA Air Quality Index 2020, page 27.)

McLean County's air quality sensors are located on the Illinois State University campus, in the parking lot located between the current John Green Food Service Building and the Carter Harris Physical Plant. The site is one-half block west of the intersection of Gregory and Main Streets. The Ecology Action Center is seeking the placement of additional sensors to better reflect the air quality of Bloomington -Normal, an effort fully supported by MCRPC.

More About Ground-Level Ozone

In 2015, under the mandate of the Clean Air Act, the U.S. Environmental Protection Agency (EPA) strengthened the National Ambient Air Quality Standards (NAAQS) for ground-level ozone, setting a level of 0.070 parts per million, with the science-based expectation that reduction in ozone exposure would create health and safety benefits.

The stricter standard, wherein ozone levels over certain periods higher than 0.070 define non-compliance, created considerable concern among transportation providers and users. The transportation sector is a highly visible and distinct source of ozone release, in addition to other environmental and safety impacts.

Biodiversity

Why is biodiversity important for transportation sustainability? Evidence amassed over decades shows that roads, rails and vehicles can threaten the survival of some species. The Illinois Department of Natural Resources (IDNR) and affiliated agencies maintain an index of threatened and endangered species of plants and animals in each Illinois county.
The landscape and watercourses of McLean County provide habitat for a wide variety of animals and plants, and some of that habitat is located in the urban area of Bloomington and Normal. As of late in June 2022, in McLean County, IDNR has established protection for 16 species, which include herbs, trees, fish, mollusks, amphibians, insects, small mammals, and many birds. Eight species are listed as threatened, and the remaining eight are endangered. Some are terrestrial, others are aquatic, and each has specific needs that are disrupted by human infrastructure and proximity . If they are lucky, some of these plants and animals may never encounter an element of the transportation system. However, to the extent that the construction and use of elements of the transportation system can trigger species extinction and a reduction in the diversity of life in McLean County, in the end this loss affects everyone. The possibility of such impacts, including those from poor air quality as discussed above, make this a regional issue.

For major transportation projects, especially those located in areas not previously developed, there are procedures to investigate environmental impacts that may affect the inhabitants of the locations at issue.

SUSTAINABLE LAND-USE DECISION MAKING

Using a cooperative approach to both environmental and fiscal sustainability with respect to the road system in Bloomington - Normal, both the City and the Town adopted municipal comprehensive plans which established a new paradigm of infrastructure growth. Under this process, the first land development priority is the use of infill areas within municipalities already served by community resources such as water, sewer and stormwater management and utility access, but also by street and road infrastructure. The second priority tier for development includes areas not yet annexed, but immediately adjacent to a municipality, and either already served by major services, or by a subset of such services. A third and lower priority tier consists of adjacent land not yet connected to or provided with city services.

The development tiers also restrict the sprawl-inducing practice of annexing non-contiguous land for development. This approach was founded in the realization that extending infrastructure and services beyond outlying areas requires municipal investment in advance of other development activity. Especially with respect to residential areas and assuming full implementation of development plans, the initial investment is unlikely to be recaptured through subsequent tax revenue generated by the development over time.

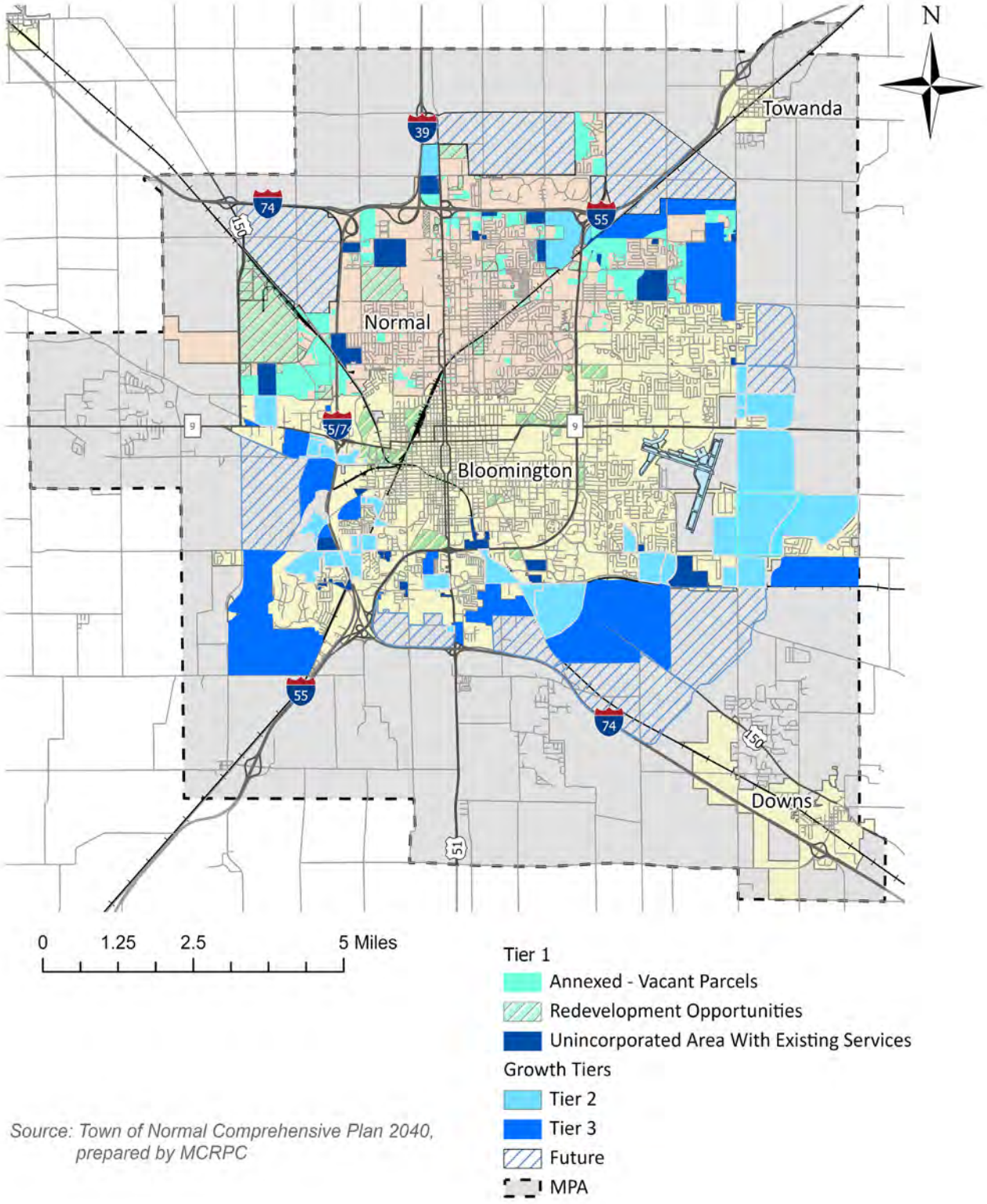
In addition to its contribution to sustainability, the compact and adjacent approach to development opens new transportation options to transportation system users. With less area to cover, and fewer undeveloped land to traverse, transportation systems can function more efficiently and provide a higher level of service to system users. This advantage is often discussed in the context of public transit. Currently in Bloomington-Normal there are areas within the Connect Transit service area that are difficult to incorporate into the current design of the transit system, and the plan goals and objectives include consideration of ways to mitigate the resulting impacts.

The benefits of a more compact approach to development extend to the transportation system as a whole, especially with respect to financial sustainability. This development strategy encourages local government and the private sector to concentrate their attention on quality rather than quantity, and supports the exploration of development which goes beyond the well-known practices in the area. As in the analysis done for the municipal comprehensive plans between 2013 and 2017, continuing openness to concepts such as compact development, complete streets and expanded public transit options to reach underserved areas can reduce the cost of the transportation system and retain the community's quality of life.

This is an area in which the interrelationship between land use and transportation decisions is critical to selecting objectives and managing implementation. The planning process, in

2020

Bloomington - Normal Growth Priorities



Source: Town of Normal Comprehensive Plan 2040, prepared by MCRPC

pursuing these objectives, includes a responsibility to identify the possibility of unintended consequences, and to propose strategies to advance the objective without disrupting the functional relationship between land use decisions and the transportation system.

SUSTAINABLE PUBLIC TRANSIT

Since the LRMTP 2045, Connect Transit has launched a substantial transition to electric transit vehicles not directly reliant on fossil fuels, an exciting development for the system and its riders. Currently, Connect Transit is expanding its fleet of electric fixed-route vehicles. Continuing along this path is a core contribution to transportation sustainability, and over the next five years MCRPC will assist the transit system in whatever way is possible to support and facilitate the transition. Similarly, MCRPC cooperates closely with rural public transit provider SHOW BUS, which serves the rural areas of McLean County, along with eight other counties that form the SHOW BUS service area. Objectives with respect to rural public transit focus on financial sustainability and relationships with urban providers. A core objective is the updating of the rural Region 6 Human Services Transportation Plan, in concert with the update of the urban HSTP.

Recently, Connect Transit has been engaged in a comprehensive process to upgrade transit stops, expected to be completed in 2023-2024. An ongoing assessment and adjustments to the fixed-route system has demonstrated flexibility in managing its primary service.

Connect Transit is also moving ahead on the development of a transit facility in Downtown Bloomington, to replace the on-street location currently functioning as a transfer center. This is the largest capital project for Connect Transit since the design and construction of the headquarters facility in west Normal. In addition to the improvement of the transit experience for riders, the Downtown transit center is expected to generate development activity in the Downtown Bloomington area.

For the local governments of Bloomington, Normal and McLean County, both the environmental and fiscal aspects of transportation management address sustainability. Some of the issues raised in the municipal and County budget processes, which precede the annual update of the Transportation Improvement Program, resolve circumstances in which the cost of environmentally preferred project options is balanced with fiscal constraints.

Many of the Focus Groups raised issues of sustainability. In some cases, there was concern about sustainability of the infrastructure, and the increasing cost of system maintenance. Members of the Bike & Pedestrian Group noted issues created by the poor state of repair of some streets, as did the Commerce & Freight group members. Possible solutions to some issues were raised by the CAV & ITS group, with the bulk of short-term solutions expected to focus on the upgrading of intelligent transportation systems capabilities. Discussion with transit representatives also focused on maintenance of streets and sidewalks that connect riders to bus stops.

Actions Addressing Sustainability

- **Continue partnership** with Ecology Action Center regarding greenhouse gas/air quality measurements
- **Initiate** a process for development of a Congestion Management & Air Quality Plan for the MPO, utilizing the data developed with the Ecology Action Center, and consistent with updated federal air quality standards
- **Complete** the organization of the MCRPC Transportation Asset Management Consortium
- **MCRPC ongoing monitoring** of grant opportunities, government and institutional, suited to pending projects of local governments and MCRPC
- **Strengthen** the connection between local government budget determinations and the ongoing transportation system projects, particularly those relating to capital improvements.
- **Continue cooperation** with Connect Transit to support system operation, sustainability and increased ridership.
- **Continue cooperation** and assistance to SHOW BUS, and with Kankakee, Logan and Macon Counties.

Focus Area II: Resilience

The American Planning Association offers this definition of resilience in a planning context:

"Urban resilience is the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt, and grow no matter what kinds of chronic stresses and acute shocks they experience. Like illnesses, there are chronic stresses — high unemployment, poor or overtaxed infrastructure, water shortages — that weaken cities. Acute shocks are the devastating occurrences that often get conversations about resilience going: earthquakes, floods, disease outbreaks, terrorist attacks[14]."

Resilience is a measure of how well a community can react to and recover from extreme events. The concept applies to both immediate emergency response, and the ability in the longer term to mitigate the damage caused to people and infrastructure.
For example, in Central Illinois disaster is often associated with severe weather. The region is known for occasional extreme weather events, ranging from heavy rain and flooding, heavy snowfall, extreme hot and cold temperatures, tornadoes, near-hurricane strength straight-line winds and large hail. Some of these conditions have prevailed here for geologic epochs, but some extreme events are increasingly viewed as a result of climate change. As climate systems become more chaotic and less predictable, weather forecasting is more difficult, possibly lessening the time between weather warnings and having that weather event arrive overhead. Despite new technologies for alerting the public about dangerous weather conditions, the occurrence of major storms will continue to catch people unawares.

In recent years, across the Midwest, extremely destructive tornadoes have done terrible damage to towns and rural residents. In November 2013 an E-F 4 tornado left a huge trail of destruction through Washington, Illinois. News reports recalling the storm noted that the tornado was on the ground for 48 minutes and across 46 miles, delivering the worst impact on Washington, where it destroying 600 structures, injured hundreds, and killed as many as 8 people. It was particularly shocking to have this type of storm in mid-November, well outside of the usual tornado season.

Bloomington-Normal has been fortunate in that of the 112 tornadoes tracked in McLean County between 1950 and 2021, most were of low intensity, did not cause deaths and produced only a few injuries. There was property and crop damage totaling more than $20 million[15] during that period.

Other crises can challenge communities unexpectedly. During earlier stages of the continuing COVID pandemic, local governments experienced considerable uncertainty regarding funding from federal, state and local sources, while at the same time facing constantly changing demands on local government resources. While COVID didn't destroy property or damage ordinary infrastructure, in its most intense periods it threatened to overwhelm hospitals and other health care resources. It became very clear that the standard approach to disaster management, as used following extreme weather, was not fit for purpose in an epidemic.

The Focus Groups were not as drawn to discussion of resilience as they were towards sustainability and equity. For members of the Health & Social Services group, there was concern about emergency management addressing the needs of people with disabilities or other challenges, as well as emergency access to transit vehicles. Group members encouraged greater transparency about the development and content of the County Emergency Management Plan and how it addresses assisting challenged populations in the event of emergency conditions arising.

Actions Addressing Resilience

- **Establishment** of a regional emergency response protocol for transportation infrastructure and resources, in cooperation with the McLean County EMA
- **Designate** an MCRPC staff person to maintain contact with EMA staff regarding County Disaster Plan, and guidance regarding emergency use of transit vehicles

Focus Area III: Equity

Equity has become a leading concept in transportation, and is widely cited and discussed in federal, state and local transportation planning. As is the case with sustainability, there is some confusion about what equity means in a planning context. In the simplest terms possible, transportation equity demands that the elements of the transportation system are designed and operated to be available to all, and provide

accommodations to all.

Equity can also refer to a longstanding principle of planning, that the process and its outcomes should be evenhanded and fair in its intentions and execution. The American Institute of Certified Planners (AICP) Code of Ethics[16], speaks in aspirational terms about service to the public interest, and in more concrete terms of the ethical obligation to foster economic, social and racial equity.

The planning emphasis looks to community concerns regarding economic, educational and social opportunity. The focus areas of this plan also highlight continuing efforts to dismantle obsolete practices which excluded groups of people and individuals within the community from participation in the decision-making process of the local governments, agencies and other settings in which policy is developed and applied.

While the opportunity to participate in transportation decision-making is an end in itself, much of the equity emphasis remains on access to resources and services. More simply, does the transportation system provide every person in the Bloomington-Normal urbanized area with equal access to their preferred transportation option, at locations close to their homes and destinations?

In 2022, the answer is no. Thus, the purpose of the transportation plan regarding equity is to identify gaps in availability of service, barriers to mobility, and purported access that is too costly for people who need it to live their lives. In the LRMTP 2045, the MPO participants' goal for "Mobility, Access and Choice" was "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." Although there has been improvement in the last five years, there is still much to be done to make the transportation system equitable, in terms of cost, local availability, access to essential services and to all that is there to experience in the community.

Participants in the Health & Social Services expressed their commitment to advancing equity in transportation as in other social resources. Members of several groups raised questions as to how social and economic equity might be improved through transportation planning and policy; comments included free access to the transit system, and expanded choices for people living in areas not well served by transportation options.

Actions Addressing Equity

- **Conduct analysis** of current transit access for residents of challenged and underserved neighborhoods, in cooperation with Connect Transit and SHOW BUS
- **Collect** detailed demographic data profile of residents of challenged or underserved neighborhoods for additional analysis and recommendations, within the framework of the Veterans Parkway Corridor Study
- **Analyze** access to study corridor for residents of challenged or underserved neighborhoods, and for persons employed in the corridor, within the framework of the Veterans Parkway Corridor Study
- **Update** the Public Participation Plan to define methods and practices to offer better access to the planning process and seek out the opinions and preferences of challenged and underserved persons.
- **Update** the Title VI Plan to reflect policies and guidance regarding equity considerations

Focus Area IV: Economic Support

The essential contribution of transportation to the economic life of McLean County is demonstrated by the level of economic activity surrounding major transportation corridors, locations such as Uptown Station and CIRA, and transportation infrastructure.

A detailed examination of the transportation system as an economic driver will be included in the pending Veterans Parkway Corridor Plan, conducted through a federal RAISE grant, and including participation by the Illinois Department of Transportation, the Federal Highway Administration, local governments and Connect Transit. The data collection for the corridor study will include information on the use of Veterans Parkway by the many commercial entities it serves, and the customers and clients of those entities.

The Commerce & Freight Focus Group was very much interested in an analysis of the role played by the transportation system in the economic life and vitality of the community. Members of the group representing freight companies were also supported planning to assess freight access to the

community, particularly by truck services, improved wayfinding for freight delivery within Bloomington-Normal, and future facilities supporting freight traffic. Group members representing commercial entities are interested in more comprehensive data on the role of the transportation system in creating a supportive environment for commercial concerns.

Actions Addressing Economic Support

- **Restructuring** and expansion of the BNA data resources available on the MCRPC website, as a data source for economic development activity, including links to external sources with the economic development community
- **Creation and administration** of an MCRPC Freight Advisory Committee
- **Inviting** additional participants into the Transportation Advisory Committee, including: Entities in the social service and medical communities focused on transportation for their vulnerable clients (access to care, health in transportation)
- **Inclusion** of representatives for socially or economically disadvantaged population on the Transportation Advisory Committee
- **Restructuring** of the TAC and definitions of its goals, including expansion of participants to include private entities.

1 Public Transit, Health in Transportation, Pedestrian & Bicycle Concerns, Commerce & Freight and Connected and Autonomous Vehicles (CAV) & Intelligent Transportation Systems (ITS)

2 Details on the issues and discussions in the focus group meetings are found in Appendix 1

3 NHTSA, Distracted Driving, at https://www.nhtsa.gov/risky-driving/distracted-driving

4 Columbia had a 2020 population of 126,254, and is home to the University of Missouri, and two smaller private colleges; it is the county seat for Boone County, which had a 2020 population of 183,610

5 https://www.como.gov/public-works/vision-zero/, About Vision Zero

6 https://www.comovisionzero.org/maps-data

7 See the plan at https://mcplan.org/file/922/Adopted%20GoSafe-Report.pdf ; appendices are found at https://mcplan.org/plans-and-studies/go-safe-mclean-county

8 Due to COVID limitations on meetings, completion of the Go:Safe plan was delayed; several of the locations identified have been reconstructed to meet Complete Streets policies

9 See at https://www.transportation.gov/NRSS

10 See at https://www.transportation.gov/NRSS/SafeSystem; additional information at https://safety.fhwa.dot.gov/zerodeaths/docs/FHWA_SafeSystem_Brochure_V9_508_200717.pdf

11 Public Transit, Health in Transportation, Pedestrian & Bicycle Concerns, Commerce & Freight and Connected and Autonomous Vehicles (CAV) & Intelligent Transportation Systems (ITS)

12 https://www.transportation.gov/briefing-room/newly-released-estimates-show-traffic-fatalities-reached-16-year-high-2021

13 The 2020-2022 McLean County Community Health Improvement Plan was developed jointly by the McLean County Health Department, OSF HealthCare St. Joseph Medical Center, Carle BroMenn Medical Center and Chestnut Family Health Center. The same entities participated in the development of the 2022 Community Health Needs Assessment

14 Planning for Resilience, Meghan Stromberg, May 7, 2017 at https://www.planning.org/blog/blogpost/9124762/

15 National Weather Service at https://www.weather.gov/ilx/mclean-tor

16 AICP Code of Ethics at https://www.planning.org/ethics/ethicscode/

CHAPTER 5

Vision, Goals, Objectives, Strategies, & Tasks

McLEAN COUNTY REGIONAL PLANNING COMMISSION | October 2022

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Chapter Five

Vision, Goals, Objectives, Strategies & Tasks

The statement of the vision for this plan is a condensed description of all the activities and programs defined in the objectives for Safety, Sustainability & Resilience, Equity and Economic Impact. An additional group of objectives, called Optimizing MPO Planning Operations, has been included. The objectives identified support modifications of MCRPC administrative issues and policies.

The Regional Vision for Transportation

Our regional transportation system supports mobility for all and provides equitable access to a Safe, Sustainable and Resilient transportation system.

The plan establishes a goal for each of the focus areas. The goals are statements of what impact the implementation of the plan will produce.

We begin with a discussion of the process of developing the objectives, strategies, tasks and performance measures, to support the goals for each focus area.

Understanding the Objectives, Strategies, Tasks & Performance Measures

The transportation-specific goals, objectives, strategies and tasks depend on the continuing cooperation between the participants in the MPO. In particular, the cooperation between and among Bloomington, Normal, McLean County and MCRPC sustains the work we undertake with this plan. The municipal comprehensive plans examine the role of transportation in our community as an engine of economic stability and growth, infrastructure management and social equity. The MLRTP objectives are framed to correlate with the objectives set forth in the municipal plans.

The performance measures cited rely on the availability of accurate and timely data. Thanks to the availability of public and other published data online, useful information is more readily available from more sources, although sometimes at considerable cost. MCRPC has developed data dashboards to aggregate data from multiple sources. The information obtained is incorporated into databases available to the public through a dashboard-style online interface on the MCRPC website. Support and expansion of the dashboards is a specific objective in this plan.

The collection, analysis and verification of data supports 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 investing 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. Some strategies may apply to multiple objectives; such strategies are listed under the most closely related goal. The same scheme applies to tasks, which are the base level at which performance is evaluated.

Although the issues addressed for the each of the categories are important to our goals and mission, the Safety category is closely aligned with 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. For clarity, the objectives for resilience have been defined separately from sustainability.

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.

Performance measures must fall within the realm of the possible. This is supported by available data, partnerships appropriate to the work and leveraging projects in which the outcomes can be applied to multiple projects or purposes.

Defining Goals, Objectives, Strategies & Tasks

Goals
The desired results that at a high level. They are qualitative and long-term

Objectives
These are quantitative and specific measurable outcomes that help to achieve a goal

Strategies
A strategy is a plan of action for how to achieve long-term goals

Tasks
Tasks are specific, tangible actions that help to achieve a strategy

Performance Metrics
Metrics define the measurable indications of progress in reaching an objective

Targets
Targets establish performance levels for achieving the objective, both in actions (tasks) completed and in elapsed time

Evaluation Metrics

In defining goals and strategies, the five focus areas are the primary organizing tool, but the objectives, 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, are 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 where applicable, 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 are defined in terms of the data needed to support quantitative and qualitative analysis or comparison. Some types of information are difficult to obtain, due to protection of personal privacy or proprietary information. Even public agencies are sometimes reluctant to release relevant information within their control for use by others. However, as data of many kinds and origins can now be access online, We must also consider the reliability of the data, based on identified sources.

Although the goals, strategies and tasks are organized according to the subject areas discussed above, many of the underlying performance measures provide evidence regarding multiple strategies or actions.

Our approach 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 to continue evaluating progress toward the goals.

Performance measures are categorized as either

activity or outcome based. Activity-based metrics reflect ongoing tracking of system characteristics, which provide continuing evaluation 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 specific results. In some cases, 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.

Understanding the Estimates

It is important to review the 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;

- 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, and as yet unidentified economic shifts and community growth;

- Growth expectations for the urban area and County are built upon the municipal comprehensive plans and analysis of new demographic information, which predict slow population growth and virtually no growth in the urbanized or incorporated area over the next ten years and beyond;

- The competing forces of the COVID pandemic, current economic instability and rising employment in Bloomington-Normal offer a complicated picture from very few long-term conclusions can be drawn;

- The growth profile defined in the municipal plans is expected to limit new transportation facility construction and emphasize transportation system preservation;

- The project scenario outlined in Chapter 6 is not preferred, but rather that which seems most credible 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 Goal for SAFETY

Our transportation system will be safe for all users, while providing the resources they need.

Objective 1 – Create and launch a cooperative updating process for the regional Intelligent Transportation System (ITS) database
Type – Ongoing
Strategy 1– Develop proposal for multi-agency access for updating and analysis
Task – Determine participant agencies and designated staff
Task - Develop workflow for agency access to database
Task – Develop cooperative quality control process
Strategy 2 – Execute an agreement among the participating agencies
Task – Identify participant primary staff/position with access
Task – Define conditions and responsibilities of participation
Strategy 3 – Launch
Task – Conduct staff training as needed
Task – Conduct test of process with all designated staff; revise as needed
Task- Evaluate process at three months and six months following launch
Performance metric – Execution of strategies
Performance metric- Satisfactory process status at six-month intervals
Target – Completion of first and second strategies within 18 months
Target – Completion of third strategy within 24 months from MLRTP adoption

Objective 2 – Collect data and stakeholder comments regarding safety issues with freight traffic in the MPA
Type – Ongoing
Strategy 1 – Create a sub-dashboard for freight statistics and information on the MCRPC website

Task – Determine scope of data to include, based on reliability of access
Task – Consult with stakeholders to establish conduit for comments to MCRPC
Task – Consult with local staff to establish freight information sharing process
Performance metric – Completion of tasks & active dashboard
Target – Complete strategy 1 within 12 months from MLRTP 2050 adoption

Objective 3 – Combine guidance from FHWA Focus on Reducing Rural Roadway Departures (FoRRRwD) program and related McLean County Local Road Safety Plan (LRSP) into a transportation safety planning guide for rural areas of McLean County, using the McLean County Go:Safe Action Plan format.
Type - Outcome
Strategy 1 – Report to the Technical Committee and Freight Advisory Committee regarding correlations between programs and plans
Task – Prepare report on FoRRRwD as applied to McLean County
Task – In consultation with the Technical Committee and County Highway Department, prepare report on LRSP recommendations regarding rural roadway departures
Strategy 2 – In consultation with the County Highway Department, determine additional content for planning guide
Task – Develop content outline and research best practices for additional content
Task – Create a preliminary draft of guide for County Highway and Technical Committee review, based on Go:Safe Action Plan structure, for Technical Committee review
Task – Prepare final version of rural planning guide based on Technical Committee review
Task – Make completed and approved rural planning guide available through MCRPC website and planning partners
Performance metric – Completed Rural Transportation Safety Planning Guide
Target – Completion within 36 months of MLRTP 2050 adoption

Objective 4 – Consolidate U.S. DOT/IDOT guidance regarding applications for programs and funding, combined as an agency resource for future opportunities, updated as needed
Type – Outcome
Strategy 1 – Collect guidance for grant and other transportation funding opportunities
Strategy 2 – Compile guide document
Task – On an ongoing basis, MCRPC staff will update available program guidance, and associated regulatory or statutory information.
Task – Periodically distribute updated guide to local governments
Performance metric – Completion of grant guide reference
Target - Complete Strategy 2 within 18 months of MLRTP 2050 adoption

Objective 5 – Develop a reference of data regarding transportation performance during the period of restrictions due to COVID, to understand the impacts and determine revised baseline activity across modes.
Type – Outcome
Strategy 1 – Collect performance information from state and local sources
Task- Determine date boundaries
Task – Create summary of state restriction orders and changes by date
Strategy 2 – Prepare report on COVID-19 transportation consequences in McLean County and urbanized area
Task – Document all data sources within the report
Strategy 3 – Distribute and post final report
Performance metric – Posted report
Target – Report completion within 18 months of MLRTP 2050 adoption

Objective 6 – Employ transportation system components as needed for the safest possible multimodal use; to improve safety for all users and maintaining a transportation network usable by everyone.
Type - Ongoing
Strategy 1 - Transit provider evaluation and improvement of safety, where needed:
Task – Assess vehicles, including access features of paratransit buses
Task – Examine interface between transit operations and pedestrians/bicycle users
Strategy 2 – develop recommendations to improve and maintain pedestrian/bicycle facilities
Task – Review Connect routes and facilities to primary destinations identified by riders
Task – With local staff, consider bicycle lane installation as indicated in community bicycle/pedestrian plans and subsequent recommendations
Task - Prioritize bicycle lane-to-trail connections to provide safe passage between these facility types
Task – Prioritize pedestrian security at crossings

(mid-cross islands, etc.), on parallel routes
Task – Develop an overview report on improvement of sidewalks to increase comply with ADA requirements, and to increase walkability, as indicated in sidewalk plans and as identified by user travel patterns
Task – Consider street configuration to better accommodate pedestrians and bicyclists, as indicated by user information and bicycle/ pedestrian plans
Performance metrics – Reports on transit and street area of concern
Target – Review transit concerns, consider mitigation, develop report within 18 months of MLRTP 2050 adoption

Objective 7 – Augment or expand safety training programs for bicycles and auto users
Type - Ongoing
Strategy 1 – Propose to Intergovernmental Committee that MCRPC collaborate with local governments, agencies and interest groups
Task - Coordinate bicycle programs for children with schools, parks departments and bicycle advocates
Task - Determine public interest in such programs
Task - Coordinate with bicycle advocacy groups regarding training for members and the public regarding bicycle rules of the road
Task - Inventory pedestrian training for children, such as the Walking School Bus
Task - Promote educational programs for adults, i.e. seniors who still wish to drive
Task - Create dashboard/website resource to inform stakeholders and the public regarding educational programs
Performance metric – Report regarding program proposals and Intergovernmental decisions
Target – Complete Strategy 1 within 12 months of MLRTP 2050 adoption

Objective 8 – Adaptation of the Go:Safe Action Plan consistent with FHWA criteria for a complete zero death action plan including additional data collection and analysis
Type - Outcome
Strategy 1 - Seek funding through Safe Streets & Roads For Everyone (SS4A); should MCRPC not be awarded a SS4A grant, investigate alternative funding
Task - Authorize the Transportation Technical Committee to oversee and conduct the ongoing implementation
Strategy 2 - In collaboration with MPO partners and consultants if used, develop an enhanced Vision Zero Action Plan; coordinate data with Veterans Parkway Corridor Study where possible
Task - Form a standing Go:Safe Advisory Committee through MCRPC
Strategy 3 - Conduct a transparent planning process and provide ample opportunity for community comment and participation
Task - Implement special outreach to residents/ users of areas with crash history, including Downtown Bloomington, the ISU campus and Veterans' Parkway
Task - Emphasize equity in the process, through outreach to underserved neighborhoods and communities, and document participation
Task - Collect, publish and inform the public regarding the revision and implementation process
Task - Conduct additional community engagement not possible under pandemic limits in force during the development of the Go:Safe Action Plan
Task - Complete plan revision and obtain approval from participating governments
Performance metric –
Target - Launch of first plan enhancement project within 12 months of MLRTP 2050 adoption; adoption of enhanced and FHWA-compliant plan within 30 months of MLRTP 2050 adoption

The Goal for SUSTAINABILITY

Our transportation system will exemplify all aspects of sustainability, including environmental impacts, equality of opportunity,and economic viability.

Objective 1 – Promote public transit, walking and bicycling to school and work
Type - Ongoing
Strategy 1- Coordinate between school districts, PTOs, health departments, law enforcement and advocacy groups to promote the use of Safe Routes to School, Walking School Bus programs, and school district walking routes for students residing near their schools
Task - Identify participant and school district staff to recruit for the coordination effort
Task - Research requirements for working with schools and identify barriers to coordination.
Task - Create a work group with the Transportation Advisory Committee to include supportive TAC members and recruited external participants

Strategy 2 - Coordinate with institutions and large employers to promote existing transit, pedestrian and bicycle commuting options
Task – Recruit Parks staff as participating subject matter experts
Task – Collaborate with bicycle, pedestrian and transit advocates to identify strategies for effective promotion by target participants
Strategy 3 - Locate incentives for public agency cooperation and public-private partnerships to support expanded programs sustaining and improving transit, bicycle and pedestrian commuting options
Task – Research funding and incentive sources; prepare a report on available options.
Performance metric – Documented completion of strategies; restructuring of the Transportation Advisory Committee
Target – Within 24 months of MLRTP 2050 adoption

Objective 2 – Develop a transportation section for potential technology plan.
Type - Outcome
Strategy 1 - Research technologies for potential use in the transportation systems:
Task - Public transportation systems, in concert with the Connect Transit Short-Range Transportation Plan update
Task - Consult with public rural and non-profit agency transportation system providers
Task - Explore technology to address service gaps
Task - Private sector transportation elements
Task - Determine the scope of work required for the transportation element of the plan, including feasibility analysis
Performance metric – Completion of draft document for inclusion in a future technology plan
Target – 6 months from the initiation of the technology plan process

Objective 3 – Improve and expand public transit service using innovative technologies and engineering strategies
Type - Ongoing
Strategy 1 - 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:
Task - Are safe and reliable accessibility designs, such as low-floor ramp-equipped access for assistive devices and wheelchairs
Task - Are equipped to transport increasing weight levels safely, including safe use with powered and oversized assistive devices
Task - Use clean energy and materials to improve safety for mobility riders with environmentally-based medical concerns
Strategy 2 - 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:
Task - Vehicles using clean energy and materials as appropriate for rural service conditions
Task -Safe and reliable vehicle design optimized for accessibility and appropriate for use in rural areas and for greater distances, and for all riders
Performance metric – Ongoing acquisition of electric transit vehicles inventory
Target – At least two vehicles acquired each year

Objective 4 – Improve public understanding of innovative approaches to transportation, and the effects of using emerging technologies
Type - Ongoing
Strategy 1 - Through continuing public outreach, explain how innovative transportation methods benefit the community, and evaluate effectiveness of this process through polling, surveys and further public outreach efforts.
Task – Conduct outreach as opportunities and events arise
Strategy 2 - Inform regarding innovative transportation approaches under local consideration through social media platforms, as well as through ongoing engagement with traditional media outlets
Task – Use available social media and press contacts to continue public education
Performance metric – Maintain archive of media outreach
Target – Conduct at least 5 media or social media contacts per quarter

Objective 5 – Monitor feasibility of anticipated technologies for transportation systems
Type - Ongoing
Strategy 1 - Monitor technologies either already implemented or expected to enter the regional market in the near term:
Task - High-speed passenger rail @ 115mph
Task - Alternative Fuel vehicles (Hydrogen, Fuel Cell, CNG, Liquid Nitrogen, Solar)
Task - Autonomous Vehicles approved for use without passengers
Task - Autonomous (Driverless) Vehicles approved for use with passengers (e.g. transit)

Task - Automated Guideway Transit or Trolley
Task - Others as they enter the market
Strategy 2 - Monitor technologies in use elsewhere (include international examples) or currently in development, including but not limited to:
Task - Very-high-speed conventional passenger rail @ 200+mph (as in Europe and China)
Task - Drones for cargo
Task - Others as development or implementation elsewhere is announced
Strategy 3 - 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:
Task - Personal Air Vehicle, including eVTOL
Task - Drones for personal/passenger transport
Task - Supersonic Passenger Jet
Task - Sub-orbital commercial passenger flight
Task - Others as they are announced or subjected to study under Federal rules.
Performance metric – Monitoring of data and analysis acquired
Target – Identify technologies entering regional market

Objective 6 – Emphasize health benefits of options such as transit, bicycle and pedestrian facilities
Type - Ongoing
Strategy 1 - Demonstrate community benefits for transportation sustainability
Task - Publicize data regarding the anticipated advantages to public health outcomes
Task – Include information regarding health advantages in public appearances, presentations, interviews and other activities
Performance metric – Record of public events
Target – Aim for one public information opportunity per month

Objective 7 – Continue Improvements to the Travel Demand Model data and related applications
Type - Outcome
Strategy 1 - Continue to update Cube model data
Task - Account for transit operations and connectivity in model data
Task - Implement freight modeling as reflected in freight study
Strategy - Solicit stakeholder feedback regarding the TDM capabilities needed
Performance metric – Periodic updating of TDM
Target – Update check every six months or ass needed; acquire supplemental software as needed and as it becomes available

Objective 8 – Improve and expand public transit service using innovative technologies and engineering strategies to maximize safety
Type - Ongoing
Strategy 1 – Support Implementation of emerging technologies to improve fixed-route transit fuel efficiency and reduce maintenance costs
Strategy 2 - 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:
Task- Use safe and reliable accessibility designs, such as low-floor ramp-equipped access for assistive devices and wheelchairs
Task - Are equipped to transport increasing weight levels safely, including safe use with powered and oversized assistive devices
Task - Use clean energy and materials to improve safety for mobility riders with environmentally-based medical concerns
Strategy 3 - 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:
Task - Vehicles using clean energy and materials as appropriate for rural service conditions
Task - Safe and reliable vehicle design optimized for accessibility and appropriate for use in rural areas and for greater distances, and for all riders
Strategy 4 - Assist in implementation of shared, coordinated services between rural and urban public transit providers to enhance service availability and frequency for all riders
Performance metric – Acquisition of suggested vehicles; increasing use of clean energy
Target – Transit conversion to clean energy vehicles

Objective 9 – Create and sustain a stable operating and fiscal environment for public transit service to optimize rider access and mobility
Type - Ongoing
Strategy 1 - Support reliable and sustainable funding sources to facilitate planning and programming urban and rural public transit service, including:
Task - Specialized services for mobility-challenged riders through health-related grants
Task - Service to "gray area" (in urbanized area but not within incorporated city and town) riders coordinated between rural and urban public transit
Task - Use of public-private partnerships to establish long-term funding stability

Task - Through institutional and corporate clients, part of their overhead i.e. worker shuttles
Task - With large-scale users, through use of contracted universal ridership programs to offset costs
Performance metric – Implementation of service and funding
Target – Completion of strategies consistent with transit agencies' programs; within 48 months of MLRTP 2050 adoption

Objective 10 – Investigate environmentally beneficial materials and techniques for use in the transportation system
Type - Ongoing
Strategy 1 - Explore the use of permeable pavement materials on streets or off-street facilities including use of existing materials.
Strategy 2 - Evaluate paving material and other aspects of the transportation system as contributors to urban heat island effect, and document findings
Strategy 3 - Determine priority criteria for environmentally sensitive projects or materials tests
Strategy 4 - Seek out sustainable materials for use in transportation infrastructure, and evaluate them for possible continuing maintenance and building.
Task – For all strategies, consult with the Ecology Action Center for supporting information
Performance metric – Prepare biannual summary report of findings for the Technical Committee; sponsor media contacts regarding feasible technologies
Target - Two reports to the Technical Committee in each state fiscal year.

Objective 11 – Assess and, where feasible, correct air quality impacts from the transportation system on adjacent land uses
Type - Ongoing
Strategy 1 - 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
Task – Develop data sharing and retrieval process to maintain current information and trends
Task – Update air quality dashboard on a quarterly basis for the first year
Strategy 2 - Encourage phasing out of 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.
Strategy 3 - Use distributed air quality measurement devices at selected locations to monitor motor vehicle volume, emissions to identify air quality "hot spots".
Task - 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)
Task - Capture data from AQS site at ISU and incorporate into transportation data dashboard
Performance metric – Updated dashboard, monitor location and status of sensors
Target – Update dashboard when data is available; monitor issues with sensor location during ISU construction on Gregory Avenue

Objective 12 – Monitor greenhouse gas emissions (CO_2, CH_4, N_2O, Fluorinated gases) and maintain records of emissions sourced to transportation, in cooperation with the Ecology Action Center, including Include EAC greenhouse gas data from their report in records
Type - Ongoing
Strategy 1 - Develop and distribute a public information campaign regarding greenhouse emissions in the region and their impacts on the community
Strategy 2 - Correlate the campaign content to annual emissions in the region and CMAQ requirements, to avoid non-attainment status
Performance metric – dashboard and other archives of ozone data; archives of other findings
Target – Ozone levels under the federal maximum over the life of the plan

Objective 13 – Monitor exposure and/or proximity to transportation-related contaminants designated in the National Ambient Air Quality Standards, in cooperation with the Ecology Action Center
Type - Ongoing
Strategy 1 – Monitor the following from the nearest available sensor, identifying location:
Task - Criteria pollutants/emissions, (carbon monoxide, nitrogen dioxide, ozone, sulfur dioxide, lead)
Task - Particulates, PM10 and PM2.5
Task - Reaction products
Task - Volatile organic compounds (VOCs)
Strategy 2 – When data is updated, map impacts, including impacts on challenged neighborhoods
Task – Prepare an annual report on air quality status, including attainment analysis
Task – Where indicated, investigate tactics for

reduction of emissions moving towards non-attainment
Performance metric – Updated records of pollutant presence and air quality requirements
Target – Create tracking procedure for consistent records, issue annual report

Objective 14 – Locate, build and maintain transportation infrastructure with attention to environmental impact
Type - Outcome
Strategy 1 - Inventory environmentally damaging impacts which require management beyond the requirements of local, State or Federal regulatory standards
Strategy 2- Consider mitigation if feasible.
Performance metric – Levels and sources of damage measured; study of feasibility of mitigation
Target – Produce annual report of findings and projects initiated

Objective 15 – Investigate environmentally beneficial materials and techniques for use in the transportation system
Type - Ongoing
Strategy 1 - Research the use of permeable pavement materials on streets or off-street facilities including use of existing materials.
Task - Evaluate paving material and other aspects of the transportation system as contributors to urban heat island effect, and document findings
Task - Determine priority criteria for environmentally sensitive projects or materials tests
Task - Seek out sustainable materials for use in transportation infrastructure, and evaluate them for possible continuing maintenance and building.
Performance metric – Annual record of materials researched, with details of environmental sustainability
Target – Inventory of research; Implementation of projects using environmentally sustainable materials, including replacement of existing facilities

The Goal for RESILIENCE

Our transportation system and infrastructure adapt to long-term impacts of climate change, and in the short term respond effectively to immediate emergency conditions.

Objective 1 – Research and report on climate resiliency in McLean County
Type – Ongoing
Strategy 1 – In consultation with the Ecology Action Center and its partner organizations, aggregate data and forecasts regarding climate change impacts or trends
Task- Compile relevant information on an ongoing basis; make the archive available to local staff as warranted
Task – Include compiled information in the update of the County Comprehensive Plan, and apply to a projection of McLean County status over the period of the plan
Task – On a continuing basis, consult with Illinois State Climatologist office (Illinois State Water Survey at UIUC), IDNR, IEPA and the federal EPA regarding climate forecasts for Central Illinois
Task – Identify and consult with non-governmental experts for validation of federal- and state-sourced data
Task – Based on collected data, publish an annual edition of the MCRPC VISIONS newsletter regarding climate change forecasts and trends for Central Illinois and McLean County
Performance metric – Archive collected and up-to-date climate data; consultations with climate change experts; number of consultations conducted
Target – Annual edition of VISIONS newsletter reporting on updated forecasts and projected regional impact

Objective 2 – Establish a new function for the Intergovernmental Staff Committee, for periodic discussion with the McLean County Emergency Management Agency regarding emergency preparedness in McLean County, Bloomington and Normal.
Type - Outcome
Strategy 1- Consult with MCEMA staff to establish interest, or if they wish to recommend another forum that would be appropriate for the discussion.
Strategy 2 - Request participation from members of the Intergovernmental Committee (ISC) in partnership discussions with MCEMA staff
Task - Determine state policy, if any, regarding cooperation between municipalities and the County EMAs.
Strategy 3 - Request participation by transportation-focused agencies in discussions with MCEMA to:
Task – Establish baseline data regarding emergency

incidents and response
Task - If required, request assistance of the McLean County State's Attorney's Office, Civil Division, regarding cooperation between MCEMA and stakeholders through the Intergovernmental Staff Committee (ISC) process.
Task - Discuss response in emergency conditions from local government and agencies with transportation assets
Performance metric – Addition of emergency management staff to the Intergovernmental Staff Committee; continuing participation by EMA staff or designee in ISC
Target – Regular MCEMA participation in the ISC

Objective 3 - Request that MCEMA staff provide guidance to local planning staff regarding emergency response discussed in area.
Type - Ongoing
Strategy 1 – Align MCRPC planning efforts and documents with EMA status and emergency response policies.
Task – Review MCEMA operational procedures and policies
Task- Aid participating entities in developing complementary policies and procedures as appropriate
Strategy 2 - As part of MCRPCs public education mandate, include MCEMA staff in development of plans
Task - Incorporate emergency management data in local and regional planning projects
Performance metric – Planning participation by EMA staff
Target – Transportation plans incorporating emergency management information and policies

Objective 4 – Compile and compare emergency preparedness of local government and agencies, including any written policies or procedures in the event of a serious incident or conditions
Type - Outcome
Strategy 1 – Collect and review available documentation regarding emergency management
Task 1 – Prepare a comparison document highlighting substantive divergences between procedures and policies
Task 2 - Develop a combined document for use by MCRPC in planning projects
Performance metric - Documentation of review, combined document completed
Target – Complete Task 1 within 18 months from adoption of the MLRTP 2050.

The Goal for EQUITY

Our communities and County have transportation for all, no matter who they are or where they are going.

Objective 1 – Design a transportation project selection methodology and criteria which support neighborhood redevelopment and economic revitalization in underserved areas
Type - Outcome
Strategy 1 – Using data from Census 2020 and the American Community Survey, identify, list and map underserved areas
Task – Formulate a definition of underserved areas that parallels the FHWA areas of persistent poverty
Task - Determine where in the urban area and the county concentrations of underserved residents are located
Task - Consult with Federal Highway Administration and Federal Transit Administration staff to ensure that methodology complies with civil rights requirements
Strategy 2 - Involve underserved residents in analysis of transportation needs and solutions
Strategy 3 - Use the methodology in concert with other guidance to incorporate underserved areas into the planning process and products
Task – Set a schedule for updating the priority methodology and criteria
Performance metric – Document outreach efforts to underserved areas and residents; document consistency with Title VI and related Federal requirements; revised process for selection of priority projects
Target – Revised project selection tool available for the FY 2024 transportation improvement plan adoption

Objective 2 – ncorporate Complete Streets principles into planning and implementing plans in underserved neighborhoods and communities
Type - Outcome
Strategy 1 - 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.
Task – Prepare a comparison document for the

Task - Review findings from the Complete Streets element and others as relevant from the USDOT Safer People, Safer Streets Mayors' Challenge
Task - Refer to the March 2016 FHWA Guidebook for Developing Pedestrian and Bicycle Performance Measures in developing additionalcriteria as needed
Task - Apply relevant findings to the project selection matrix
Task - Incorporate considerations for transit, pedestrian and bicycle projects
Strategy 2 - Where Complete Streets provisions are implemented, incorporate pedestrian, bicycle and transit accommodations to enhance bicycle connectivity and safety
Task - Incorporate transit metrics into analysis and implementation according to criteria established in plans and ordinances
Task - In concert with local jurisdictions, conduct mobility and connectivity analysis regarding impacts of Complete Streets implementation according to criteria established in plans and ordinances
Performance metric – Completion of Complete Streets comparison; complete integration of Complete Street criteria into project priority selection matrix
Target – Complete draft revised priority selection matrix for test use in development of FY 2024 Transportation Improvement Program

Objective 3 - Proactively include people protected under local, State and Federal civil rights and disability rights laws in all transportation planning, outreach and implementation.
Strategy 1 - 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:
- Ethnic/Racial minorities
- People with disabilities
- Seniors
- Communities/individuals with limited English proficiencies
- Low income households or families

Strategy 2 - Emphasize Title VI in public transit service accessibility as decisions are made regarding fixed route, micromobility service, paratransit and non-emergency medical transport services
Task - Request the input of people protected under civil rights laws, and advocacy groups which represent their interests, early in the decision-making process.
Task - Create partnerships with advocacy organizations to provide a path for continued discussion and outreach
Strategy 3 - 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
Task - Extend pedestrian/bicycle facilities into underserved areas, including:
- Trails
- On-street bicycle lanes
- Sidewalks

Task - Create active transportation links to neighborhood gathering places such as schools, parks, community centers, libraries and commercial cores.
Task - Extend bicycle-sharing programs into underserved neighborhoods.
Performance metric – Continuing improvement of access to transportation for people in underserved areas.
Target – Incorporate both strategies into the FY 2024 Unified Work Program.

Objective 4 - Reinforce that all elements of the transportation system, and all promotional or educational efforts regarding its safety and health aspects, are available to all persons.
Type - Ongoing
Strategy 1 - Using social service, public health and community networks, accessible materials and resources regarding health and safety issues will be available:
Task - For people with disabilities, in the format or delivery system they require, or with direct assistance where possible
Task - 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
Task - For seniors, in a format or delivery system they prefer, or distributed through residential and care facilities where they reside
Task - 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
Performance metric – Available and accessible resources, including in-person communications with appropriate accommodations; agreed joint

program to pursue the objective
Target – Formation of a multi-disciplinary group, or extension of an existing group, to carry out the strategy, within 24 months of the adoption of MLRTP 2050

Objective 5 - Solicit the participation of people representing disadvantaged groups or areas in the design of transportation programs and opportunities, relating to:
- The safety and security of the transportation system
- The health benefits or impacts of transportation modes and services
- Training to use the public transit system, including mobility services

Strategy 1 – Incorporate the items in the objective into the ongoing agenda of the MCRPC Transportation Advisory Committee
Performance metric – Inclusion in all agendas for the Transportation Advisory Committee
Target - Immediately upon adoption of the MLRTP 2050

Objective 6 - Monitor and measure environmental impact levels on or from transportation sources to permit analysis of disparate impacts on disadvantaged residents or neighborhoods
Type – Ongoing
Strategy 1 – In consultation with service providers, agencies and local government, initiate a study of aspects of environmental impacts in underserved areas
Task – Determine scope of study, and define impacts and underserved areas
Task – incorporate data into transportation dashboard
Task – Advise transportation providers regarding disparate impacts
Performance metric – Study definition and execution
Target – Completion of environmental impact study within 30 months of the adoption of MLRTP 2050

Objective 7 - Use funding and fiscal management practices to support equity and ensure the equitable investment in environmental management across the community
Strategy 1 – Using recent and current Transportation Improvement Program data and project locations to evaluate levels of investment
Task – Report on equity analysis results to Regional Planning Commission and local governments
Task – Highlight any anomalous findings in analysis
Task – Initiate discussion among providers to consider mitigation of disparate impacts
Performance metric – Completion of analysis; communication of results to governments and providers; formation of working group
Target – Completion of report within 18 months from the adoption of the MLRTP 2050.

The Goal for ECONOMIC IMPACT

The transportation system efficiently serves economic interests with safe, effective options and modes of travel.

Objective 1 - Establish a component of the regional transportation project prioritization process for selection and evaluation of projects that impact freight or other commercial traffic
Type – Outcome
Strategy 1 – Incorporate the relevant categories of transportation into the MCRPC project prioritization process
Task – Coordinate with MPO participants to add these elements to the prioritization process
Task – Consult with freight and commercial stakeholders regarding their priorities
Task – Use federal funds, with IDOT and MPO participant approval
Performance metric – Adoption of project prioritization selection matrix and process to include freight and commercial considerations
Target – Ratify revised priority selection for use in the local FY 2024 budget schedules

Objective 2 - Promote the development of transportation infrastructure to support intermodal freight facilities and appropriate access for large and fully loaded vehicles.
Type – Outcome
Strategy – Encourage the development of freight services in appropriate locations, and in concert with the local governments
Task – Include in discussion and decision about freight as a category in prioritization
Task – Research methods to avoid electronic routing of freight vehicles through areas not equipped to handle intensive traffic
Performance metric – Freight services available at a level that adequately supports freight traffic
Target – Freight and commercial services and technologies to keep freight traffic on appropriate

roads

Objective 3 - Support a Freight System Preservation initiative
Type – Outcome
Strategy 1 – Identifying specific locations in need of modification or maintenance that are critical to the movement of freight.
Task – Seek input from freight stakeholders
Task – In the priority project selection process, include criteria which include freight traffic
Task – Identify corridors that are most heavily used by in the Metropolitan Planning Area
Task – Identify freight corridors in the rural portion of McLean County, for consideration by the County Highway Department
Performance metric – Completion of priority status of freight corridors
Target – Process for applying priority determinations to identified freight corridors, completion of initial freight priority analysis no more that 24 months from the adoption of MLRTP 2050

Objective 4 - Identify primary freight corridors in the urbanized area, as recommended in the 2018 freight study report, for inclusion in the project priortization framework.
Type – Outcome
Strategy 1– Inventory, report the number of posted (restricted) roadway miles on classified system:
Task – Within the urban area
Task – Truck routes within incorporated areas
Task – Designate freight corridors, and provide a process for revisions to designations as warranted
Strategy 2– Document pavement condition in designated corridors and include as a criterion for project selection matrix
Task – For local governments, create a communications tools to allow easy public reporting of pavement issues
Task – In selection criteria development, define system performance evaluation conducted and acceptable performance levels
Performance metric – Freight traffic prioritization analysis; designation of corridors; reduction of freight traffic in non-commercial or industrial areas
Target – Process for priority of freight traffic established no more than 24 months from the adoption of MLRTP 3250

Objective 5 - In support of the pending Veterans Parkway Corridor Study, initiate data collection and analysis regarding economic activity in the corridor as a percentage of similar activity throughout Bloomington-Normal.
Type – Outcome
Strategy 1 – Collect and analyze relevant data for the Veterans Parkway corridor and all of Bloomington – Normal
Task – Request data support from the Economic Development Council
Task – Analyze the relationship between economic activity and land use or zoning
Performance metric – Completion of analysis as described
Target – Completion of strategy no more than 18 months from the adoption of the MLRTP 2050.

The Goal for OPTIMIZED MPO PRACTICES & OPERATIONS

The MCRPC engages the public, educates regarding transportation planning, adheres to program standards, and plans for the future Bloomington-Normal and McLean County.

Objective 1 – Develop standardized guidance for MCRPC advisory committees
Type – Outcome
Strategy 1 – Define the missions of the advisory committees and their relationship with MCRPC
Task – Review documentation of the creation of the advisory committees
Task – Develop a policy for advisory committees to the Commission
Task – Request consideration by the Commission for amendment into the MCRPC bylaws
Performance metric –
Target – Completion of the revised guidance no more than 12 months from the adoption of the MLRTP 2050

Objective 2 – Redesign the Transportation Improvement Program planning process and annual document
Type - Outcome
Strategy 2– Use a refinement of the Transportation Improvement Program to create a complete and accessible report of transportation system projects and costs in Bloomington, Normal and McLean County

Task – Include the revised prioritization and selection process to emphasize safety-oriented projects
Task – Conduct increased outreach to impacted communities and the general public
Task – Use content gauged for a general audience, aimed at the public, and written with clarity and a minimum of jargon.

Objective 3 – Initiate a cooperative updating process for the regional Intelligent Transportation Architecture
Type – Ongoing
Strategy 1 – Develop consensus with MPO participants and IDOT that local staff need to access the ITS data and installation locations and types
Task – Develop a process for MPO member access to the ITS, including reporting functions.
Task – Define and agree to data updating responsibilities
Task – Determine what steps are needed to establish a collaborative process for the ITS.
Task – Take the necessary steps.
Performance metric – Creation of a collaborative process for the management of the ITS.
Target – MPO participant access completed no later that 18 months from the adoption of the MLRTP 2050.

CHAPTER 6

Local Government Anticipated Program of Projects

McLEAN COUNTY REGIONAL PLANNING COMMISSION | October 2022

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Chapter Six

Local Government Anticipated Program of Projects

In each Metropolitan Long-Range Transportation Plan, MCRPC develops predictions for potential changes in the transportation system to the horizon year of the plan. This chapter considers the implications of future transportation infrastructure expenditures as calculated by the local governments . The approved FY 2023 – 2027 Transportation Improvement Program (TIP) gives us the first five years in detail, but it should be understood that even these near-term projects may be changed in scope, have funding altered, be moved into a different time period, or simply run into constraints arising from the fund management activities at the IDOT District level.

The Transportation Improvement Program projects share a core characteristic – to be included in the TIP, projects must have committed funding sufficient to complete the project. Such projects are described as being "fiscally constrained." This requirement, combined with expectations regarding project length, prevents funding from being taken out of circulation – projects must move forward to retain the needed funding. The project costs must be calculated to their expected amount in the year in which they are programmed to take place, known as the year of expenditure.

Although the TIP requires that certain criteria be met to use federal and state transportation funding, it is the basic tool providing access to the array of funding opportunities for the transportation system.

Understanding the Estimates

It is important to review the 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;
- Revenue and cost calculations in plan years 28 through 50 are based on an expectation of 3% annual inflation in calculating the year-of-expenditure cost, which may result from 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 slowed population growth and very limited or no appreciable growth in the urbanized or incorporated area over the next ten years and moving toward mid-century;
- The arrivals of Rivian Automotive, LLC and Ferrero USA, Inc. have triggered development activity. Connect Transit has worked with Rivian in establishing a new bus route to serve the Rivian complex in west Normal, and connect it to Downtown Bloomington and Uptown Normal.

However, the impact of these new companies, while significant in the short term, is not expected to produce long-term growth at the rate of the last two years;

- The growth profile defined in the municipal plans emphasizes transportation system preservation and lessened need for new transportation facility construction.
- To further support analysis of population change and its impact over the next thirty years, MCRPC launched a new population growth analysis for the MLRTP, conducted by Professor Andrew Greenlee, Associate Professor of Urban and Regional Planning at the University of Illinois at Urbana-Champaign. A summary of Dr. Greenlee's findings and analysis is presented in Chapter 3, and his full report is included in Appendix 6. (See Chapter 3)
- The long-range transportation scenario consisting of the listed projects in Appendix 8 is not a preferred program of projects, but rather an inventory of projects which seem most plausible given the level of transportation technology;
- The most critical element to a workable planned future for transportation is confidence in a sustainable, predictable, and congruent choice of funding support from all sources.

The First Five Years

In the Transportation Improvement Program, costs and funding allocations are organized by the source of funding. Any given project planned by any of the MPO participants may include funding from the local, state and federal sources. For the MLRTP, the focus shifts to the aggregated expenditures of each of the participants as a

share of the overall program cost. Here the emphasis is on the total project costs for each of the local government participants, reflecting each entity's reflection of the regional priorities, and its internal program for transportation system sustainability. For the purposes of this discussion in the long-range context, the Illinois Department of Transportation District 5 elements of the Transportation Improvement Program are not considered. While the IDOT projects are significant, especially with respect to the federal funding they bring into our transportation program, they are also outside of any comments or decision-making efforts available to the MPO or its local participants.

The distribution pattern of funding is not a static element. Year to year, the percentage of costs across the MPO participants, reflecting the shifting availability of funding sources. As shown on page 79, there are continuing shifts between local and federal funding sources as the primary contributor to the aggregated funding for each TIP. It is notable that on average, the local governments provide more than 50 percent of the transportation system investment made within the TIP period.

For the purposes of this chapter, the focus shifts to the funding applied to projects advanced by the local governments. The chart below at left illustrates the allocation of funds organized by the local participants in the transportation planning process, irrespective of the source of the funding for the projects proposed. The pie chart on the following page shifts the focus to funding sources rather than local-government projects.

McLean County Annual Costs from the SFY 2023-2027 Transportation Improvement Program

	Total Program Cost	*Local Share*	*State Share*	*Federal Share*
2023	$3,822,900	*$15,000*	*$1,131,900*	*$2,676,000*
2024	$2,150,000	*$750,000*	*$0*	*$1,400,000*
2025	$4,750,000	*$1,150,000*	*$0*	*$3,600,000*
2026	$2,250,000	*$450,000*	*$0*	*$1,800,000*
2027	$5,700,000	*$1,140,000*	*$0*	*$4,560,000*
TIP Totals	$18,672,900	*$3,505,000*	$1,131,900	*$14,036,000*

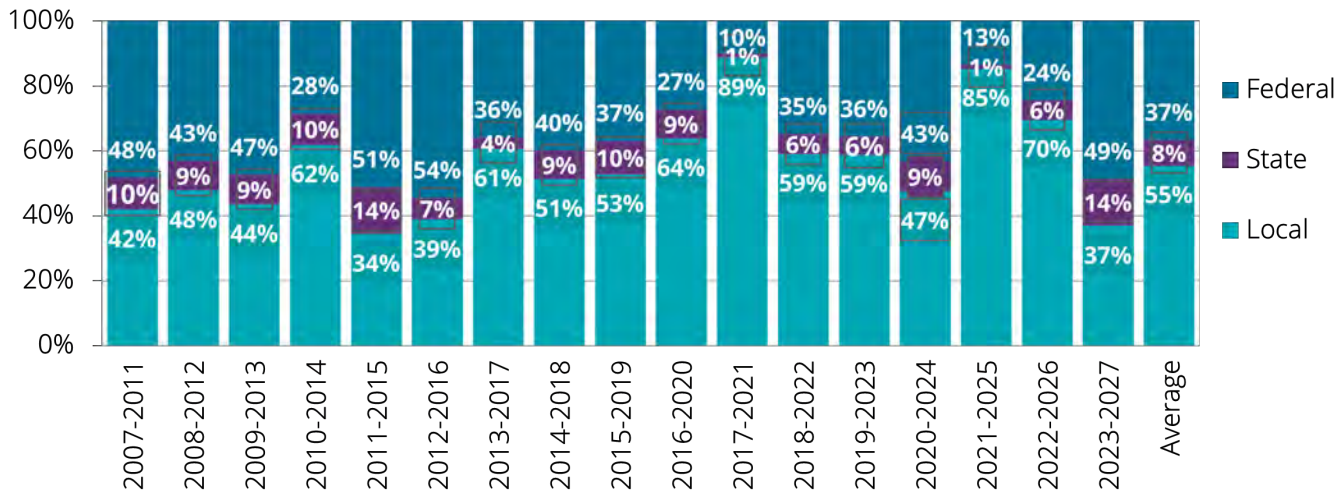
City of Bloomington Annual Costs from the SFY 2023-2027 Transportation Improvement Program

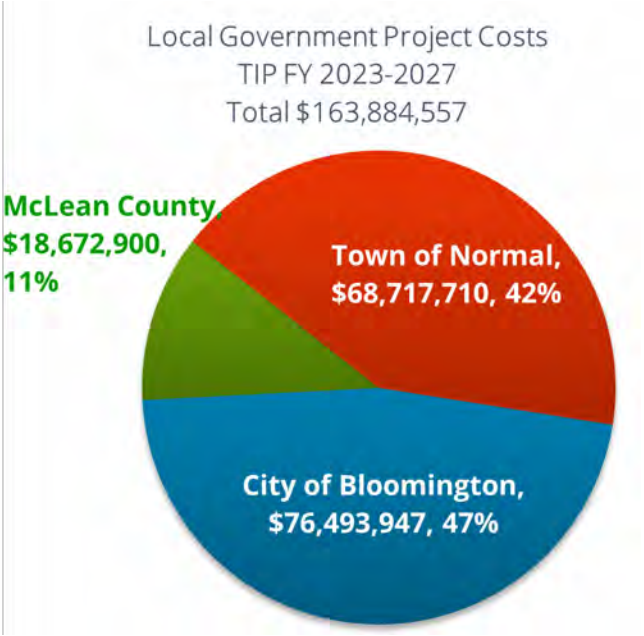
	Total Program Cost	*Local Share*	*State Share*	*Federal Share*
2023	$39,053,947	*$25,866,447*	*$6,994,108*	*$6,193,392*
2024	$8,060,000	*$8,060,000*	*$0*	*$0*
2025	$12,760,000	*$12,760,000*	*$0*	*$0*
2026	$8,060,000	*$8,060,000*	*$0*	*$0*
2027	$8,560,000	*$8,560,000*	*$0*	*$0*
TIP Totals	$76,493,947	*$63,306,447*	*$6,994,108*	*$6,193,392*

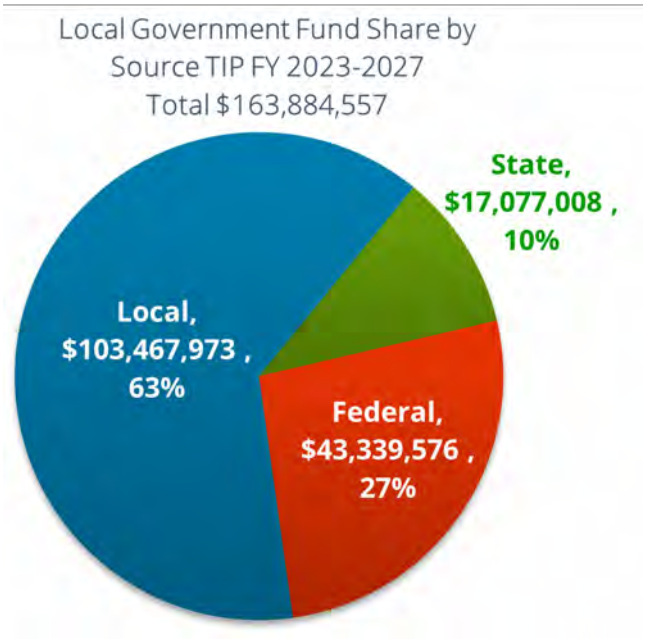
Town of Normal Annual Costs from SFY 2023-2027 Transportation Improvement Program

	Total Program Cost	*Local Share*	*State Share*	*Federal Share*
2023	$44,103,225	*$13,902,041*	*$7,091,000*	*$23,110,184*
2024	$7,378,550	*$7,078,550*	*$300,000*	*$0*
2025	$7,790,235	*$6,230,235*	*$1,560,000*	*$0*
2026	$5,999,700	*$5,999,700*	*$0*	*$0*
2027	$3,446,000	*$3,446,000*	*$0*	*$0*
TIP Totals	$68,717,710	*$36,656,526*	*8,95,1000*	*$23,110,184*

Historical Shares of Program Funding by Source







The tables on page 77 summarize the annual project costs illustrated in the "Local Government Project Costs" above, for each of the three local governments. As noted above, for the MLRTP the analysis relates to the activity of the MPO participants in programming near-term projects. Both Bloomington and Normal display a typical pattern, in which the first of the five years detailed shows the largest level of expenditures. Generally, data for projects in the first or second year of the program is the most reliable, being closest in time to the work taking place. As the program moves further into the time period, project components, costs and the timing of funding availability may change. With each annual update of the TIP, the projects previously identified may shift in time, be redefined and reprioritized as a result of updated information and funding.

McLean County's cost allocation in a TIP has a different pattern than the two municipalities. Two factors influence this pattern. First, the County is eligible to access funding for rural transportation that is not available for projects within the MPO.

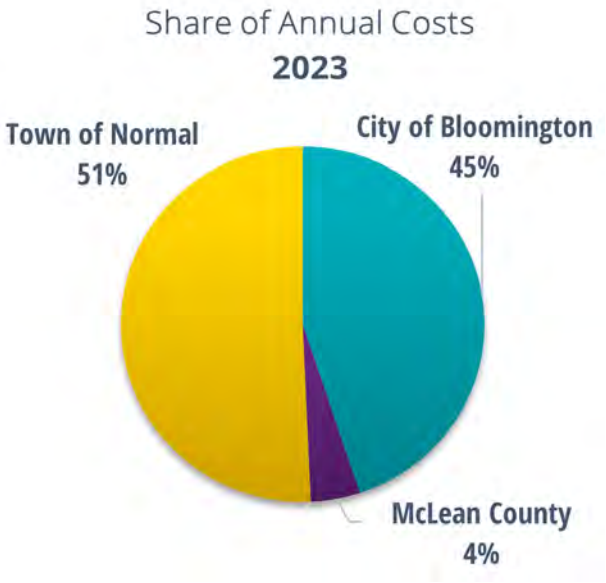
Second, portions of the metropolitan planning area are outside of municipal jurisdiction, and thus are within the County's remit, meaning that urban area funding may be used. The dual eligibility allows the County to apply local and other funds in a more distributed pattern, as the County's needs dictate.

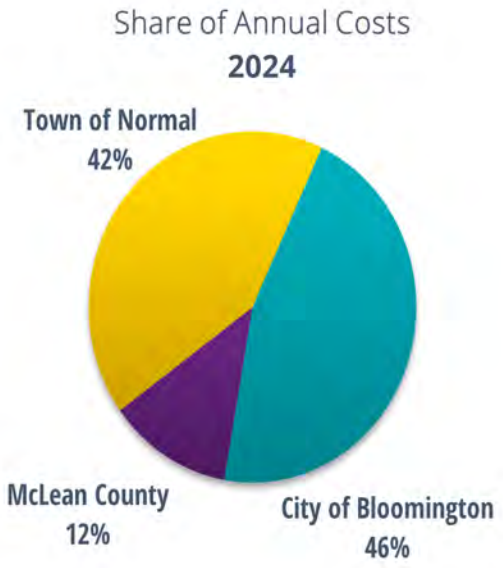
The LRMTP 2045 (2017) reported the East Side Highway Phase 1 Engineering Study had been completed and the Environmental Assessment report submitted to the Federal Highway Administration for review. In 2021, Federal approval was given to a Finding of No Significant Impact. To date, no further action on the project has been announced by the Illinois Department of Transportation.

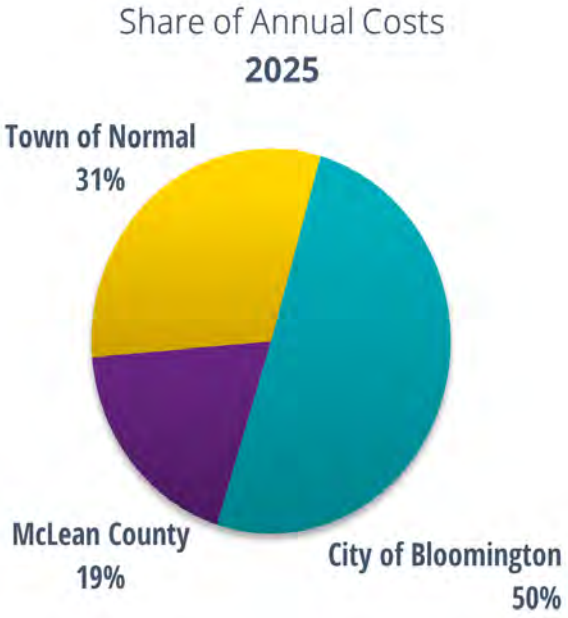
Charts on the following page illustrate the year-by-year distribution of costs among the local jurisdictions by percentage of the total of their aggregated project costs. IDOT project costs are not included, as noted above.

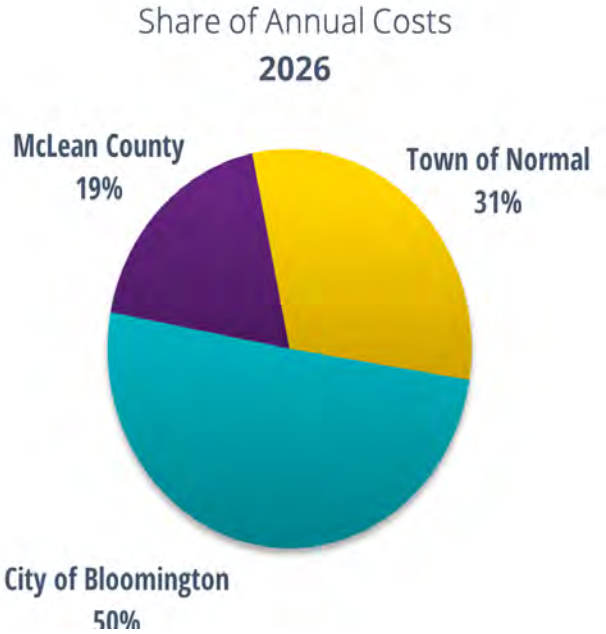
Potential Project Estimates, FY 2028 through 2050

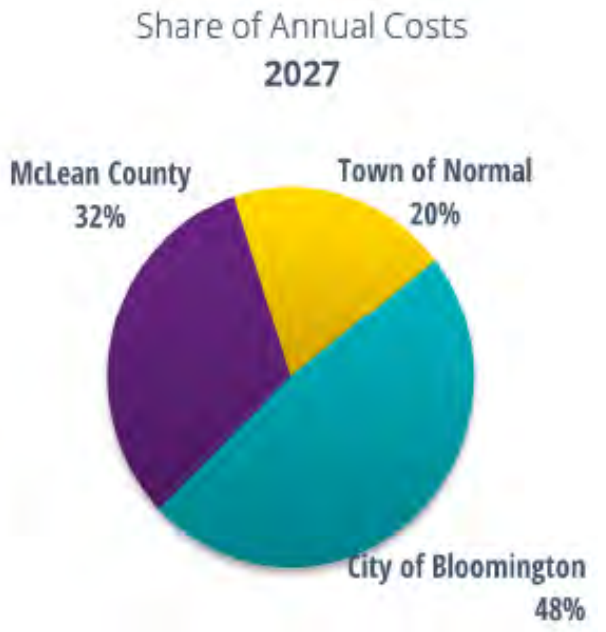
Following are the inventories of projects from 2028 through 2050, picking up from the final year of the current TIP, and in chronological order. As recommended by Federal Highway Administration staff, each of the local governments has adopted the 3% annual inflation rate/cost change rate for the year-of-execution costs for each project.


Share of Annual Costs
2023
Town of Normal
51%
City of Bloomington
45%
McLean County
4%


Share of Annual Costs
2024
Town of Normal
42%
McLean County
12%
City of Bloomington
46%


Share of Annual Costs
2025
Town of Normal
31%
McLean County
19%
City of Bloomington
50%


Share of Annual Costs
2026
McLean County
19%
Town of Normal
31%
City of Bloomington
50%


Share of Annual Costs
2027
McLean County
32%
Town of Normal
20%
City of Bloomington
48%

TIP_NUM	DESCRIPTION	FROM	TO	YEAR	COST_EST
B-03-09	Hamilton Rd	Bunn St	Commerce Pkwy	2023	$4,318,400
B-03-09	Rhodes Ln	Hamilton Rd	Cul-de-sac	2023	$3,292,000
B-12-02	Fox Creek Rd rebuild	Danbury Dr	Railroad Bridge over UPRR	2024	$2,611,200
B-12-03	Fox Creek Rd Bridge widening	Railroad Bridge over UPRR		2024	$3,192,000
	J C Parkway	Market St	Wylie Dr	2025	$2,945,600
B-09-07	Woodrig Rd rebuild	Breezewood Blvd	Main St	2030	$12,536,000
B-09-03	Euclid Ave realignment	Washington St		2032	$5,137,200
	Washington St rebuild	Euclid Ave	Darrah St	2032	$7,070,400
	Wylie Dr Extension	Market St	Washington St	2033	$3,540,800
	Abraham Rd Relocate	Hamilton Rd	Morrissey Dr	2035	$13,732,800
	Hamilton Rd Extension	Abraham Rd	Brookridge Apartments	2035	$1,934,400
	Streid Dr Relocate	Ireland Grove Rd	Hamilton Rd	2035	$2,011,200
	Bloomington Heights Rd	Wylie Dr	Washington St	2038	$3,589,200
B-09-06	Greenwood Ave rebuild	Heidloff Rd	Lutz Rd	2041	$1,954,800
B-11-01	Ireland Grove Rd rebuild	Towanda Barnes Rd	Kickapoo Creek Rd	2043	$10,697,600
B-11-02	Ireland Grove Rd Bridge widening	Kickapoo Creek crossing		2043	$14,481,600
	Alexander Rd rebuild	Oakland Ave	Six Points Rd	2046	$5,656,800
	Washington St rebuild	Bloomington Heights Rd	Wylie Dr	2046	$3,942,400
B-09-01	Rivian Mtwy	Market St	Washington St	2048	$4,091,200
B-08-03	Fort Jesse Rd rebuild	Towanda Barnes Rd	Kaisner Dr	2050	$4,011,200
					$110,746,800

City of Bloomington

Bloomington has projected the following projects on the following page; not every year in the plan horizon is represented. This inventory is presented with projects scheduled during the scope of the current Transportation Improvement Program, due to variations from projects listed in the TIP; this may reflect revisions to the TIP not submitted as amendments at this time. Bloomington's inventory does not differentiate between sources of funding. The total amount, averaged across the 28 years of the plan horizon, results in an estimated annualized cost of approximately $3.5 million per year.

Location	Description
Various	Improvements of various city streets
City wide	Sidewalk and Ramp Improvements
Traffic Signal Upgrading	Equipment & Structural Upgrades at Various Locations
Bridge Repair & Maintenance	Maintenance and Improvements at various structures

2028	$4,600,000	2040	$6,558,500
2029	$4,738,000	2041	$6,755,255
2030	$4,880,140	2042	$6,957,913
2031	$5,026,544	2043	$7,166,650
2032	$5,177,341	2044	$7,381,650
2033	$5,332,661	2045	$7,603,099
2034	$5,492,641	2046	$7,831,192
2035	$5,657,420	2047	$8,066,128
2036	$5,827,142	2048	$8,308,112
2037	$6,001,957	2049	$8,557,355
2038	$6,182,015	2050	$8,814,076
2039	$6,367,476	**Total**	**$149,283,265**

Town of Normal

Normal's estimated expenditures rely on funding from the Town's resources, not identifying contributions from state or federal sources. Funds are derived from Normal Capital Improvement and Normal Motor Fuel Tax funds. Activities covered take place across the Town and provide the improvements described below. Please see Appendix 8 for further details regarding the breakdown of costs between Town funds.

Year	Project Location	Termini		Description	Total Project Cost	Funding Source			Fund Detail
		Beginning (or cross street)	End			Local	State	Federal	
2028 - 2050	Various Yearly Road Resurfacing - Rural			Resurfacing	*$3,000,000*	*$1,500,000*	*$0*	*$1,500,000*	*STR*
	total over 23 years				$69,000,000	$34,500,000	$0	$34,500,000	STR
2029	Towanda-Barnes Road	Route 150	Ireland Grove Road	Resurfacing	$3,500,000	$2,000,000	$0	$1,500,000	STU
2030	Towanda-Barnes Road	Ireland Grove Rd	Route 9	Resurfacing	$3,000,000	$1,500,000	$0	$1,500,000	MFT
2030	Shirley Road	I-55 Overpass	Route 51	Reconstruction	$4,000,000	$4,000,000	$0	$0	(MFT)
2031	Towanda-Barnes Road	Route 9	Fort Jesse	Resurfacing	$3,000,000	$1,500,000	$0	$1,500,000	MFT
2032	Towanda-Barnes Road	Fort Jesse	Towanda	Resurfacing	$2,500,000	$1,250,000	$0	$1,250,000	STU
2035	Mansfield Road	Piatt County Line	Route 136	Reconstruction	$4,000,000	$3,500,000	$0	$500,000	MFT
2040	Old Colonial Road	Capodice Road	Route 150	Reconstruction	$5,000,000	$4,500,000	$0	$500,000	MFT
2045	Thomas Craft Road	Route 150	Lexington-Leroy Rd	Reconstruction	$10,000,000	$6,750,000	$0	$3,250,000	STR
2050	Ireland Grove Road	Holder Rd (CH 25)	Lexington-Leroy Rd	Reconstruction	$5,000,000	$4,000,000	$0	$1,000,000	MFT
				Totals:	$109,000,000	$63,500,000	$0	$45,500,000	

Federal Fund Sources

MFT – Motor Fuel Tax
STR – Surface Transportation Rural
STU – Surface Transportation Rural

McLean County

The County Highway Department inventory in□cludes an estimated cost of annual resurfacing projects across the rural sections of the County.
Applied across the post-TIP period of 2028-2050, this represents an annual expenditure of $3 mil□lion. This annual project, added to projects at specific locations spaced across the term of the plan, results in a total expenditure of $109 million. More than 63%of the total expenditures derive from the annual resurfacing project. Federal funds account for nearly 43% of the estimated total expenditures.

CHAPTER 7

Implementation & Performance Evaluation

McLEAN COUNTY REGIONAL PLANNING COMMISSION | October 2022

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Chapter Seven

Implementation & Performance Evaluation

Once a plan is adopted, implementation begins, with actions taken pursuant to the plan, and evaluation of the results achieved. The implementation process also requires an ongoing assessment of when elements of the plan should go forward, based on timeliness, cost, available resources and the work schedule of the responsible parties.

Implementation Framework

Objectives presented in Chapter 5 are grouped by the focus area to which they are most relevant. Ideally, objectives are addressed in the order that most efficiently reaches the goal supported by each objective. The order is not absolute, and may shift as priorities and resources change in response to new information or conditions. The ordering of the objectives is considered using the project outcomes as determined by applying the performance measures defined for the objective. Most objectives anticipate cooperative action by the participants in the MPO. The plan includes objectives which refine how MCRPC functions, and whose tasks include codifying the process for amending the MLRTP, revisiting priority decisions and adding or removing tasks to refine the objective in light of new information.

Some goals have a number of supporting objectives, such as the goal for sustainability. Others have fewer objectives defined. An objective may be modified if applying the strategies and tasks does not produce evidence that the objective is being met, using the performance measures. Objectives may be reconsidered or redefined through the plan amendment process, conducted by the Transportation Technical and Policy Committees. New objectives that arise from work toward the goals may also be incorporated into the plan as they take on greater significance.

The Future of Transportation Funding

In past metropolitan transportation plans, MCRPC has used varying estimates of the cost of implementing a plan with a horizon year approximately 25 years in the future. Since the 1990s, there has been a framework for federal transportation funding which supported this approach, wherein a series of formula funds[1] provided the core of the federal contributions, and competitive grants opportunities provided for certain specialized transportation projects.

For the 2045 transportation plan, completed in 2017, we used contrasting groups of underlying assumptions, about likely community growth and economic trends, to provide a set of scenarios with differences in outcomes and costs. However, certain assumptions were applied to all the alternatives: Bloomington-Normal would continue to have a strong economy; growth in both population and land area within the two municipalities would continue at a higher rate than across the State and in Central Illinois; and dominant economic sectors, such as agriculture, insurance, education and medicine would continue to provide a solid foundation for the urban area.

Those days are behind us, as reflected in the population data in Chapter 3. As noted in Chapter 5, given the volatility of economic conditions and recovery in the wake of the pandemic, the fluctuations in federal transportation support between administrations and the anticipated long-term slowing of population growth in McLean County, underlying assumptions once well supported by data and the community history are no longer reliable.

Renewing the Transportation System with the Metropolitan Long-Range Plan

The stability of the federal transportation funding system has diminished, as events have combined to reduce connections between programs and agencies, and to stray from scheduled access to program funding. The instability in federal and state transportation programming has been escalating through recent reauthorization cycles[2]. Given shifts in local priorities, we should be prepared to assess our assumptions about the funding process will operate after 2027, along with changing conditions in the community.

Currently there are positive developments in federal support for transportation planning and implementation. Over the last two years,

and particularly following the enactment of the Infrastructure Investment and Jobs Act[3] (IIJA), there have been a number of new federal initiatives and programs introduced. Under the IIJA, infrastructure can be of any type or purpose, and is not limited to transportation. However, the scope of the reauthorization law is sufficient to provide substantial support to transportation projects over the five years during which project funding will be allocated. Completion of projects emerging from the allocations may be active for some years beyond the IIJA reauthorization.

Between recent changes in community views on transportation investment and the acknowledgement that the transportation system requires serious investment in safety, sustainability and equity, an inclusive approach to implementation widens the range of participation and outcomes. Traditionally, action taken in support of transportation plan objectives has been dominated by governmental entities and planning agencies. Although those organizations have important capabilities and authority with respect to the transportation system, there are complementary resources available from social service and advocacy non-profit organizations, the universities and private sector commercial and industrial concerns reliant upon the transportation system or with special expertise in specific aspects of the system's operation and management.

Representatives of many such entities participated in the focus group discussions conducted in the opening phase of the plan development. (See Appendix 1.) To reach the objectives presented in the plan, ongoing participation of these stakeholders, through direct action in pursuit the goals and contributions to the tasks assigned, can make the difference between goals achieved and those which resist completion. The goals and objectives listed in Chapter 5 provide guidance as to opportunities to engage our community partners in bringing to fruition the plan they helped create.

Assessing the Planning Process

As noted above, the MLRTP is also a tool to analyze the effectiveness of the MCRPC transportation planning process. As the evaluation process is applied to the objectives addressing the focus areas, the plan is a touchstone for the role of the MPO in reaching objectives.

1 For many years, some key federal transportation funding, such as the Surface Transportation Program, was allocated by population size. Some of those programs were scheduled to be converted to a competitive grant process

2 The process for reauthorization of the successive highway/transportation funding legislation was enacted in 1998, with the Transportation Equity Act for the 21st Century (TEA-21), which established a 6-year funding schedule. Under this process, but with some variation in the schedule, federal funding investment for surface transportation began with TEA-21, and continued through the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) in 2005, the Moving Ahead for Progress in the 21st Century Act (MAP-21) in 2012, the Fixing America's Surface Transportation (FAST) Act in 2015, and the current Infrastructure Investment and Jobs Act (IIJA) enacted in November 2021

3 The IIJA is often referred to as the Bipartisan Infrastructure Law (BIL)