



FY 2018 Complete Streets Report



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Community Development Department



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Safe. Comfortable. Convenient.

In communities across the country, a movement is growing to “complete” the streets. States, cities, and towns are asking their planners and engineers to build roads that are safer, more accessible, and easier for everyone. In the process, they are creating better communities for people to live, play, work, and shop.

Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users. Pedestrians, bicyclists, motorists, and public transportation users of all ages and abilities are able to safely move along and across a complete street. Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations.



National Complete Streets Coalition

Introduction

Simply put, the Complete Streets approach to infrastructure maintenance and construction focuses on optimizing the public right-of-way to meet the needs of all users.

Complete Streets may involve adding bicycle and pedestrian accommodations within the right-of-way or improving a separate path and trail system. Complete Streets can also incorporate additional elements that improve the appearance of the area and the overall experience for all users. Examples of these additional elements include providing shade trees and benches for pedestrians, establishing bus stops, installing wayfinding, and placing appropriate lighting.



Benjamin School Trail, completed FY 2018

The City Council approved the 2025 Strategic Plan on January 25, 2010. The plan includes the overall vision, mission, core beliefs, goals, and objectives of the City of Bloomington as a whole. Complete Streets fits into several of the goals and objectives set forth by the Strategic Plan, which are outlined later in this report.

On August 24, 2015 the Bloomington City Council officially adopted its award-winning Comprehensive Plan 2035, which recognizes the need to improve transportation and infrastructure for a variety of users using its goals and objectives. Complete Streets ties in with several Plan goals and objectives highlighted in this document. In addition, the Plan specifically recommended adopting and implementing a Complete Streets policy.

Aldermen approved a Complete Streets Ordinance (Ordinance 2016-87) on August 22, 2016. The ordinance established Complete Streets as the desired approach to infrastructure maintenance and construction. In addition, the ordinance established a list of design standard references and an annual reporting requirement.

In order to fulfill the annual reporting requirements, the Community Development Department and the Public Works Department established objective criteria to measure the City of Bloomington's progress toward the implementation of a comprehensive Complete Streets Policy. The criteria includes infrastructure mileage, expenditures, crash reports, infrastructure numbers, and other pieces of data designed to show a comparison between fiscal years. Staff also reviews the work completed in the past fiscal year, documents success, and outlines the next steps in implementing Complete Streets in the future.

Strategic Plan 2025 Link

Strategic Plan Goals set the tone for City government functions in Bloomington. They are guiding principles that enter into every City action. Every staff memo asking for City Council action must link to at least one goal. Complete Streets directly fit into the following goals and objectives, helping Bloomington become a “Jewel of Midwest Cities.”

Goal 2. Upgrade City Infrastructure and Facilities

- Objective 2a. Better quality roads and sidewalks.

Goal 4. Strong Neighborhoods

- Objective 4c. Preservation of property/home valuations
- Objective 4d. Improved neighborhood infrastructure.

Goal 5. Great Place – Livable, Sustainable City

- Objective 5a. Well-planned City with necessary services and infrastructure.
- Objective 5b. City decisions consistent with plans and policies.
- Objective 5c. Incorporation of “Green Sustainable” concepts into City’s development and plans.
- Objective 5d. Appropriate leisure and recreational opportunities responding to the needs of residents.
- Objective 5e. More attractive city: commercial areas and neighborhoods.

Goal 6. Prosperous Downtown Bloomington

- Objective 6c. Downtown becoming a community and regional destination



Strategic Plan 2025



Comprehensive Plan 2035

Comprehensive Plan 2035 Link

Comprehensive Plan 2035 provides a context for decisions about growth and development in the City. It reflects the City's policy intent with respect to many issues that confront Bloomington, including built, fiscal, social, environment and economic conditions. The plan sets forth a series of goals to be achieved over the next twenty years, defines objectives to be reached in support of the goals, and recommends actions by the City, and its regional partners, to reach the objectives. The following goals and objectives from the Arts, Culture and History, Transportation, Natural Environment, and Neighborhoods chapters of the Plan drive the City's implementation of Complete Streets:

ACH-4. Identify, conserve, and preserve the City's heritage resources as a basis for retaining and enhancing strong community character and a sense of place.

- ACH-4.1 Fully integrate considerations of historic and cultural resources as a major aspect of the City's planning, permitting and development activities.

TAQ-1. A safe and efficient network of streets, bicycle-pedestrian facilities and other infrastructure to serve uses in any surface transportation mode.

- TAQ-1.1 Maintain and development of a continuous network of arterial, collector, and local streets that provides for safe and efficient movement of people, goods, and services between existing and proposed residential areas and major activity centers, maximizes walkability, and provides multimodal linkages to the state and interstate highway system.
- TAQ-1.2 Data-driven transportation infrastructure policy and management
- TAQ-1.3 Safe and efficient off-road bicycle trails integrated with direct on-road routes, connecting residential areas to activity centers, developing areas and all other modes of transportation.
- TAQ-1.4 Pedestrian safety for users of all transportation facilities.
- TAQ-1.5 Plan for appropriate and safe access to major surface transportation facilities, including arterial and collector streets
- TAQ-1.6 A transportation network that facilitates prompt emergency response and management.

NE-2. Create a park and green space system that protects the environment and provides for a variety of active and passive recreational activities for current and future residents of Bloomington.

- NE-2.1 Increase the diversity, quality, and quantity of tree cover and greenery throughout the City.

N-2. Improve community identity and appearance by celebrating the unique nature and character of the City's individual neighborhoods.

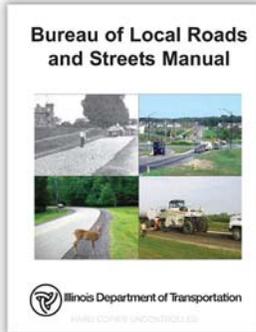
- N-2.3 Enhance Bloomington's Public realm.

Design Standard References

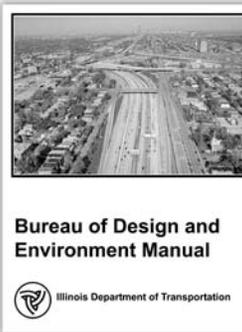
City of Bloomington Complete Streets design standards are derived from the below documents, FHWA PEDSAFE, and other relevant guidance, as appropriate.



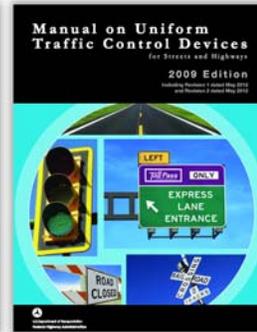
COB: A Manual of Practice for the Design of Public Improvements in the City of Bloomington



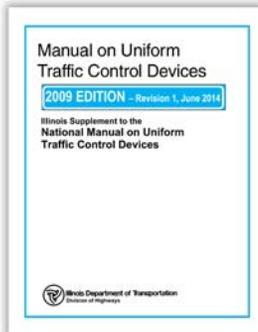
IDOT: Bureau of Local Roads and Streets Manual



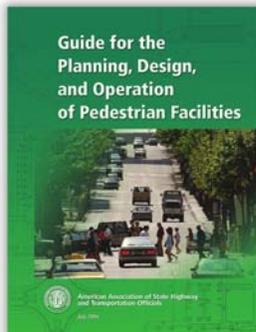
IDOT: Bureau of Design and Environment Manual



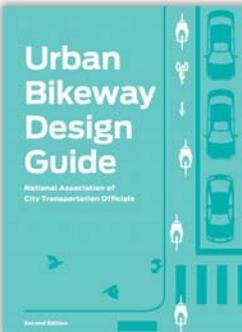
FHWA: Manual on Uniform Traffic Control Devices



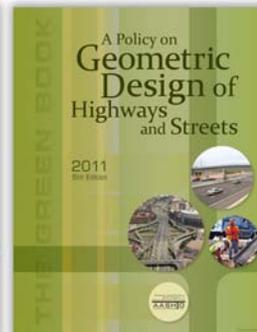
IDOT: Illinois Supplement to the Manual on Uniform Traffic Control Devices



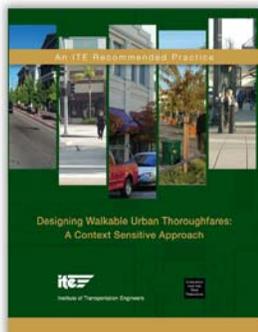
AASHTO: Guide for Planning, Design, and Operation of Pedestrian Facilities



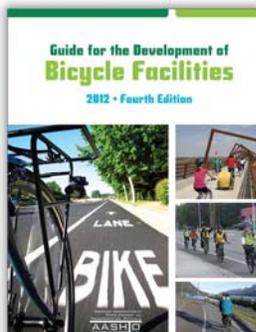
NACTO: Urban Bikeway Design Guide



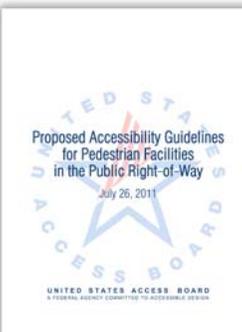
AASHTO: A Policy on Geometric Design of Highways and Streets



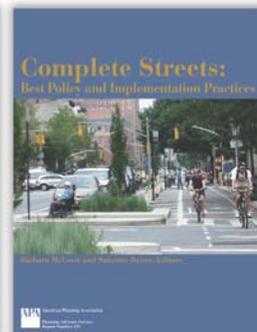
ITE: Designing Walkable Urban Thoroughfares: A Context Sensitive Approach



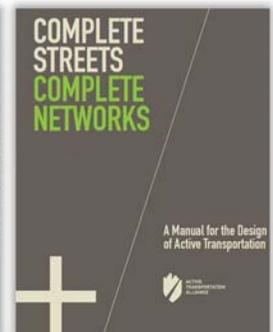
AASHTO: Guide for the Development of Bicycle Facilities



US Access Board: Proposed Accessibility Guidelines for Pedestrian Facilities in the Public Right-of-Way



APA: Complete Streets: Best Policy and Implementation Practices



Active Transportation Alliance: Complete Streets Complete Networks: A Manual for the Design of Active Transportation

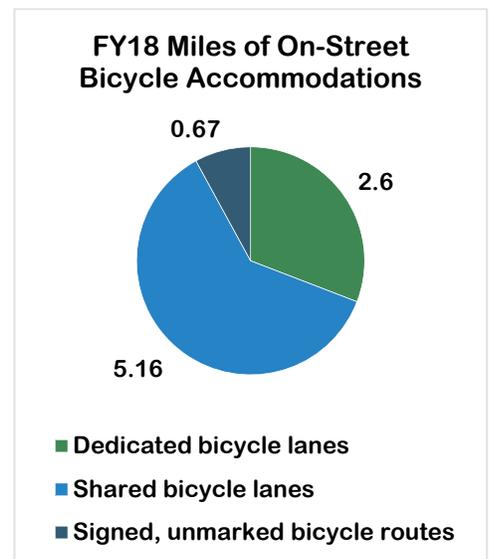
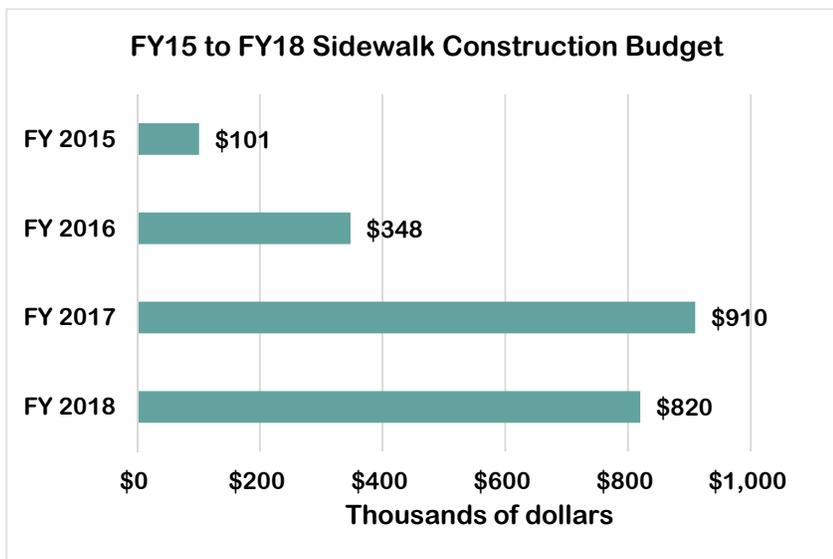
Complete Streets by the Numbers

The City’s Complete Streets ordinance requires the following data in order to track progress toward implementation of a comprehensive Complete Streets Policy: total miles of on-street bicycle routes and lanes; total miles of off-street paths and trails; linear feet of pedestrian accommodation, number of ADA compliant curb ramps, annual crash data and comparisons to benchmarks; exemptions to the Complete Streets Policy granted and reason for exemption; and other relevant data.

This report categorizes the data into the following categories Bicycle Accommodations (p. 5), Pedestrian Accommodations (p. 5), Crashes and Safety (p. 6), Vehicular Traffic (p. 6), and Street Trees (p. 8).

Bicycle Accommodations				
Criteria	FY 2015	FY 2016	FY 2017	FY 2018
On-street dedicated bicycle lanes (lane miles)	0.20	0.78	0.78	2.12
On-street combined bicycle and parking lanes (lane miles)				0.48
On-street shared bicycle lanes (lane miles)	4.30	4.54	4.54	5.16
On-street signed, unmarked bicycle routes (lane miles)	0.00	0.67	0.67	0.67

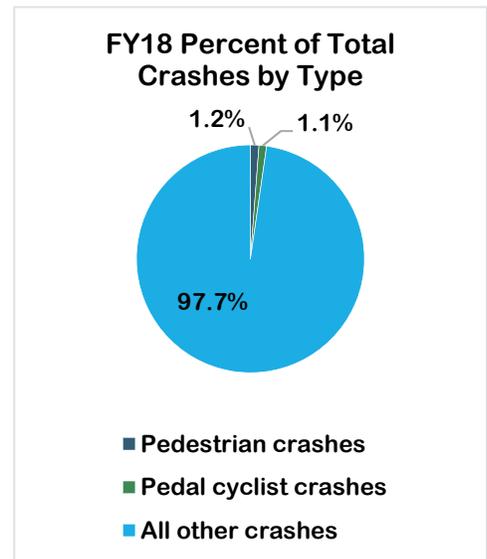
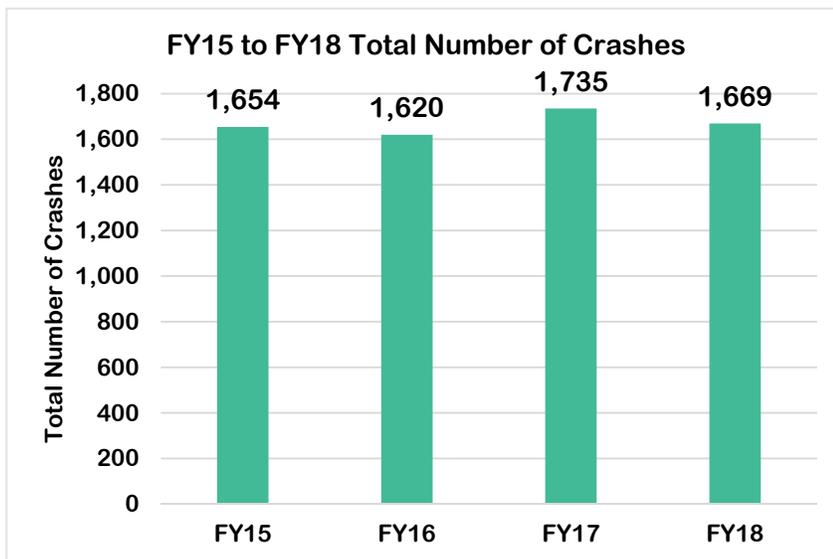
Pedestrian Accommodations				
Criteria	FY 2015	FY 2016	FY 2017	FY 2018
Sidewalk construction budget	\$100,921	\$347,601	\$909,607	\$820,000
Off-street shared use paths (centerline miles)	22.77	22.77	22.77	23.99
Sidewalk constructed or reconstructed (LF) (4.75” width)			198,260	173,401
Sidewalk constructed or reconstructed (sq. ft.)			78,478	68,638
ADA curb ramps constructed or reconstructed	481	107	216	145
Intersections with audible pedestrian crossings	4	4	4	4
Intersections with Accessible Pedestrian Signals	0	0	0	2



Complete Streets by the Numbers

Crashes and Safety					
Criteria	FY 2015	FY 2016	FY 2017	FY 2018	
Total number of crashes	1,654	1,620	1,735	1,669	
Total number of crash injuries	303	323	286	260	
Total Number of crash fatalities	2	1	1	1	
Number of pedestrian crashes	23	17	18	20	
Pedestrian crash percent of total number	1.4%	1.0%	1.0%	1.2%	
Number of pedestrian crash injuries	21	12	17	15	
Number of pedestrian crash fatalities	0	1	0	1	
Number of pedal cyclist crashes	18	12	16	18	
Pedal cyclist crash percent of total number	1.1%	0.7%	0.9%	1.1%	
Number of pedal cyclist crash injuries	16	11	13	14	
Number of pedal cyclist crash fatalities	0	0	0	0	
Exemptions granted and reason for exemption	N/A	N/A	0	0	
Number of school flashers	7	7	9	9	

Vehicular Traffic					
Criteria	FY 2015	FY 2016	FY 2017	FY 2018	
Signalized intersections	145	145	145	145	
Signalized intersections 100% City responsibility	46	46	46	46	
Intersections with flashing yellow arrow left-turn	0	0	0	1	
Roundabout intersections	1	1	1	1	



Complete Streets Ordinance Exemptions

The City of Bloomington did not grant any exemptions under the Complete Streets Ordinance during Fiscal Year 2018.

Fiscal Year 2018 Accomplishments

Between May 1, 2017 and April 30, 2018, the City of Bloomington made significant progress in utilizing the Complete Streets approach across the community. Highlights include establishing a Transportation Commission, hiring a full-time Traffic Engineer, and amending the Bicycle Master Plan.

The Council established a Transportation Commission in June 2017. Shortly after that, (August 2017) the Public Works Engineering Division hired a full-time Traffic Engineer. Among other duties, the Traffic Engineer supervises traffic signal and sign work, provides input on streets and other traffic-related projects, and acts as the staff liaison to the Transportation Commission.

Public Works staff began meeting with Bike BloNo in Fall 2016 to discuss a possible amendment to the Bicycle Master Plan, that would include Washington Street, from Lee Street to St. Joseph Drive. Starting in May 2017, Public Works partnered with Bike BloNo to gather public input, install a temporary (pop-up) chalk bike lane on a portion of Washington Street, and bring the amended plan to the Transportation Commission. Council adopted the amendment in July 2017. Public Works then added bike lanes to Washington Street, from St. Joseph Drive to Kreitzer Avenue.



Temporary (Pop-Up) Bike Lane on Washington Street

Temporary (Pop-Up) Bicycle Lane Results

Public Works counted the number of bicycles traveling on Washington Street before and after Public Works and Bike BloNo installed the pop-up lane. The installation occurred the week of the Good to Go Commuter Challenge. Prior to the pop-up lane installation, 21 bicyclists used the sidewalk and 5 bicyclists used the road to travel Washington Street within 24 hours. After the pop-up lane installation, 26 bicyclists used the sidewalk, 1 bicyclist used the road, and 21 bicyclists used the pop-up lane. Additional details about these results are outlined in the Bicycle Master Plan.

Totals Before Lane and Good to Go				
West		East		
Road	Sidewalk	Road	Sidewalk	Total
4	10	1	11	26

Totals After Lane and Good to Go						
West			East			
Lane	Road	Sidewalk	Lane	Road	Sidewalk	Total
11	0	13	10	1	13	48

Fiscal Year 2018 Accomplishments

Throughout the fiscal year, the City partnered with the Downtown Bloomington Association to provide approximately 26 outdoor Farmer’s Market events, hosting an average of 35 vendors around the McLean County Museum of History Square.

In addition, the City issued approximately 73 special event permits and 15 block party permits. Special events include the Criterium Bike Race, Labor Day Parade, community block parties, and car shows. Property owners received 4 permits for right-of-way enhancements such as sidewalk cafes and outdoor seating.



An example of a “parklet” built into a parking space.



Bloomington Criterium Bike Race (Source: blmcrit.com)

Community Development partnered with the Downtown Business Association and McLean County Regional Planning Commission to participate in PARK(ing) Day, which is a place-making initiative that encourages artists, activists and citizens to transform parking spaces into temporary public parks and other social space. These spaces are called “parklets.” Rebar, a San Francisco-based art and design studio, invented PARK(ing) day in 2005 by Rebar. PARK(ing) Day invites people to rethink uses for streets and promotes discussion around broad-based changes to urban infrastructure.

PARK(ing) Day is an “open-source” project initiated by Rebar, but built by independent groups around the globe who adapt the project to advance creative, social or political causes that are relevant to their local urban conditions. This is the first time the project has taken place in Bloomington. Members of the community built six parklets during this fiscal year’s event.

Fiscal Year 2018 Accomplishments

Community Development awarded a \$10,000 grant to Connect Transit to pour 5 new ADA-compliant concrete pads at bus stops along the Market Street corridor. The West Bloomington Revitalization Project installed wooden benches at these bus stops to provide residents a place to sit while waiting at the bus stop. Community Development also updated the Zoning Ordinance to promote pedestrian and bicycle friendly design such as parking maximum requirements, bicycle parking, and encouraging on-site pedestrian pathways.

Community Development and Public Works continued working with the Downtown Signage Committee and the City council to come up with wayfinding signage for Downtown Bloomington. The Council approved the designs in December 2017.



Wayfinding signage designs approved by aldermen in December 2017.

The departments continue to encourage street connectivity, streetscaping, and landscaping requirements in sight plan and preliminary plan reviews. In addition, the departments are working to implement the draft Downtown Streetscape Lighting Plan.

Staff updated the Public Works Department’s webpages so that the public can easily find departmental information and have multiple ways to report issues such as potholes, sidewalk damage, and malfunctioning street lights. The updates also included interactive and printable school walking route maps, easier access to infrastructure master plans and reports, and more comprehensive frequently asked questions pages.

Public Works completed the Benjamin School Trail project, which was part of a Illinois Department of Transportation Safe Routes to School grant. The shared use paths added 0.79 centerline miles of off-street paths and trails. It is used by students to travel to Benjamin School and by the public for recreation. The project won the APWA Illinois Chapter Public Works Project of the Year 2018 award for Transportation.

Fiscal Year 2018 Accomplishments

The City of Bloomington worked with the Town of Normal to complete about \$750,000 in intersection improvements to Towanda Avenue at Vernon Avenue. The improvements included a new northbound right turn lane from Towanda onto Vernon, flashing yellow arrow left-turn signals, and Accessible Pedestrian Signals (APS).



Towanda Avenue at Vernon Avenue after intersection improvements

According to the Federal Highway Administration, flashing yellow arrow left-turn signals reduce the number of mistakes automobile drivers make and help prevent crashes. These signals also reduce wait time by providing more opportunities for vehicles to make left turns. The intersection of Towanda and Vernon is the first intersection in Bloomington to utilize these signals. The City will continue to install flashing yellow arrows throughout the city, where practical, as signals are replaced.

APS accommodations, which the City implemented for the first time at two intersections during Fiscal Year 2018, provide audible and tactile guidance to pedestrians when they intend to cross at signalized intersections. In addition to the installation at Towanda and Vernon, the City installed APS accommodations at the intersection of Franklin Avenue and Emerson Street near Illinois Wesleyan University. IWU requested the accommodations on behalf of a new student with visual impairments.



APS accommodations at Franklin and Emerson, near Illinois Wesleyan University

Next Steps

City staff will continue to review all applicable infrastructure projects for Complete Streets opportunities using recommended design standards, Strategic Plan 2025, Comprehensive Plan 2035, and the Bicycle Master Plan.

One such opportunity is to incorporate Complete Streets for the project on Fairway Drive, from Robinhood Lane to Regency Drive and on Regency Drive from Fairway Drive to Oakland Avenue. These projects include sidewalks, crosswalks, and bicycle accommodations and are scheduled to take place in FY 2019, and they will connect to the bicycle lanes added to Washington Street in FY 2018.

Public Works is also working on making Complete Streets improvements to Front Street, from Madison Street to East Street, including adding planters, bump-outs, and rectangular rapid flash beacons.



Public Works performed a test run on improvements to Front Street in June 2018.

Community Development and Public Works will continue to partner with IDOT, governmental organizations, businesses, and non-profits to improve the transportation network. Public Works will partner with District 87 to apply for IDOT's Safe Routes to School grant in order to repair and build sidewalks for elementary students who walk to school. Other examples include street and sidewalk improvements on state routes, bike share programs, and Vision Zero.

The departments will continue to review preliminary plans and new developments through a Complete Streets lens, emphasizing connectivity, pedestrian safety and access, and infill development.

The City will continue to implement the draft Downtown Streetscape Lighting Plan and add street furniture where appropriate. Community Development is putting together a work plan for Downtown Bloomington that will have multiple suggestions with Complete Streets implications.