

An aerial photograph of a street intersection. The intersection features a large, colorful pedestrian crossing area with various shapes and colors including red, yellow, green, and blue. A large tree is situated in the center of the intersection. The surrounding area includes sidewalks, trees, and buildings. The text is overlaid on the top left of the image.

Pedestrian + Roadway

Campus Safety Initiative

Illinois State University + Town of Normal

Final Plan

October 2026



Illinois State University

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Planned prepared by



Unless otherwise noted, all photos are provided by Illinois State University, TYLin, or All Together.



Project team members paint a crosswalk



A student Safe Redbirds Ambassador in a safety vest talks with a student





Glossary

Acronyms

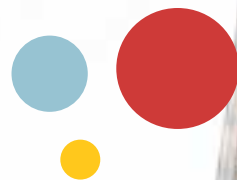
- **ADA:** Americans with Disabilities Act
- **APS:** Accessible Pedestrian Signals
- **HIN:** High Injury Network
- **IDOT:** Illinois Department of Transportation
- **LPI:** Leading Pedestrian Interval
- **MUTCD:** Manual on Uniform Traffic Control Devices
- **NACTO:** National Association of City Transportation Officials
- **PRCSI:** Pedestrian and Roadway Campus Safety Initiative
- **PROWAG:** Public Right-of-Way Accessibility Guidelines
- **RRFB:** Rectangular Rapid Flashing Beacon
- **SS4A:** Safe Streets and Roads for All
- **VRU:** Vulnerable Road User

Planning + Street Design Terminology

- **Bikeway:** Dedicated spaces for people biking.
- **Curb Bump-out:** An extension of the sidewalk into the street that shortens the distance people have to cross and makes them more visible to drivers.
- **Curb Radius:** The curve of a street corner, where tighter (smaller) radii make vehicles turn more slowly and carefully.

- **Daylighting:** Removing parking or obstructions near intersections so drivers and pedestrians can see each other more easily.
- **High-Visibility Crosswalk:** A crosswalk with bold, easy-to-see ladder markings designed to make the crossings more noticeable to approaching drivers.
- **Quick-Build:** A temporary and/or lower-cost project utilizing materials like paint and posts to quickly test safety improvements before permanent action.
- **Roadway Rightsizing/Reconfiguration:** Changing the number or width of travel lanes to better fit existing traffic needs and create space for safer walking, biking, or turning.
- **Slip Lane:** A separate lane that allows drivers to make a turn (usually right) without fully stopping, often at higher vehicle speeds than a typical intersection.
- **Street Typology:** A method for grouping streets based on how they function to guide appropriate design.
- **Streetscape:** The character and design of a street, including the roadway, sidewalks, trees, street furniture, and buildings.
- **Traffic Calming:** Design strategies that slow down drivers and make streets safer and more comfortable for all users, particularly people walking and biking.





CHAPTER

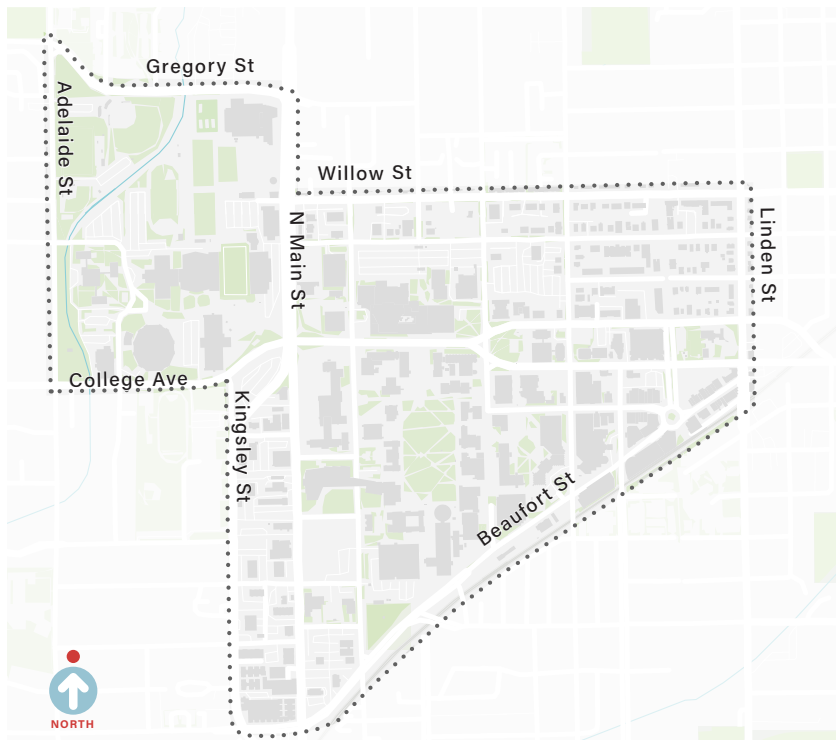
01

Introduction

The Pedestrian + Roadway Campus Safety Initiative (PRCSI) is a comprehensive effort to enhance transportation safety for all who live, work, study, and travel through the Illinois State University campus and Uptown Normal. The PRCSI was launched through a partnership between the Town of Normal and Illinois State University in response to recent crashes and growing safety concerns. In November 2021, an Illinois State graduate student was struck and killed by a motorist while crossing College Avenue. In September 2022, an Illinois State administrator was struck and killed by an e-bike rider while walking on campus. These tragedies underscore the need for data-driven, innovative solutions and spurred the Town and Illinois State to partner, work with an urban planning and design team, and dedicate 18 months to a plan that will improve safety throughout the campus and Uptown area.

The PRCSI study area includes Illinois State, which serves over 20,000 students and employs over 3,500 people; the Uptown Normal central business district; segments of the Constitution Trail; and several local schools that serve over 1,800 students.

Figure 1. The PRCSI Study Area



The PRCSI study area: Linden Street from Willow Street south to Beaufort Street; Beaufort Street southwest to Kingsley Street; Kingsley Street north to College Avenue; College Avenue west to Adelaide Street; Adelaide Street north to Gregory Street; Gregory Street east to Main Street; Main Street south to Willow Street; Willow Street east to Linden Street.

Pedestrian + Roadway

Campus Safety Initiative

Illinois State University + Town of Normal

The Benefits of Walking

A safe, walkable environment offers a variety of benefits: it's good for people's physical and mental health, it's good for the environment, and it's good for local businesses.¹

Inviting and pleasant places to walk can also create a stronger sense of community and foster relationships among neighbors.²

The PRCSI consisted of three key phases that have culminated in this final plan, which identifies short- to long-term infrastructure improvements and other strategies for developing a safe, accessible, and comfortable environment for walking, biking, using personal transportation devices, taking transit, and driving.

Our Timeline



Study area crash map

Phase 1 **Existing** **Conditions**

Spring 2025

We analyzed data and collected traffic counts. We connected with community members to understand their safety concerns. These findings are detailed in the companion Existing Conditions Report.



Project team members putting a decal on a barricade

Phase 2 **Pilots + Recommendations** **Development**

Summer–Fall 2025

We launched seven ‘quick-build’ projects—low-cost treatments that let the community test new street designs and education aimed at improving safety for all road users. We installed and evaluated the quick-builds and heard from community members about what they thought.



Open House board with sticky notes

Phase 3 **Implementation** **Recommendations**

Winter–Spring 2026

We reviewed and shared what we learned and developed short- to long-term recommendations to address pedestrian and roadway safety in the campus and Uptown area into the future.



Project team members working behind a barrier that says "pedestrians live here"

Key Themes

Proactive Planning and Evaluation

Using data-driven strategies and innovative traffic solutions to prioritize vulnerable road user safety and enable faster, more effective transportation.

Shared Responsibility

Recognizing pedestrian and roadway safety is a collective effort involving pedestrians, bicyclists, drivers, and all community members.

Awareness of Shared Spaces

Educating all road users on how to safely navigate campus and surrounding areas while respecting shared transportation networks.

Continuous Improvement

Committing to ongoing infrastructure enhancements and collaboration with other entities, including the Illinois Department of Transportation.

Future-Focused Solutions

Encouraging active transportation—such as walking and biking—to support community health, well-being, and sustainability goals.

What We've Learned

At the outset of the PRC SI, the project team evaluated existing conditions of the study area's transportation network and identified challenges and opportunities for all road users. Through an analysis of existing plans and projects, mobility conditions for different modes of transportation, campus travel patterns, and safety and crash trends, several key findings were revealed.

1

Much of the campus community relies on walking and biking.

Most students rely on walking, biking, or other modes of transportation to reach campus, making safe travel for pedestrians and bicyclists a priority.

2

The pedestrian network is robust, but gaps and sidewalk widths are uneven.

In the study area, 88 percent of sidewalks are in good condition. However, widths range from 4 to 18 feet. The network also has notable gaps, including sections along Beaufort Street, College Avenue, Dry Grove Street, and Gregory Street.

3

The Constitution Trail has inconsistent design characteristics throughout campus.

Unintuitive routing, minimal wayfinding, and changing design characteristics can make the Constitution Trail difficult to follow.

4

Well-marked on-street bike facilities are minimal.

Streets like Adelaide Street and School Street are designated bike routes, but shared lane pavement markings have faded over time. Many community members tend to ride on sidewalks instead of the street due to a lack of clearly defined bike facilities.

5

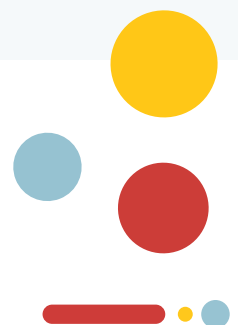
Intersections are a concern.

87 percent of crashes resulting in serious injury or death between 2019–2023 took place at an intersection. On an average day when school is in session, thousands of pedestrians and bicyclists cross at intersections, underscoring the need for safe crossings for all road users at these points of potential conflict.

6

Location matters.

The above findings, along with input from the community, informed quick-build projects to test out interventions at key locations in the study area. The existing conditions analysis and results from the quick-build projects have ultimately culminated in this plan's recommendations to improve safety, comfort, and accessibility of walking and navigating the study area.



Existing Conditions *at a Glance*



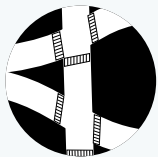
21,546

off-campus students
(Academic Year 24-25)



50%

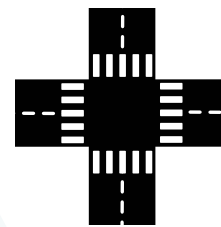
of trips starting or ending in the study area are
made by people walking



>16,000

pedestrians cross the intersection of School
Street, College Avenue, and Mulberry Street
each day

87%



of crashes in
the study area
resulting in
serious injury
or death **took
place at an
intersection**



**50% of
serious
injury
crashes**

in the study area
occurred along or
at an intersection of
College Avenue

**The Constitution
Trail** goes through
the study area...

...yet, well-marked,
on-street bike
facilities are



minimal

Pedestrians involved in
a crash are...

40x



**more likely to be
seriously injured or
killed** than motorists.

What We've Heard

How We Engaged

The people who move through this area each day know it best. Community members understand which crossings feel unsafe, which routes people may avoid, and have the lived experience that data cannot capture. Centering those experiences was essential to developing recommendations that reflect real needs.

Engagement was designed as a continuous thread through all three phases. Each phase asked different questions, and each phase's findings shaped the next. Phase 1 listened broadly to identify where safety concerns were most concentrated and what was driving them. Phase 2 tested ideas in the real world through quick-build installations, giving community members the chance to experience proposed changes and share what worked, what didn't, and what needs adjustment. Phase 3 brought the findings back to the community to review draft recommendations before the plan was finalized. This iterative structure ensured that community input directly informed where to focus, what to try, and what to carry forward into permanent improvements. See the project's engagement summaries for details.



Project team members at the Spring 2025 Campus Pop-Up

Phase 1

Existing Conditions

Spring 2025

- Facilitated stakeholder discussions with campus organizations, transit operators, Town departments, and disability advocates
- Hosted two pop-up events on campus
- Deployed an online survey with QR-code-linked sidewalk decals
- Captured perspectives from pedestrians, drivers, bicyclists, transit riders, and people with disabilities
- Mapped locations and conditions community members identified as most in need of attention



Students painting the closed turn lane on Mulberry Street at School Street.



Project team member gathers feedback during Phase 2 Campus Workshop

Phase 2
Pilots + Recommendations
Development
Summer–Fall 2025

- Designed and installed temporary safety improvements at seven locations, informed by Phase 1 findings
- Installations tested design concepts and gathered real-world data before permanent decisions are made
- Deployed surveys at each location to capture community responses in real time

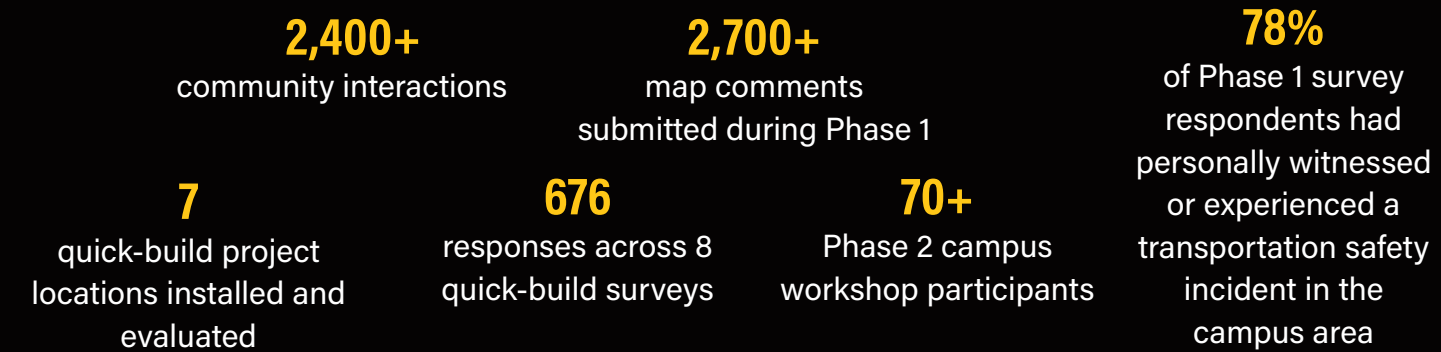


Project team members talk with four students during Phase 3 Campus Pop-Up

Phase 3
Implementation
Recommendations
Winter–Spring 2026

- Synthesized community input, quick-build performance data, and technical analysis
- Developed recommendations for short- and long-term safety improvements
- Shared emerging recommendations and heard community feedback before the plan was finalized

Engagement by the Numbers



Key Themes from Engagement

The PRCSI engaged thousands of Illinois State University students, staff, faculty, and Normal residents through stakeholder discussions, pop-up events, online surveys, quick-build projects, and community workshops. Across all three phases, consistent themes emerged.

1

Drivers frequently fail to yield to pedestrians at crosswalks—with or without signals

- **Dangerous driving behaviors**—failing to stop at marked crosswalks, running red lights, and making turning movements that conflict with active pedestrian walk signals—were among the most commonly reported safety concerns
- **Right-turn-on-red conflicts** at intersections were flagged repeatedly
- Many noted dangerous driving behaviors are so normalized that **pedestrians no longer trust they are safe** even when they have the signal

2

Street design influences safety for everyone

- Safe crossings depend on both **good infrastructure and individual behavior**
- Long stretches of street without marked crosswalks, insufficient signal timing, and/or poor visibility make it **harder for pedestrians to cross safely**
- Community members identified **infrastructure improvements** as an important complement to education and personal responsibility

3

Balancing pedestrian safety and vehicle access is a central challenge

- The School/College/Mulberry quick-build generated the most polarized response of any project (see page 20) yet **63 percent of pedestrians felt safer** than the previous configuration
- Supporters acknowledged the trade-off directly, with several writing that **“safety should come before convenience”**
- Drivers voiced concerns about longer routes and traffic displacement

4

Distracted behavior is a persistent concern across all modes

- Distracted behavior was the **top safety concern** raised across all four Phase 1 stakeholder discussion groups
- **Phone use, earbuds, and inattentive driving** were flagged as significant contributors to unsafe conditions by community members in all phases
- This concern applied to **pedestrians, bicyclists, and drivers alike**
- Phase 2 respondents continued to raise concerns about distracted behaviors, particularly in relation to pedestrians crossing against signals

6

Education and enforcement help everyone travel more safely

- Community members across both phases noted that **traffic laws in the campus area are rarely enforced**
- Speeding, running red lights, failing to yield, and crossing against signals have become normalized behaviors
- **Education needs to accompany physical changes**

5

Several quick-build projects showed strong, broad-based support

- **The Beaufort Street at Broadway + Fell Avenue project**, which tightened intersection geometry, shortened crossing distances, and added a 4-way stop at Broadway, earned the highest safety ratings of any location (see page 23)
- Daily users reported a **noticeable reduction in near-misses** at Beaufort Street, where a stop sign was added
- The **Constitution Trail curb bump-outs** also performed well, with 60 percent feeling safer and 58 percent supporting permanence (see page 24)

7

The community wants infrastructure upgrades

- Community members consistently called for safer crosswalks, longer signal crossing times, traffic calming measures, protected bike infrastructure, and better lighting
- **“Safe crosswalks” and “more traffic calming”** ranked among the top five priorities in Phase 1 surveys
- **Accessibility** was a recurring theme—particularly for students with visual impairments
- Well-designed improvements earned strong community support



What We've Done

From Concerns to Real-World

Solutions

We launched seven quick-build projects that let the community test new street designs aimed at improving safety for all road users. These projects were rolled out across the Illinois State campus and Uptown Normal to give the community the chance to experience safety improvements they helped identify.

Why Quick-Builds?

Quick-build project installations are low-cost, temporary treatments (ranging from one day to several years) that allow communities to pilot design concepts in live conditions, evaluate safety and operational impacts, and incorporate lived experience before deciding what to refine, expand, or pursue permanently. They leverage temporary materials like paint, flexible posts, planters, and other barriers to pursue tactical improvements and demonstrate alternative visions for what a street or intersection could look and feel like.

Where We Tested

1. **Street + Turn Lane Closures:** School Street, College Avenue and Mulberry Street
2. **Two-Way Bike Lane:** College Avenue from School Street to Constitution Trail
3. **Crosswalk Visibility:** University Street Corridor
4. **Traffic Calming:** Beaufort Street at Broadway + Fell Avenue
5. **Intersection Improvements:** Constitution Trail at Locust + Mulberry Streets
6. **Pathway Education:** College Avenue On-Campus Pathway
7. **Mid-Block Crossing:** Beaufort Street + School Street

How We Gathered Feedback

The community's perceptions of safety are important. For the quick-build locations, we wanted to know how perceived safety changed. The team hosted an on-site campus workshop during the installation of the quick-build project at School Street, College Avenue, and Mulberry Street. Project-specific surveys were launched to collect input for each installation. These two sources of community feedback provided a robust snapshot of where the pilots worked well, where tradeoffs emerged, and what refinements would be needed prior to long-term project implementation at these sites.



Illustrations of quick-build materials (a cone, a flexible bollard, a paint can and paint brush, and planter)



Figure 2. Quick-Build Project Locations



The PRCSI study area with quick-build project locations: School Street, College Avenue and Mulberry Street; College Avenue from School Street to Constitution Trail; University Street at Student Fitness Center, Dale Street, Hale Street, and Osage Street; Beaufort Street at Broadway + Fell Avenue; Constitution Trail at Locust + Mulberry Streets; College Avenue from School Street to Main Street Underpass; Beaufort Street + School Street



Street + Turn Lane Closures

School Street: College Avenue to Mulberry Street

What We Tested

Temporary closure of right-turn slip lanes and the segment of School Street between College Avenue and Mulberry Street to reduce conflict points, shorten crossings, and create more pedestrian space.

Why We Tested

The location is a pivotal gateway with over 16,000 pedestrians a day. In Phase 1, community members identified this location as their top safety concern, particularly due to the multi-stage crossing. Crash data confirmed this location as one of the most dangerous intersections for pedestrians in the study area.

Key Takeaways

- Safety perceptions improved overall. Supporters emphasized how the project significantly reduced the perception of vulnerability and eased navigation for people on foot.
- The project had greater acceptance than expected and was extended due to popular demand, particularly from pedestrians.
- Pedestrians were more likely to report the area felt easier to navigate, while some drivers had to alter their routes due to the closure.



An aerial of School Street closed with barricades and painted with red, yellow, blue, and green graphics.



Yellow plastic bollards installed in the existing hatched area on College Avenue approaching School Street.



Two students and staff paint the closed turn lane while students walk on the crosswalk.





One-Day, Two-Way Bike Lane

College Avenue: School Street to Constitution Boulevard

What We Tested

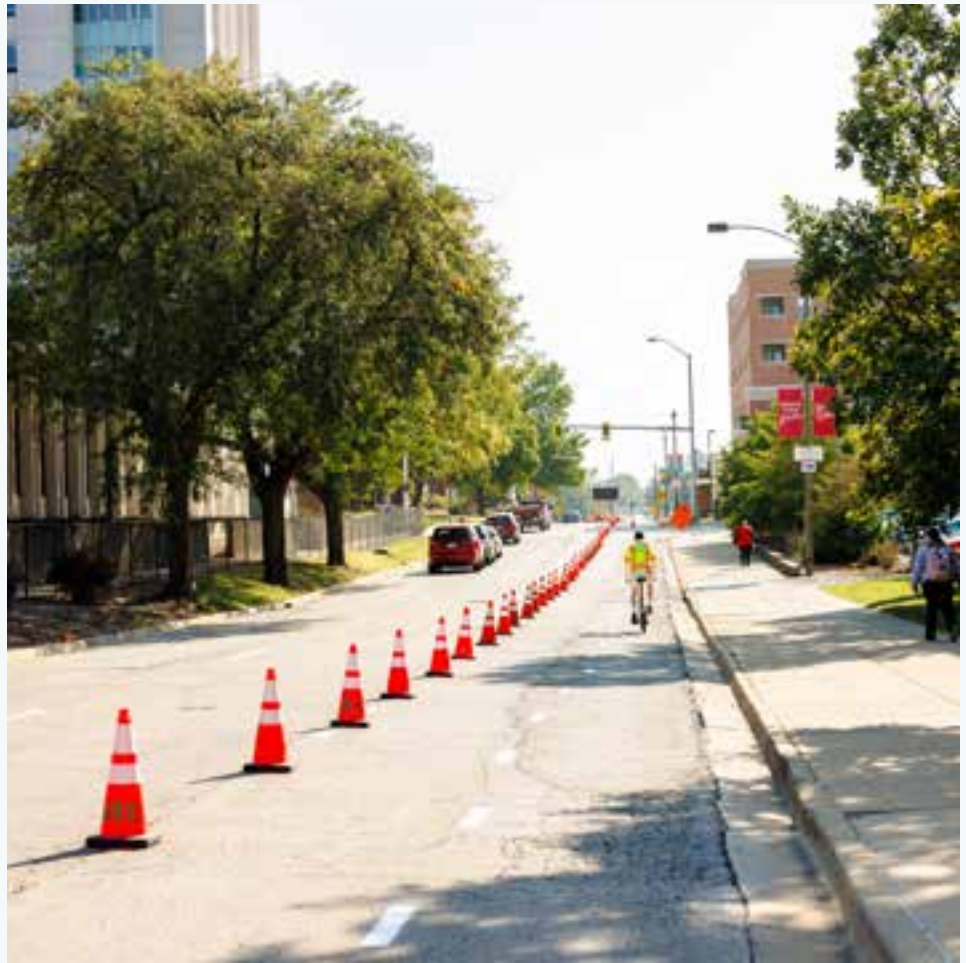
A one-day, two-way protected bike lane along College Avenue from School Street to Constitution Boulevard to pilot a safer campus-to-trail connection and test operations with a reduced travel lane.

Why We Tested

During Phase 1, we heard from community members that there are limited on-street bikeways in the area. Permanent protected bikeways are proven tools to increase safety for all road users, but they take time to plan and install.

Key Takeaways

- Community members appreciated the idea of adding more on-street bikeways, but use of the one-day bike lane was mostly limited to those who already happened to be biking that day.
- There was no clear consensus on safety perceptions or desires for permanence.
- Common concerns involved perceived congestion and merging issues.
- The temporary design encouraged supporters' desire for a truly protected, all-ages and abilities facility.



Cones evenly spaced along College Avenue, separating space for bicyclists on the south side of the street.



A cone with a pinwheel and a sign marked "Two-way Bike Lane".



A person riding a bicycle in the temporary bike lane, waving their hand.





Crosswalk Visibility

University Street: Student Fitness Center to Osage Street

What We Tested

Temporary painted crosswalk designs to increase visibility and awareness at crossing locations and to build a sense of shared ownership through community participation.

Why We Tested

The corridor was previously designated as a regional, priority High Injury Network. Painted crosswalks can enhance the safety of all road users and enhance the streetscape by reducing vehicle speed, improving attention at crosswalks, and contributing to community character and pride.

Key Takeaways

- Behavior change was modest. Respondents were evenly split on whether they were more likely to use the crosswalks because of the painted designs.
- Many respondents supported more permanent designs yet called for the need for upgrades in treatments, materials, and visibility.



Project team members paint a crosswalk with blue paint on University Street.



A painted crosswalk under the Student Fitness Center with red, blue, and yellow graphics.



A painted crosswalk with red, blue, and yellow striping.



Traffic Calming

Beaufort Street at Broadway and Fell Avenue

What We Tested

Rubber curbs, painted bump-outs, and flexible posts to create more legible paths for left-turning drivers and shorter crossing distances for pedestrians. A new stop sign created an all-way stop at the Broadway and Beaufort Street. These improvements were installed to make the space feel more intuitive and navigable.

Why We Tested

During Phase 1, these two Beaufort Street intersections were among the top locations of concern.

Key Takeaways

- This project received the highest level of support from community members acknowledging safety improvements and supporting a more permanent design.
- Feedback was strongly positive, with respondents noting a more clear right-of-way and sharing anecdotal reductions in near misses at both intersections.



Aerial view of Fell Avenue at Beaufort Street with left turn hardened centerlines, and reduced crossing distances through white paint and flexible posts. Two buses approach the intersection and a vehicle turns right.



A new stop sign at Beaufort Street and Broadway.



A person walking on the reduced Broadway crosswalk at Beaufort Street.





Intersection Improvements

Constitution Trail at Mulberry Street and Locust Street

What We Tested

Curb bump-outs with flexible posts to improve trail user visibility at crossings, shorten crossing distances, and discourage illegal parking that blocks sightlines.

Why We Tested

Effective visibility at crossing locations is critical to ensuring the safety of those enjoying the Trail. Several community members identified the Mulberry Street crossing as one of the worst Trail intersections for pedestrian safety. At Locust Street, activating the 'no parking zone' offered an excellent opportunity to improve visibility at the intersection.

Key Takeaways

- Curb bump-outs created strong safety impacts, with many community members reporting feeling safer after installation.
- Many community members supported permanence for the bump-outs, suggesting that trail-focused visibility improvements have high potential for impact.
- Some concerns suggested a permanent future design should adjust geometry to ensure navigability at the Mulberry Street intersection.



A curb bump-out with white paint and plastic, flexible bollards. Astroturf is placed in the bump-out with a yellow table and two chairs.



A person crossing Locust Street with the paint-and-post curb bump-out in the foreground.



Yellow striping outlining the bump-out on the Constitution Trail and Mulberry Street.





Pathway Education

College Avenue Sidewalk: School Street to Main Street

What We Tested

Ground decals to offer educational messaging, encourage safe campus mobility, and extend the project's message and branding.

Why We Tested

During Phase 1, there were many reports about conflicts between pedestrians and bicyclists, scooter riders, or skateboarders. There was also a call for more education to promote shared responsibility, safe travel behaviors, and compliance with campus dismount zones.

Key Takeaways

- Community members emphasized that decals alone aren't enough to create lasting change, but many community members supported making educational signage more permanent, suggesting a desire for continued and steady messaging to promote a shared culture of safety.



Two people walking with the "Courtesy is Contagious" decal in the foreground.



"Hug the Right Side" decal.



"Feet First in Foot Zones" decal.





Mid-Block Crossing Beaufort Street at School Street

What We Tested

A one-day temporary crosswalk evaluated whether a designated crossing point on Beaufort Street between Fell Avenue and University Street could consolidate frequent yet unpredictable crossing behavior.

Why We Tested

During Phase 1, we heard from students and staff about the need for crossing infrastructure across Beaufort Street between University Street and Fell Avenue. We also observed pedestrians crossing Beaufort Street at a number of points outside of the crosswalks.

Key Takeaways

- While some community members made use of the temporary crosswalk location, many continued to cross the street at other uncontrolled locations, particularly at the School Street underpass.
- We observed hundreds of informal crossings take place along this stretch of Beaufort Street, highlighting the need for a pedestrian crossing.
- Targeting a new crossing where it is needed most at the School Street underpass would result in the greatest positive impact.



A person crossing the temporary crosswalk across Beaufort Street.



The white, striped crosswalk.



A project team member setting up a "Crossing Ahead" sign.



Key Themes from Quick-Build Projects

1 Tradeoffs are real

Projects that delivered meaningful pedestrian safety gains sometimes require drivers to adapt routes or expectations, highlighting the need to manage network effects and design transitions thoughtfully while also being clear about the values behind each project.

2 Infrastructure isn't the only layer

Repeated concerns about pedestrian and driver behavior point toward a comprehensive approach that combines urban design, education, culture, and shared accountability.

3 Refinement comes next

Most quick-build projects were intentionally temporary concept tests. Any project advancing toward permanence will require thorough engineering and design refinements, informed by data and community feedback.



CHAPTER 02

Prioritizing Safety: Recommendations

The recommendations advanced through this plan are organized across a variety of scales and themes. Together, they intend to ensure that safety is considered at every level of the street design and transportation planning process, providing the Town of Normal and Illinois State with a variety of tools, projects, and programs that can be built out over time.

Recommendations for street typologies around campus and in Uptown Normal help create a shared vision for how streets can and should be used, while spot opportunities provide guidance on the kinds of infrastructure and features that are possible on certain blocks or intersections. Bike network recommendations refer back to Normal's Bike and Pedestrian Master Plan Update while honing in on key network improvements around campus and Uptown. Safety location recommendations address specific intersections and blocks where traffic concerns create a vision for longer-term changes. Finally, policy, education, and programming recommendations tie together strategies that will embed safety in institutional processes and build a culture of shared accountability.



Two students sit on chairs in the School Street closure



Setting the Stage with Street Typologies

Street typologies clarify the function, context, and design of streets, creating a shared framework for understanding strengths and challenges of the PRCSI street network. They help strengthen multimodal mobility networks, organize systemic safety improvements, and establish a shared vision for how streets should function.

Function: What a Street Needs to Do

Context: What Surrounds the Street

Design: How a Street Should Look and Operate



Willow Street

Campus Connector

Key streets that help people move easily between Illinois State, Uptown, and nearby neighborhoods. These routes carry people using all modes of transportation, keeping Normal moving smoothly.

Design Focus

- Frequent high-visibility crossings
- Transit stop integration and amenities
- Protected or separated bikeways
- Wayfinding signage



University Street

Pedestrian Priority

Streets and sidewalks where students and visitors move between classes, gather, and access campus destinations. They create a welcoming environment that supports everyday campus activity.

Design Focus

- Comfortable, wide sidewalks
- Frequent textured, decorative, or raised crossings
- Bike access
- Low speed vehicle traffic (< 20mph)



North Street

Uptown Center

Lively, people-focused streets that make Uptown Normal such a welcoming place. To support shopping, dining, and everyday activity, the streets should feel comfortable and inviting for people spending time there.

Design Focus

- Streetscaping, outdoor dining
- Textured or decorative, or raised crossings
- Abundant bike parking
- Low speed vehicle traffic (< 20mph)



Locust Street

Neighborhood

The quiet, local streets where people live, walk their dogs, bike to class, or head to a friend's house. They don't move lots of traffic—they're designed to feel safe, calm, and comfortable for the people who use them every day.

Design Focus

- Street trees
- Bike boulevards
- Low speed vehicle traffic (< 20mph)



Figure 3. Street Typologies



The PRCSI study area with designated street typology for each road. Campus Connectors include Gregory Street, Willow Street, College Avenue, Mulberry Street, Main Street, Kingsley Street, Fell Avenue and Beaufort Street. Neighborhood Streets include Locust Street and Cherry Street between Fell Avenue and Linden Street. Uptown Center streets include Beaufort Street east of Fell Avenue, Constitution Boulevard, Broadway, and North Street east of Fell Avenue. All other streets are Pedestrian Priority.

Spot Opportunities

To help the Town and Illinois State translate safety priorities into actionable, site-specific improvements, the plan includes a *Traffic Calming Toolbox*—a practical catalog of treatments that can be applied across campus streets and Uptown Normal as needs, projects, and funding opportunities arise (see Appendix 1). The toolbox consolidates best practices and requirements from leading design and policy resources and packages them into a consistent format that is easy to use and supports everyday decision making. The toolbox is organized across three sets of complementary strategies—pedestrian tools, bicycle tools, and roadway tools—so that improvements can be matched to the primary safety concern at a given location while supporting a balanced, multimodal street network.

To make the toolbox a practical resource for future transportation and street safety work, the project team evaluated each block and intersection in the study area against feasibility considerations and surrounding context, guided by the street typologies. The result is a comprehensive set of “spot opportunity” interventions that can be incrementally advanced as standalone safety projects or paired with resurfacing and reconstruction projects. This can help reduce costs and minimize disruptions for the traveling public while creating a lasting and repeatable framework the Town can carry forward into future initiatives.

Quick-Build Tools

Several toolbox elements can also be delivered as quick-build treatments. These are temporary or interim installations that allow the Town and Illinois State to test design concepts before committing to full reconstruction at a given location. Using low-cost materials such as paint, flexible delineators, planters, and temporary signage, quick-builds can be installed efficiently, adjusted based on what’s learned, and removed or refined as needed.

This approach mirrors the Fall 2025 PRCSI quick-build pilot projects, which demonstrated how changes like curb bump-outs, corner treatments, decorative crosswalks, and daylighting can improve comfort and visibility in high-activity areas, especially for people walking or biking.

The Traffic Calming Toolbox provides further guidance on which tools may be most effective as quick-build strategies at future locations where safety concerns need to be addressed while collecting feedback to inform more durable and permanent designs.



A person pushing a stroller and crossing a raised crosswalk.



A person wearing a backpack riding a bike on a designated path separated from vehicle travel lanes.



A small landscaped traffic circle in an intersection.

Pedestrian Tools

Comfort, crossing, and intersection safety

- Pedestrian Refuge Islands
- Curb Bump-outs
- Corner Treatments
- High Visibility Crosswalks
- Accessibility Improvements
- Raised Crossings or Intersections
- Left-Turn Traffic Calming
- Beacons
- Pedestrian Signals
- Sidewalks
- Decorative Crosswalks
- Asphalt Art
- Daylighting

Bicycle Tools

Bikeways aligned with 'All Ages + Abilities' guidance, plus intersection marking strategies

- Protected Bikeways
- On-Street Bikeways
- Shared Streets
- Intersection Markings

Roadway Tools

Corridor and intersection traffic calming

- Road Reconfiguration
- Road/Turn Lane Closures
- Access Management
- Street Trees
- Mini Traffic Circles
- Speed Tables
- Shared Streets
- On-Street Parking

Traffic Calming Toolbox in Action

This example applies the Traffic Calming Toolbox to Beaufort Street and School Street, near the quick-build, mid-block crossing project where hundreds of people cross each day. The design is conceptual and may be influenced by other developments like the Kim College of Fine Arts.

1

Turn Lane Closure:

A turn lane closure restricts certain turning movements to improve safety and reduce conflicts. At Beaufort Street and School Street, removing the southbound left-turn lane creates space for a pedestrian crossing that sees hundreds of uncontrolled crossings each day.

Turn Lane Closure



2

High Visibility Crosswalk:

High-visibility crosswalks use perpendicular markings that motorists see more easily than traditional crosswalk markings. The installation of a high-visibility crosswalk on Beaufort Street designates a space for pedestrians to cross.

High Visibility Crosswalk



3

Pedestrian Refuge Island:

A pedestrian refuge island is a designated space for pedestrians to wait in the middle of a crosswalk while crossing a multi-lane road. It allows pedestrians to cross in two phases.

Pedestrian Refuge Island



4

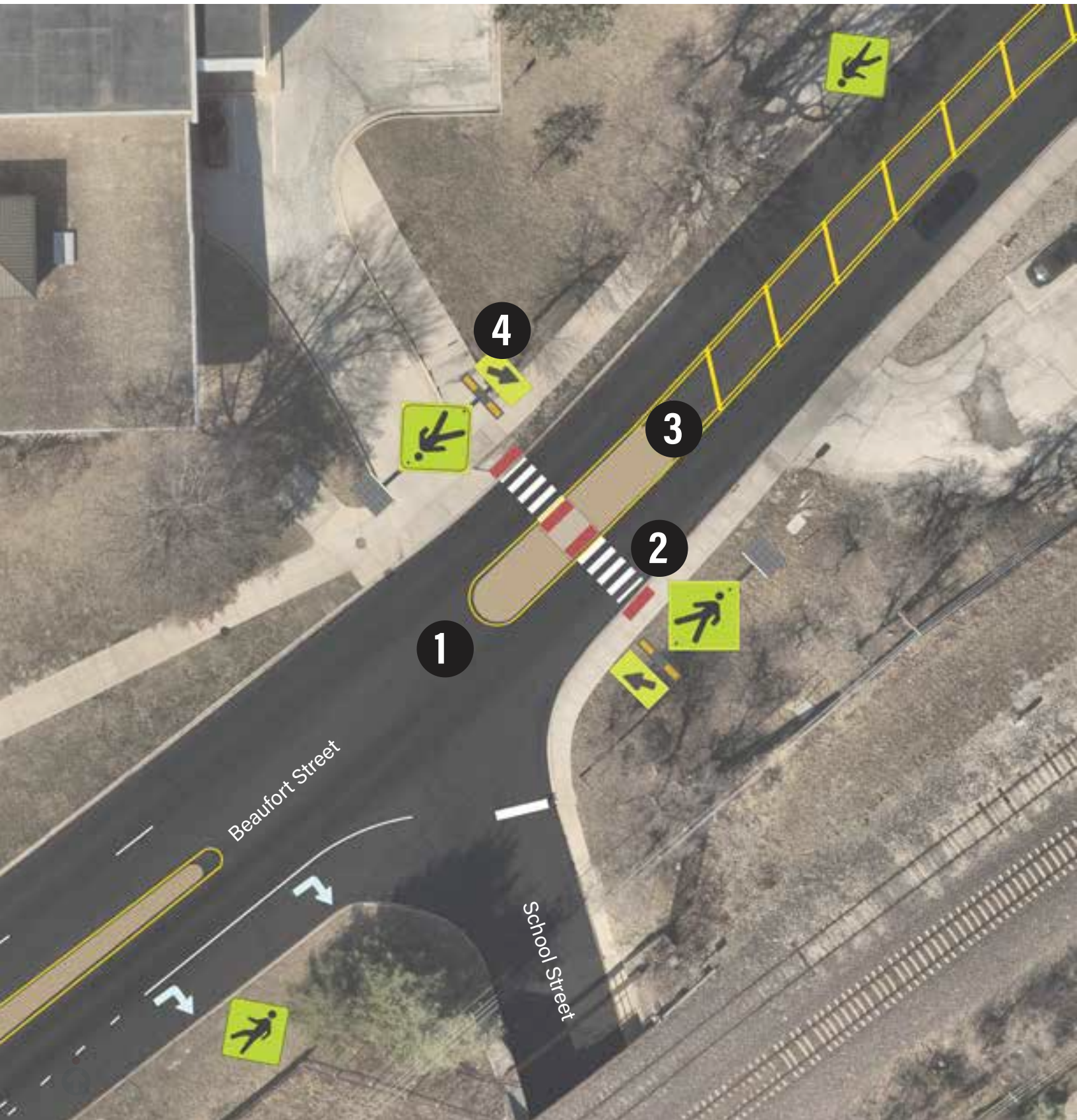
Rectangular Rapid Flashing Beacon

A flashing beacon consists of two, rectangular shaped yellow indications, each with a LED-array-based light source.

Flashing Beacon



Figure 4. Spot Opportunity Demonstration



Safety Location Recommendations

The project team developed location-specific safety improvement concepts for five priority corridors and intersections. These concepts illustrate how multiple tools—paired with additional treatments, streetscape enhancements, and operational strategies—can be combined to address documented safety concerns such as crash history, difficult crossing conditions, turning conflicts, congestion, and gaps in pedestrian and bicycle connectivity.

These recommendations do not represent construction-ready projects that will be implemented through this project. Rather, the recommendations advanced are intended to serve as conceptual designs, translating study findings into site-ready opportunities that the Town and Illinois State can advance as future projects, maintenance cycles, redevelopment, or funding opportunities arise.

In this way, the recommendations presented here serve as a bridge between the Traffic Calming Toolbox and future implementation efforts, showcasing how toolbox elements can be layered to create stronger, safer, and more comfortable multimodal streets.

Safety Locations

- School Street at College Avenue and Mulberry Street
- University Street from Beaufort Street to Willow Street
- Adelaide Street and Gregory Street
- Fell Avenue from Mulberry Street to Beaufort Street
- Willow Street at Normal Avenue and School Street

Figure 5. Safety Locations



The PRCSI study area with safety locations called out in red: School Street at College Avenue and Mulberry Street; University Street from Beaufort Street to Willow Street; Adelaide Street + Gregory Street; Fell Avenue from Mulberry Street to Beaufort Street; Willow Street at Normal Avenue and School Street

How They Were Selected

The intersections and corridors featured as safety locations in this plan were selected according to several criteria. These primarily included recent crash history, community input, and the sites' potential to positively impact safety and access on campus and in Uptown, particularly for people on foot or on bike.

Each intersection in the study area received a safety score based on these factors. Extra weighting was applied to locations with crashes resulting in fatal or serious injuries and those that received a substantial number of community concerns from the initial phase of engagement in Spring 2025. Streets owned by the State (US 51: Main Street + Kingsley Street) were deferred based on the Town's limited ability to control design changes on these routes. Additionally, select corridors (College Avenue, Beaufort Street, Linden Street) were not advanced as they are anticipated to be studied as part of pending Safe Streets and Roads for All (SS4A) grants to identify safety recommendations beyond the PRCSI study area alone.

Safety Network Overlap

Each of the safety locations featured in this plan are also identified in at least one other adopted or in-progress safety effort or planning framework—specifically the IDOT Vulnerable Road User (VRU) Safety Assessment, the Go:Safe McLean County Action Plan, and the Normal Bicycle + Pedestrian Master Plan Update.

The icons below indicate that a location is recognized in that plan's priority safety network, recommended corridor list, or identified focus area, demonstrating that the PRCSI concept is aligned with broader state, regional, and local safety priorities. This helps the PRCSI recommendations reinforce work already underway around Normal and Illinois State, which can support future coordination, scoping, and implementation.



Normal Bicycle + Pedestrian Master Plan Update



Go:Safe McLean County Action Plan Update 2025



Illinois VRU 2023

School Street at College Avenue and Mulberry Street

The intersection of School Street, College Avenue, and Mulberry Street serves as one of the most prominent and heavily traveled gateways into Illinois State University's campus. Thousands of students, staff, families, and visitors move through this space each day, making it one of the most active pedestrian environments in the study area. At the same time, the intersection's wide geometry, sweeping turn lanes, and vehicle-oriented design create a walking and crossing experience that feels out of scale with the surrounding academic and residential context.

Community members consistently described the area as hectic, uncomfortable, and difficult to navigate—an intersection where high pedestrian demand collides with fast vehicle movements, complex signal phases, and multiple conflict points.

Street Typology

Pedestrian Priority (School Street), Campus Connector (College Avenue, Mulberry Street)

Safety Network Overlap



Normal
Bicycle +
Pedestrian Master
Plan Update



Go:Safe McLean
County Action
Plan Update
2025



Illinois VRU
Assessment
2023

The intersection witnessed 28 reported crashes between 2019 and 2023—including crashes resulting in multiple injuries and a serious injury—reinforcing the need for a design that better matches the surrounding context and its role as a gateway to campus life.

Community Voices

Before the Quick-Build Project

"This intersection is often confusing to navigate as a pedestrian. The walk sign is very brief, the road is curved, which limits visibility, cars are often moving fast, and there is high foot traffic because of the dorms."

"It feels very hectic and sometimes unsafe as a pedestrian here. Sometimes cars speed through way too fast."

"Pedestrians cross without following crossing signs. They step right out in front of cars who have the right of way."

After the Quick-Build Project

"Please make it permanent"

"Love it."

"I haven't felt in any danger since."

Before the Quick-Build Project

The scale and complexity of traffic at the intersection seem at odds with its use as a gateway to campus, resulting in an environment that instead feels overwhelming and unsafe.



Oblique aerial image of School Street between Mulberry Street and College Avenue, facing southeast.

After the Quick-Build Project

Reallocated vehicle space allowed the pedestrian realm to be significantly expanded and simplified. The nature of the temporary features, however, limited driver turn movements.



Oblique aerial image of School Street between Mulberry Street and College Avenue after quick-build project installation, facing southeast.

Recommendation

The safety concept focuses on simplifying vehicle movements, reducing turning speeds, shortening crossings, and expanding pedestrian space, building on the quick-build pilot that tested slip-lane and School Street closures and demonstrated improved pedestrian comfort and navigability.

Traffic Calming Toolbox

- 1 Road Closure:**
 Closing the middle portion of School Street simplifies operations at the intersection while significantly increasing the pedestrian realm, eliminating at least one crossing and increasing the space available for landscaping or other programming.
- 2 Turn Lane Closure:**
 Remove dedicated right-turn lanes to require drivers to make turns at safer speeds while reducing the exposure of pedestrian conflicts. By realigning the curb, drivers will be able to make safe right turns at Mulberry Street onto School Street and at School Street onto College Avenue. With this recommended configuration right hand turns will again be allowed from westbound Mulberry Street onto northbound School Street.
- 3 Crosswalk Relocation:**
 Remove or relocate uncontrolled crosswalks guiding pedestrians across the intersection. This will encourage more predictable pedestrian crossings and movements.
- 4 High Visibility Crosswalk:**
 Install crosswalks with high visibility markings to improve pedestrian safety and create more uniform intersections.
- 5 Decorative Intersection:**
 Provide decorative features using colored concrete, stamped pavement, or other treatments to bring visual attention and community identity to the intersection.
- 6 Signal Timing:**
 Update signal timing to include a right turn on green only for drivers turning from School Street eastbound onto College Avenue. This phase restricts pedestrians from crossing College Avenue while drivers turn right. The signal timing should be paired with "No Turn on Red" signage. Evaluate a pedestrian only phase.
- 7 Street Trees:**
 Add street trees to calm traffic and create a buffer between drivers and pedestrians, and make the streets more comfortable.



Pedestrian Only Phase at the University of Illinois at Urbana Champaign.

Figure 6. School Street at College Avenue and Mulberry Street Project Concept



University Street from Beaufort Street to Willow Street

University Street is a pedestrian-rich campus corridor serving major campus destinations, the Fire Department Headquarters, as well as the Constitution Trail, which runs along the eastern sidewalk on University Street from Osage Street (near People’s Park) to College Avenue. The proximity to many campus and community destinations draws lots of activity. This is particularly true for people walking, many of whom are either making short trips from nearby on- or off-campus housing or traveling between campus buildings and parking locations in nearby lots or garages.

Overall, motor vehicle traffic on University Street tends to be moderate to low (an average of approximately 4,000 daily vehicles compared to 12,000 on one-way Main Street one block west). However, University Street becomes very congested during pick-up and drop-off times at Thomas Metcalf School, where queuing drivers block lanes and force traffic – including Connect Transit buses – into the opposing lane.

Between 2019 and 2023, 12 crashes were reported along this segment of the corridor, and the crashes involving injuries all involved people walking or biking, underscoring the need to reinforce pedestrian priority and safety. As a result of the crash history, University Street from Beaufort Street to Willow Street is listed as a Priority High Injury Network segment in the Go:Safe McLean County Safety Action Plan. Survey comments from community members on this portion of University Street reveal

Street Typology

Pedestrian Priority

Safety Network Overlap



Normal
Bicycle +
Pedestrian Master
Plan Update



Go:Safe McLean
County Action
Plan Update
2025



Illinois VRU
Assessment
2023

frustrations from drivers navigating congestion, unexpected pedestrian crossings, and the chaotic pick-up/drop-off routine at Thomas Metcalf School. These concerns highlight distracted driving and walking, visibility limitations, and the stress created when drivers must navigate around queuing or stopped traffic.

Planned Development

Illinois State University is currently in the process of design and pre-construction design and pre-construction services for the South Campus Housing and Dining Project to sit along University north of Dale Street. This project will likely result in changes along University Street such as closing Hale Street, a new driveway with sidewalks, and a dock entrance at Dale Street.



Northbound bicyclist traveling around queued vehicles on University Street, at Dry Grove Street, facing southwest.



Striped 'No Parking' area adjacent to University Street north of Dale Street, facing northwest.



Person alighting the Redbird Express at stop south of Student Fitness Center.



Project team paint University Street crosswalk.

Community Voices

"People drive way too fast and there are always lots of pedestrians."

"Metcalf pickup is a nightmare. University Street is undrivable for at least two hours every weekday afternoon."

"I hate the pedestrian cross under the rec overpass. You have to hope drivers are paying attention since there is no stop sign. Also, it's even busier when parents are picking up their kids for the nearby school."

"Not sure if cars should or will stop for me to cross at the crosswalk under the fitness center."

"Metcalf pickup and drop off create a bad traffic jam that requires vehicles to drive on the wrong side of the road to pass the stopped cars, so this area becomes difficult to drive safely."

"Many walkers take the diagonal here."

Recommendation

Concept designs for University Street focus on traffic calming, improved crossing visibility near parking locations, and efforts to widen the Constitution Trail to mitigate conflicts between people walking, biking, and using personal transportation devices.

Traffic Calming Toolbox

University Street: Dry Grove Street to Dale Street



Colored concrete at the University of Illinois at Chicago

1 Decorative Intersection: Construct a decorative intersection using colored concrete, stamped, or heavy-duty paint, pavement to bring visual attention and community identify to the intersection.

2 High Visibility Crosswalk: Install crosswalks with high-visibility markings to improve pedestrian safety and create more uniform intersections. Markings may be provided at conflict points along the Constitution Trail.

3 Constitution Trail: Establish a minimum 12-foot wide trail to allow for comfortable pedestrian and bicyclist use.

4 Crosswalk Relocation: Shift existing crosswalk to provide a crossing point more accessible from future development via sidewalk and with minimal parking lot conflict.

5 Curb Bump-Out: Fill the hatched parking area with a formal curb bump-out to provide space for street trees and maintain clear sightlines for people parking.

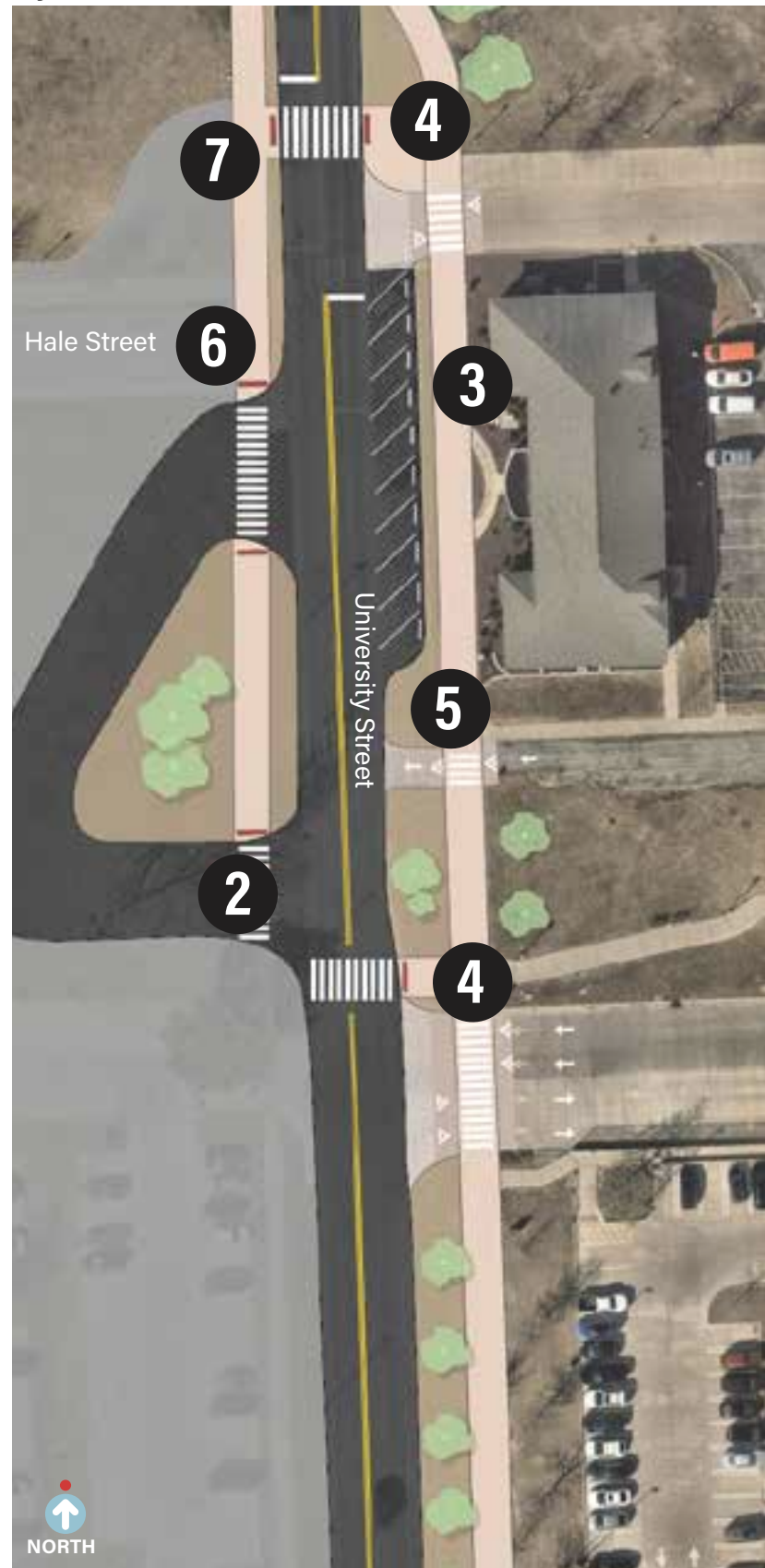
6 Street Closure: Close Hale Street between University Street and Main Street, providing space for pedestrians and future developments.

7 Widened Sidewalk: Construct a minimum 8-foot sidewalk to account for high-pedestrian volumes and comfortable walking.

Signal Improvements:

At University Street and College Avenue to the north (not pictured), install leading pedestrian intervals to give pedestrians a head start before vehicles receive a green signal, increasing visibility and encouraging left-turning vehicles to yield.

Figure 7. University Street Corridor Project Concept: Dry Grove Street to Hale Street



Traffic Calming Toolbox

University Street: Dale Street to Osage Street

- 1 Curb Bump-Out:**
Fill the hatched parking area with a formal curb bump-out to provide space for street trees and maintain clear sightlines for people parking.
- 2 High Visibility Crosswalk:**
Install crosswalks with high-visibility markings to improve pedestrian safety and create more uniform intersections. Markings may be provided at conflict points along the Constitution Trail.
- 3 Parking Adjustment:**
Adjust the diagonal parking stalls slightly west to provide more space for the Constitution Trail.
- 4 Constitution Trail:**
Establish a minimum 12-foot wide trail and enhance wayfinding signage to allow for comfortable pedestrian and bicyclist use.
- 5 Formalize Crosswalk:**
Provide a crosswalk at the south end of the intersection at University Street and Dale Street.
- 6 Stop Sign Warrant Evaluation:**
As pedestrian volumes grow with future development, evaluate the need for a stop sign at Dale Street.

Figure 8. University Street Corridor Project Concept: Dale Street to Osage Street



Adelaide Street + Gregory Street

This intersection serves as a gateway to the campus area on the northwest side of the study area with prominent Constitution Trail access points. The intersection has recently been improved with reconstruction, the addition of all-way stop sign crosswalks on all legs, and a new Constitution Trail facility that extends west from Adelaide Street to Parkside Road.

Community members acknowledged that the all-way stop has improved the intersection. However, the intersection can still be confusing. Multiple respondents mentioned that the westbound left turn-only lane on Gregory Street appears suddenly as drivers navigate the curving road, resulting in last-second lane changes, hesitation, or abrupt maneuvers.

Several community members referred to the intersection's wide footprint and confusing geometry as making walking and biking more difficult. Multiple receiving lanes and a right-turn slip lane onto eastbound Gregory Street were noted by respondents as encouraging higher driving speeds. Meanwhile, people biking and walking reported the wide crossing distance as "tricky," pointing to discomfort navigating the large intersection even with the new all-way stop control in place.

The site witnessed 20 crashes between 2019 and 2023, prior to the intersection changes implemented in 2024, including injuries and a reported failure-to-yield crash involving a bicyclist crossing on the Constitution Trail.

Street Typology

Campus Connector (Gregory Street)
Neighborhood (Adelaide Street)

Safety Network Overlap



Normal
Bicycle +
Pedestrian Master
Plan Update



Illinois VRU
Assessment
2023

Normal's Bicycle and Pedestrian Master Plan Update (2020) recommends an extension of the Constitution Trail west from Adelaide to Maxwell Park (now built) and east to Main Street. Extending the Trail to Main Street may also require broader network improvements that include improvements on Main Street itself, which would require coordination with IDOT.



Right turn slip lane on Adelaide Street onto Gregory Street, facing north.



Sidepath on the south side of Gregory Street east of Adelaide Street, facing west.



The intersection of Gregory Street and Adelaide Street, facing east.



A new, asphalt shared use path on the north side of Gregory Street west of Adelaide, facing west.

Community Voices

"Hard to see traffic, no signage of turn only lane, just markings."

"This intersection is MUCH better after becoming a 4-way stop, but the sudden appearance of a turn-only lane for westbound cars on Gregory can cause confusion for drivers coming up that hill and around the curve."

"Westbound drivers are unaware of the left-turn only lane, and there is no signage. Need notification before the curve."

"Wide lanes encourage speeding at pedestrian crossing."

"The broad size of this intersection makes it tricky to cross by bicycle."

"Disregard for the stop sign and cross walks."

"Vehicles violate posted speed limit excessively."

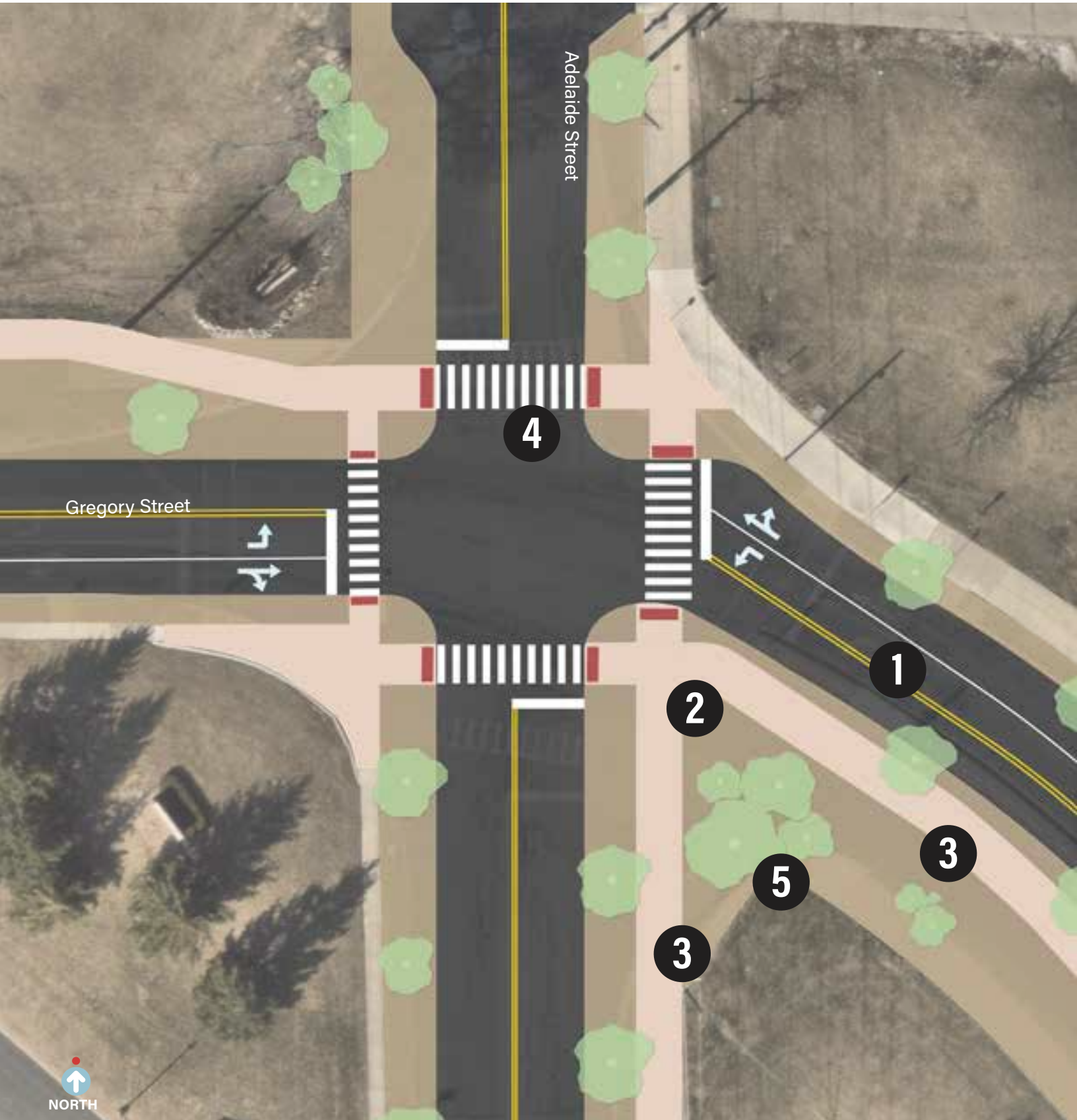
Recommendation

The design concept at this intersection builds on recent improvements and continuing the lane reduction on Gregory Street east of Adelaide Street, tightening the intersection's footprint and making crossings shorter and simpler to navigate. It also proposes extending a shared use path south onto Adelaide Street, providing connectivity in all directions from the intersection.

Traffic Calming Toolbox

- 1 Road Reconfiguration:**
Remove excess travel lanes to reduce crashes, create opportunities for alternatives uses, and provide better continuity with other recent changes on the corridor. Gregory Street, to the east of Adelaide Street, will continue the three-lane roadway configuration east.
- 2 Corner Treatments:**
Shorten intersection corner radii to create slower and safer turns and make crosswalks safer.
- 3 Shared Use Path:**
Install a 12-foot shared use path to create safer spaces for people to walk and bike, especially where on-street facilities options are limited and other trail connections exist.
- 4 High Visibility Crosswalk:**
Install crosswalks with high-visibility markings to improve pedestrian safety and create more uniform intersections.
- 5 Street Trees:**
Add street trees to calm traffic and create a buffer between drivers and pedestrians, and make the streets more comfortable and inviting.

Figure 9. Adelaide Street + Gregory Street Project Concept



Fell Avenue from Mulberry Street to Beaufort Street

Fell Avenue is a critical connector between campus and Uptown with substantial bus activity, commercial destinations, and pedestrian crossings. Fell Avenue is home to several commercial and retail spaces, parking structures, and campus buildings, including Watterson Towers and Dining Commons. In some ways, Fell Avenue serves as a boundary between the functions of Illinois State University's campus and the shops, restaurants, and cafes in Uptown Normal, with many community members traveling back and forth several times each day.

Community members described a recurring pattern of turning conflicts, long crossings at wide intersections, visibility challenges, and confusing right-of-way patterns. Community members frequently noted that traveling on or crossing Fell Avenue can be challenging from both a driver's and pedestrian's point of view, with considerable traffic on the street jockeying for lane space and wide intersections that make negotiating turns and right-of-way confusing.

This corridor experienced 67 crashes between 2019 and 2023, including crashes involving people walking and biking and a serious injury that took place at Fell Avenue and Mulberry Street. As a result of the crash history, Fell Avenue is listed as a Priority High Injury Network segment in the Go:Safe McLean County Safety Action Plan.

Street Typology

Campus Connector

Safety Network Overlap



Normal
Bicycle +
Pedestrian Master
Plan Update



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2025



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Community Voices

"As a driver, I wish there was priority for peds to walk without drivers moving at all. As a pedestrian, I have never felt seen crossing the road. I am always afraid someone is going to turn into me."

"There has been a number of traffic deaths here in the time I've been on campus. Do we really need 3 lanes of 30 mph traffic (realistically 35-40 plus)?"

"I see a lot of issues with cars turning into the crosswalks while pedestrians are in it."

"Drivers are frequently impatient in regard to pedestrian traffic using crosswalks. North Street would be great without cars and a narrower Fell Ave."

"There is a lot of foot traffic here as well as regular traffic. I feel there can sometimes be miscommunication between pedestrians and drivers on when to cross."

"While the 4-way stop helps control the flow of traffic, the distance peds have to cross Beaufort is too great."

Recommendation

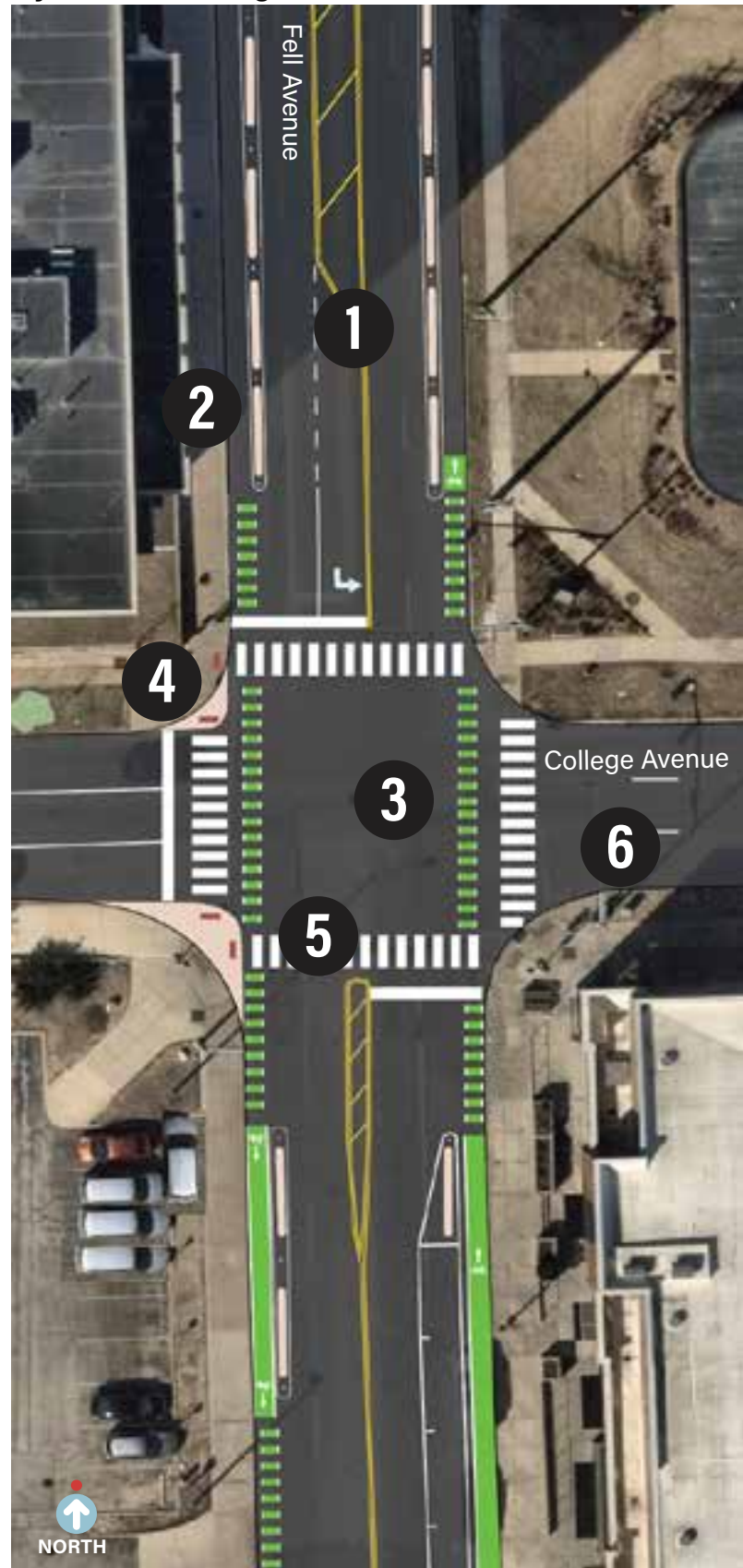
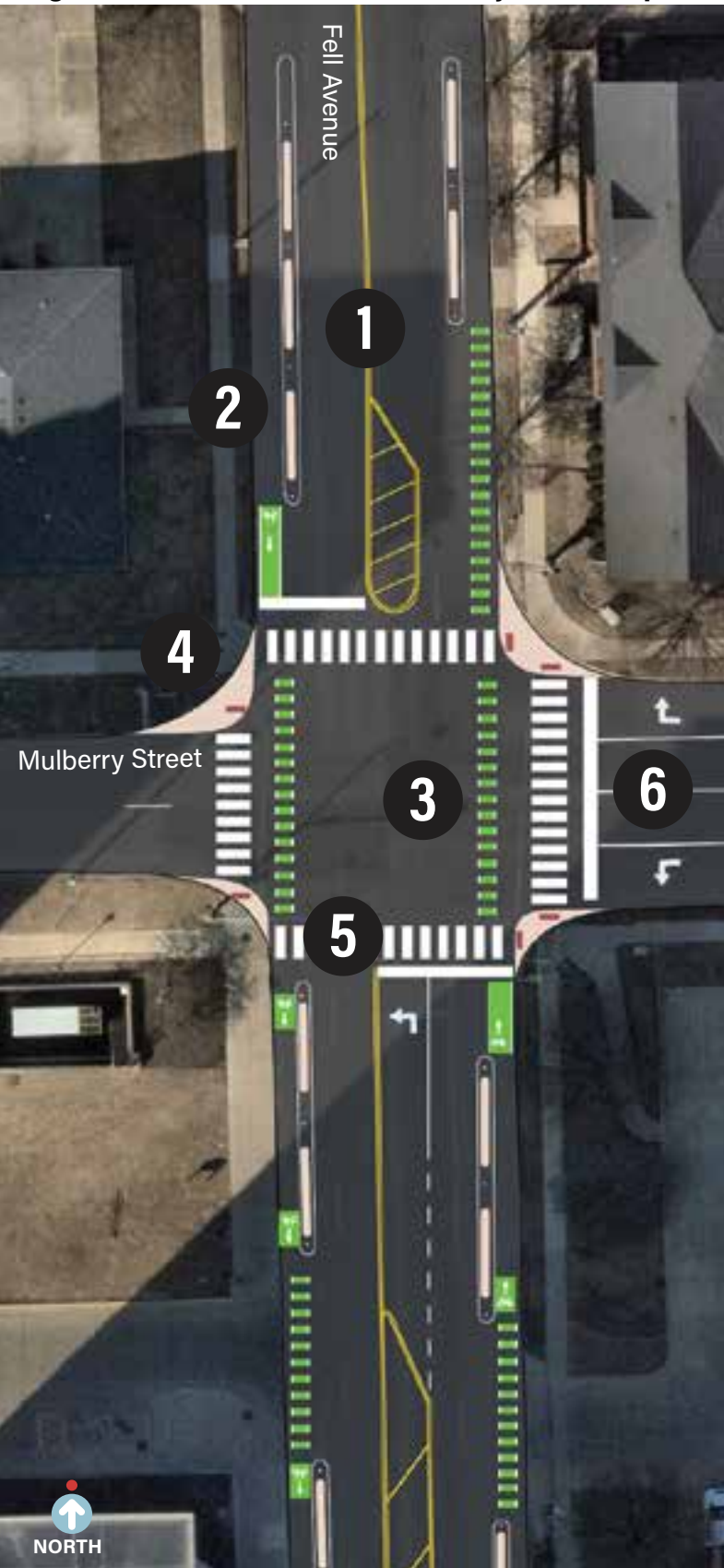
The corridor concept emphasizes a coordinated set of measures that include intersection-focused traffic calming and crossing protections, notably including a raised intersection at North Street. The concept also explores how protected bike lanes could be implemented on this key campus connector, creating a north-south on-street connection for campus commuters traveling by bicycle, many of whom currently use the sidewalk instead.

Traffic Calming Toolbox

Fell Avenue: Mulberry Street to College Avenue

- 1 Roadway Reconfiguration:**
Convert the number of lanes from four to three to allow for better mobility for all road users. Repurpose the extra roadway space.
- 2 Protected Bikeways:**
Install protected bike lanes using precast concrete curbs to provide safe passage for people biking.
- 3 Intersection Markings:**
Stripe intersection markings and bike boxes to bring attention to bicyclists navigating the intersection.
- 4 Corner Treatments:**
Provide tighter corners to encourage safer vehicle turns.
- 5 High Visibility Crosswalk:**
Install crosswalks with high-visibility markings to improve pedestrian safety and create more uniform intersections. To enhance visibility at these intersections, assess pedestrian-scale intersection lighting to mitigate visibility challenges due to darkness.
- 6 Road Reconfiguration Evaluation:**
Evaluate Mulberry Street and College Avenue for road reconfiguration feasibility. If feasible, assess bike accommodations for re-allocated space.

Figure 10. Fell Avenue Corridor Project Concept: Mulberry Street to College



Traffic Calming Toolbox

Fell Avenue: North Street to Beaufort Street

1 Roadway Reconfiguration:
Convert the left turn lane, re-purposing space for bikeways, allowing for better mobility for all road users.

2 Curb Bump-Out:
Install curb bump-outs on North Street and reduce curb radii at intersection to promote slower vehicle turns and shorter pedestrian crossing distances.

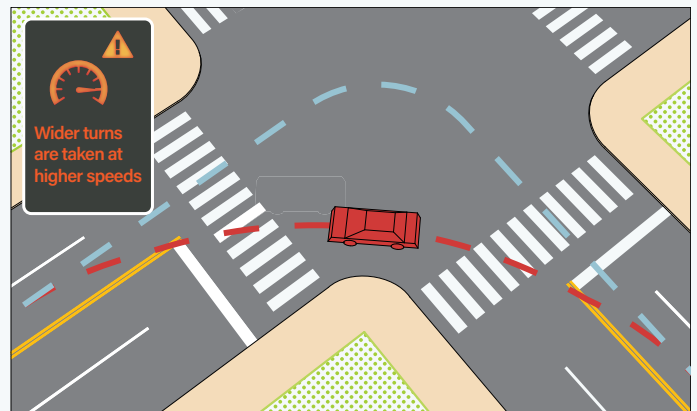
3 Corner Treatments:
Make quick-build paint-and-post corners permanent, reducing pedestrian crossing distance and encouraging slower vehicle turns.

4 Raised Intersection:
Raise the intersection to be flush with the sidewalk, allowing pedestrians to cross at-grade.

5 High Visibility Crosswalk:
Install crosswalks with high-visibility markings to improve pedestrian safety and create more uniform intersections.

6 Left Turn Traffic Calming:
Maintain the rubber speed bumps along the centerline to encourage safe left turns.

Left Turn Without Traffic Calming



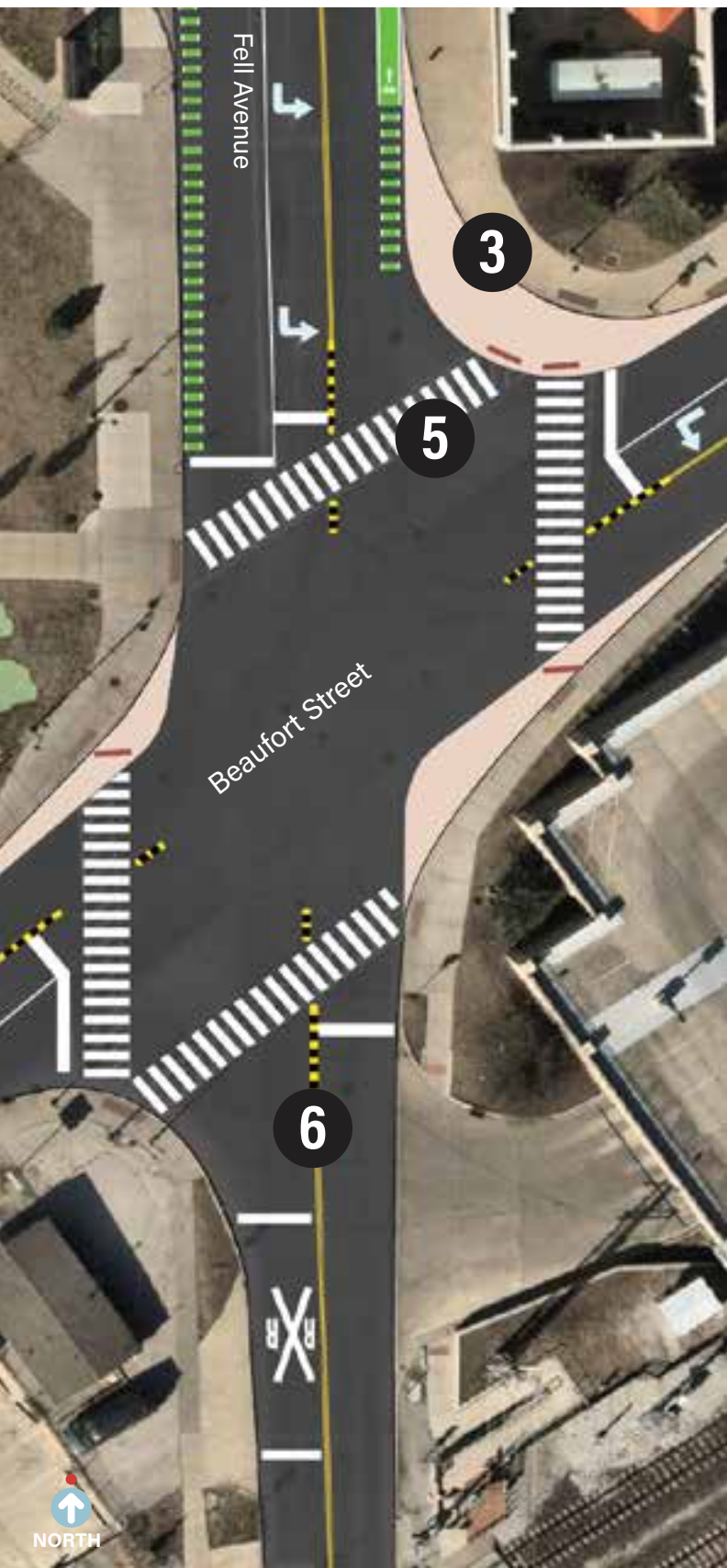
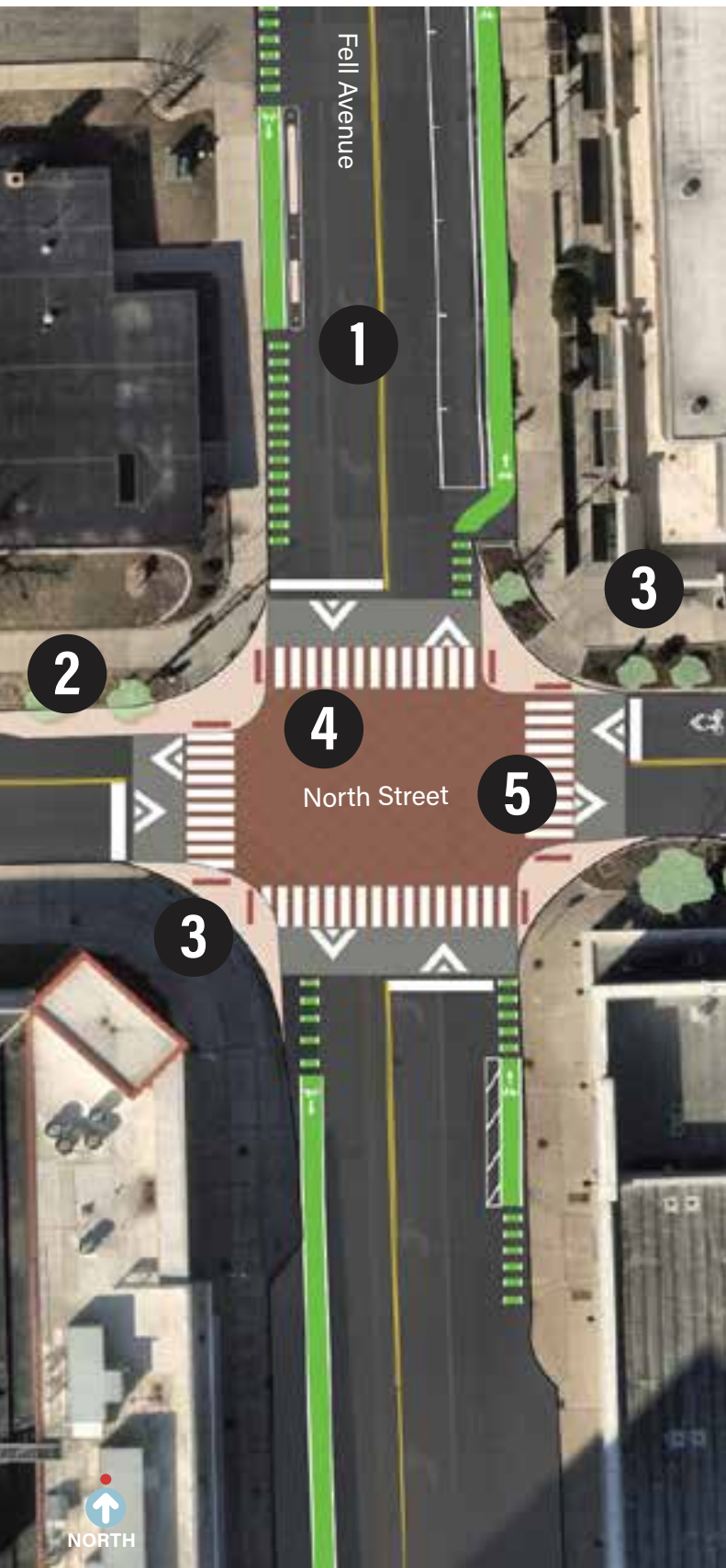
A vehicle taking a wide left turn resulting in an unsafe path.

Left Turn With Traffic Calming



With left turn traffic calm in place along the roadway centerline, a vehicle makes a proper left turn following a safe path.

Figure 11. Fell Avenue Corridor Project Concept: North Street to Beaufort Street



Willow Street at Normal Street and School Street

Willow Street forms the northern edge of the study area east of Main Street while functioning as a minor arterial with steady through-traffic. However, adjacent student housing and campus parking areas generate frequent pedestrian crossings, creating a mismatch between the higher speeds and vehicle volumes and pedestrian crossing demand. Many students emphasized how difficult and frustrating it can be waiting for gaps in traffic to hurry across Willow Street, sometimes on crosswalks that are not marked.

Between 2019 and 2023, 26 crashes occurred on Willow Street at these two intersections, resulting in injuries to at least five people. While only two crashes involved pedestrians, both resulted in injuries, and crash reports cited failure to yield at the School Street stop sign (including a hit and run).

Community members described the Normal Avenue crossing as stressful with free-flowing traffic, while the School Street all-way stop was characterized by congestion, rolling stops, and right-of-way confusion.

Street Typology

Pedestrian Priority

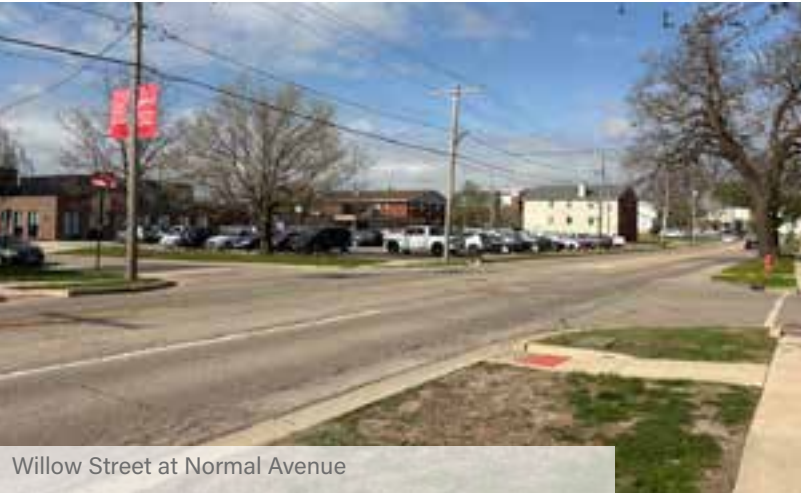
Safety Network Overlap



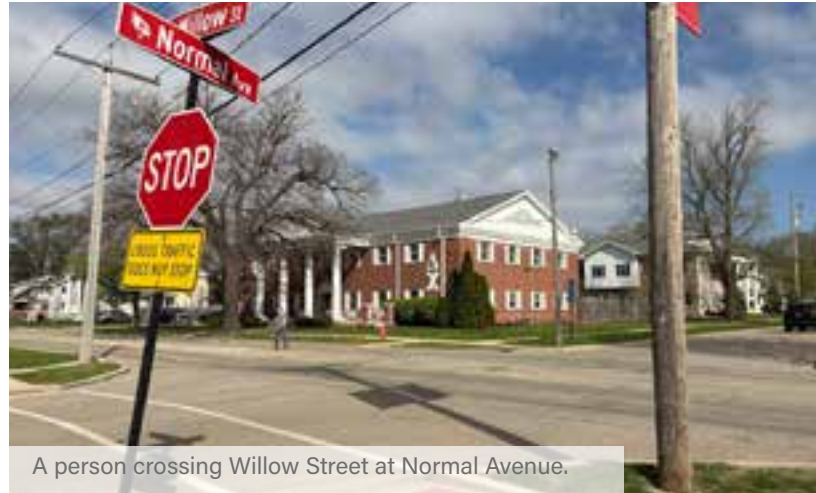
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2023



Willow Street at Normal Avenue



A person crossing Willow Street at Normal Avenue.



Parking on Normal Avenue



Existing crosswalk on School Street at Willow Street.

Community Voices

"Speeding along Willow St. with very few safe crossings. Pedestrians have to just run across street."

"This intersection is SO BUSY!!! Cars zoom by on Willow without regard for the pedestrians (especially during high traffic times like 'rush hour' and game days)."

"Lots of foot traffic and cars speeding through stop signs."

"There are a lot of people crossing the street one these three blocks between Main and Fell. There are no crosswalks, and a lot of traffic, so people crossing here often have to dart across through traffic."

"Many drivers do not yield to pedestrians in crosswalk."

Recommendation

Concept designs at these intersections prioritize more predictable marked crossings, a pedestrian refuge island at Normal Avenue, and curb bump-outs to prevent illegal parking and improve visibility.

Traffic Calming Toolbox

1

Formalized Crosswalk:

Establish uncontrolled crosswalks across Willow Street on the east and west side of the intersection.

2

Rectangular Rapid Flashing Beacon:

Install a solar-powered, pedestrian-activated beacon to bring driver attention to pedestrians crossing the street.

3

High Visibility Crosswalk:

Install crosswalks with high-visibility markings to improve pedestrian safety and create more uniform intersections.

4

Curb Bump-Out:

Construct a curb bump-out on the southeast corner of the intersection to shorten the crosswalk length for pedestrians.

5

Parking Delineation:

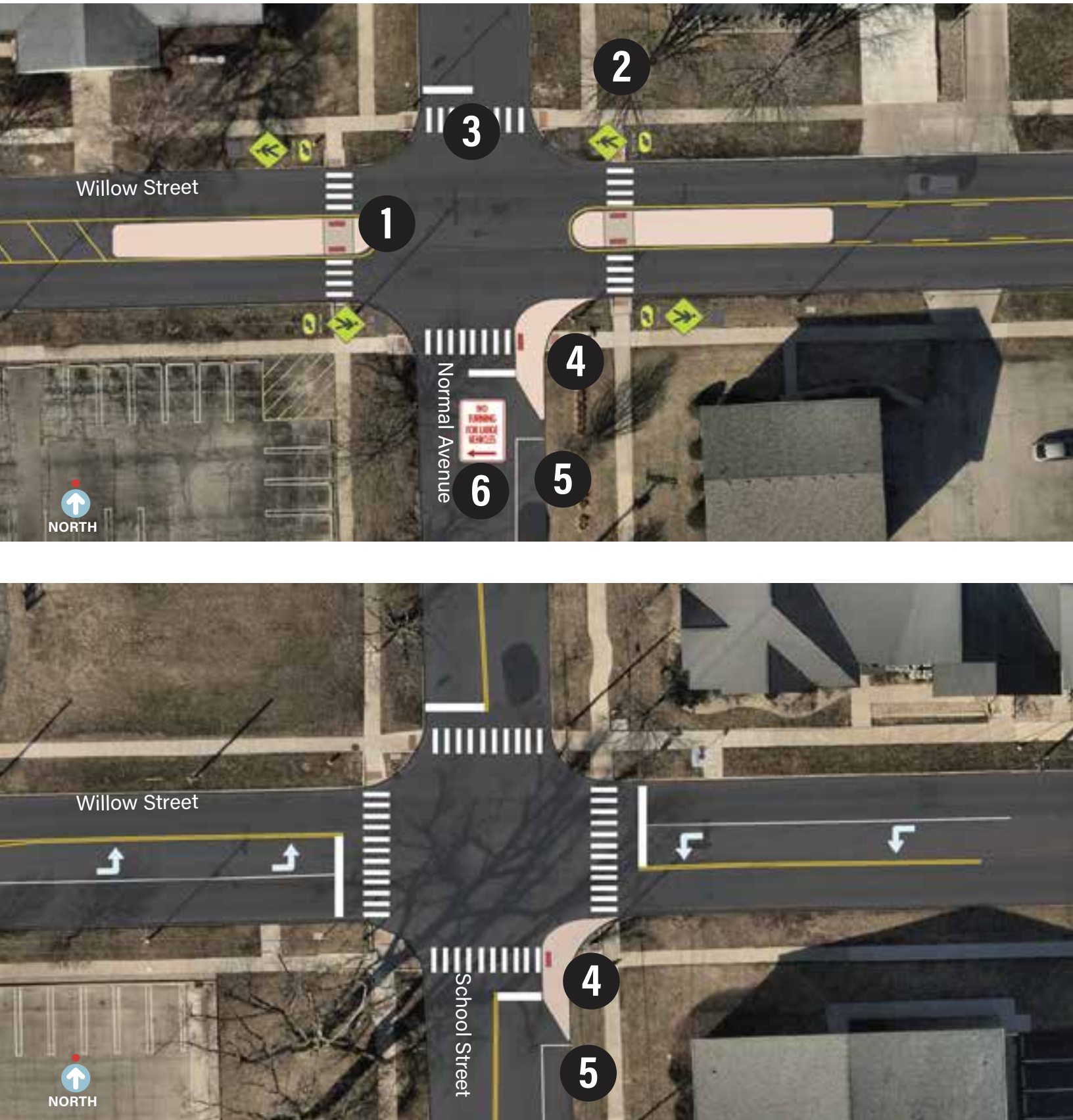
Stripe the on-street parking on the east side of Normal Avenue and School Street.

6

Turn Restriction:

At Normal Avenue, the addition of a pedestrian refuge island would require restricting turns for large vehicles (trucks). Because large vehicles make this turning movement infrequently, the closure would have minimal impacts to traffic compared to significant gains in pedestrian visibility and comfort.

Figure 12. Willow Street Project Concept: Normal Avenue (Top), School Street (Below)



Bikeway Recommendations

Existing Bicycle Network

The existing bicycle network in the study area primarily consists of shared use paths and a minimal network of on-street bike routes. Central to the bike network is the Constitution Trail, a network of sidewalks and shared use paths which run through Uptown Normal and Illinois State's campus (and connect to other Bloomington-Normal destinations). On-street bike routes are limited to shared lane markings, many of which have faded and are not visible.

The Constitution Trail's design characteristics vary from separated paths to shared sidewalks adjacent to the curb. In some locations including but not limited to Beaufort Street and University Street, sidewalks are narrower than standard path widths of 10 feet, which can cause congestion and conflicts on busy sidewalks.



Constitution Trail north of Uptown Normal

The Town of Normal's 2020 Bicycle + Pedestrian Master Plan Update recommends several improvements to enhance the safety, accessibility, and connectivity of the bicycle network. Recommendations from the plan include the expansion of the Constitution Trail and the addition of on-street bike lanes and shared lane markings to improve connections between campus and surrounding areas.

All Ages + Abilities

Network Recommendations

The network within this plan builds on the Town's Bicycle + Pedestrian Master Plan Update within the PRCSI study area and is intended for 'All Ages + Abilities' – this means that routes are low-stress, safe, and comfortable for bicyclists of all confidence levels, not just the boldest. This can be achieved through designing bicycle facilities that are either separated or protected from vehicle traffic or applying tools that slow speeds and manage vehicle volumes where



Constitution Trail east of Tri-Towers between G82 and S81 parking lots

bicyclists share street space. No matter the bikeway type, an All Ages + Abilities Network provides safety improvements at intersections and crossings to minimize conflicts.

Network Priorities

Informed by community engagement, the following priorities guided network recommendations:

- Connections between on-campus and off-campus housing
- Existing bike routes with opportunities to be enhanced
- Low-speed, low-volume streets with limited turns and safe crossings at major streets

Design Guidance

The appropriate facility type for each route segment was identified using the National Association of City Transportation Officials' (NACTO) 2025 Urban Bikeway Design Guide All Ages + Abilities guidance. This guidance

considers the street's speed limit and traffic volumes to determine the most appropriate bike facility. Where an All Ages + Abilities bikeway could not be installed on a route due to lack of available right-of-way or other constraints, another route was selected.

The bikeway recommendations leverage the Town's existing bicycle network and low-speed, low-volume local streets, prioritizing lower-effort opportunities, such as upgrading existing bike facilities or installing facilities that require minimal infrastructure, such as bike boulevards. These are complemented by off-street or protected bike lanes along wider and busier roads, which may require safety improvements, such as reallocating existing street space, as a precursor to bike infrastructure. While these projects are high effort, they provide the greatest degree of comfort and safety for bicyclists.

Key Community Concerns

Over the course of community engagement, several themes emerged related to the safety and comfort of biking in the area.

On campus, community members are concerned about shared off-street spaces that are often narrow and crowded for pedestrians and bicyclists.

Meanwhile, there is a lack of safe, delineated on-street spaces for bicyclists. Among those who bike or use other personal transportation devices, over 40 percent reported feeling very unsafe or unsafe navigating the campus area.

Community members have expressed a desire for more bicycle infrastructure, including protected bike lanes and safer crossings.

On campus, community members have also suggested upgrades to shared used paths and trails that clearly define where people walking and biking should travel, such as striping, signage, and buffer zones that reduce close encounters between different users.



Shared use path on Gregory Street in Normal, Illinois



Bike boulevard on East Avenue in Oak Park, Illinois



Shared street on Argyle Street in Chicago, Illinois

Protected Bikeways

Bike facilities that are separated or physically protected from vehicular traffic. This includes trails, shared use paths, and protected bike lanes.

On-Street Bikeways

Bike facilities that are not separated or physically protected from vehicular traffic. This includes striped bike lanes, advisory bike lanes, or bicycle boulevards.

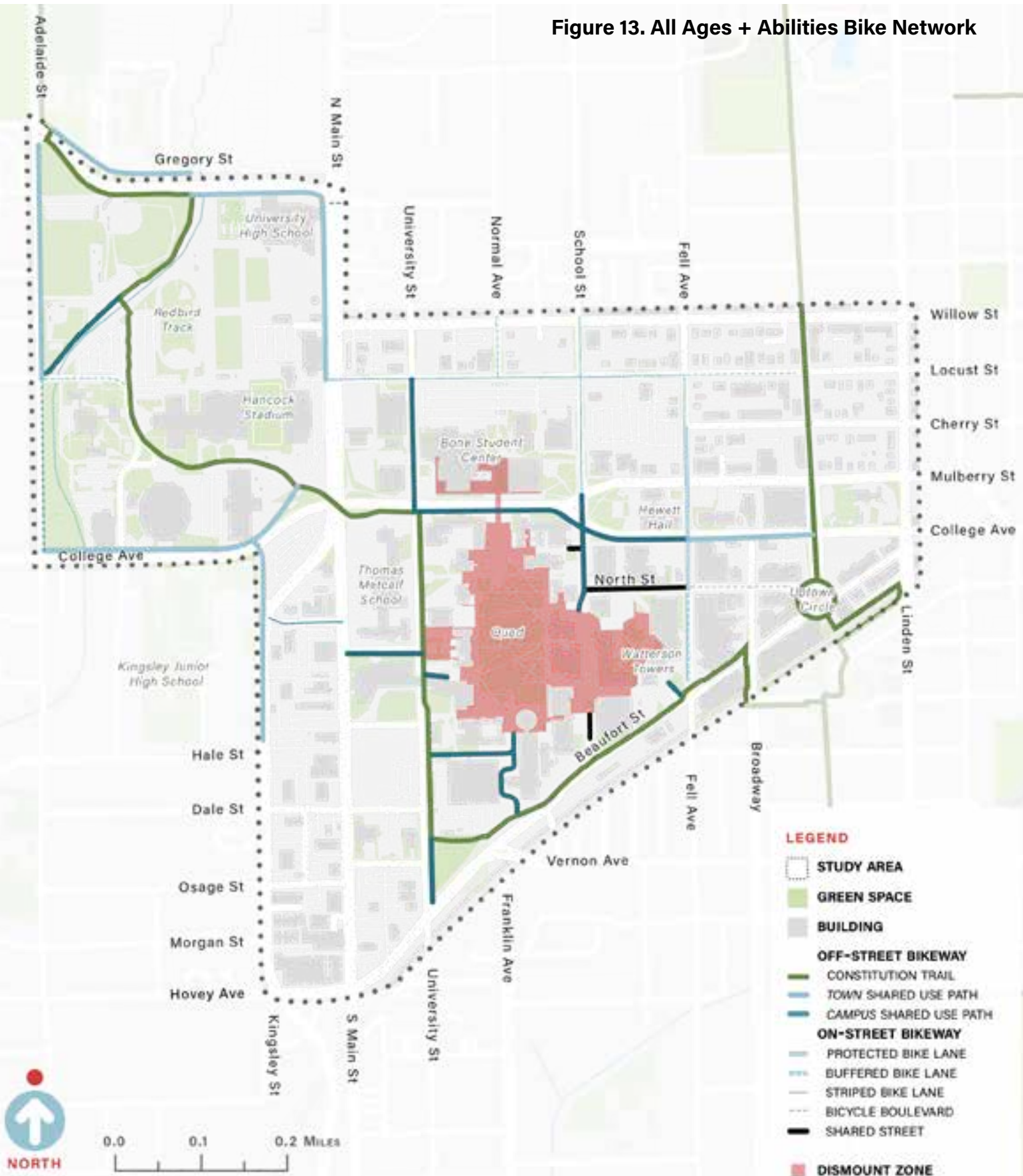
Shared Streets

Streets where people walking, biking, or driving share the same space. Also called a “woonerf”, the streets are designed to encourage very slow vehicle speeds and often support shared public use.

Table 1: All Ages + Abilities NACTO Design Guidance

Bikeway	Target Motor Vehicle Speed	Motor Vehicle Volume per Day	Motor Vehicle Volume per Hour in Peak Direction
Protected Bikeway	Any	Any	Any
Shared Street	≤ 10 mph	≤ 1,000	≤ 60
Bicycle Boulevard	≤ 20 mph	≤ 500 - 2,000	≤ 50 - 150
Advisory Bike Lane	≤ 20 mph	≤ 500 - 2,000	≤ 50 - 150
Striped Bike Lane	≤ 20 mph	≤ 1,500 - 3,000	≤ 300
Buffered Bike Lane	≤ 25 mph	≤ 6,000	≤ 600

Figure 13. All Ages + Abilities Bike Network



The PRCSI study area with All Ages + Abilities Network bikeways and dismount zone.

Imagining the Future of Shared Use Paths

The Constitution Trail forms the backbone of Illinois State's and Uptown Normal's existing bicycle network. The trail is used by a wide variety of community members and visitors, making it essential for it to be easy to identify and navigate.



Segment of Constitution Trail with asphalt and crushed gravel shoulders in Normal, Illinois



A bicyclist on a striped bi-directional bike lane which is between parked cars and brick pavers along a sidewalk at University of Illinois in Urbana-Champaign, Illinois



Conflict point at Ball State University (Photo/Google Street View)

In Town + Constitution Trail

In the future, the Constitution Trail and shared use paths in the Town of Normal should follow a consistent design through the study area, mirroring existing asphalt paths such as the Constitution Trail north of Uptown Normal or Gregory Street west of Adelaide Street.

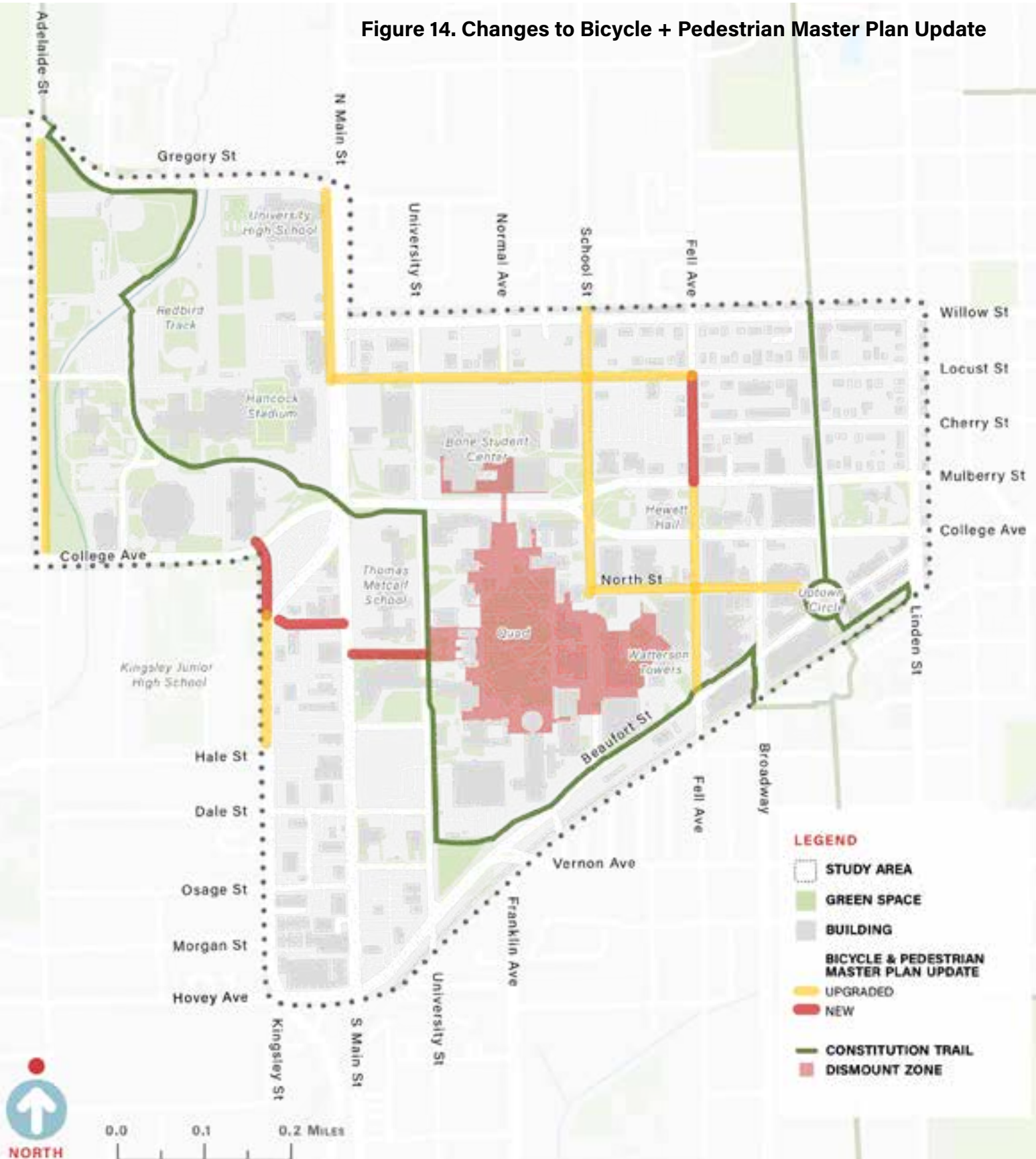
On Campus

Campus shared use paths should be distinct from Town paths, visually identifying when you are on or off campus. Materials may include paint, concrete and/or pavers with a unified and consistent design. On higher volume paths, mixed materials, textures, and colors should be used to clearly demarcate where different users should travel to reduce conflicts between pedestrians and bicyclists or other mobility users.

Conflict Points

At driveways, curb cuts, intersections, or other conflict points, new materials, patterns, or colors should be used to draw attention to Trail and road users and to signal potential conflict or interruption in movement.

Figure 14. Changes to Bicycle + Pedestrian Master Plan Update



The PRCSI study area with dismount zone and changes to the Bicycle + Pedestrian Master Plan Update per the All Ages + Abilities Network.

Main Street Underpass

The pedestrian underpass beneath the Main Street and College Avenue intersection is a critical gateway between the eastern and western halves of Illinois State's campus. There are no sidewalks or crosswalks at street level, so the underpass is the only way to cross the intersection without a vehicle. Additionally, the underpass forms part of the Constitution Trail, so it is common to see people on foot or bike using and sharing this space together.

For the most part, people are able to navigate the underpass without major issues. However, some community members have reported awkward or potentially dangerous conflicts when people on bikes or other devices approach the underpass at high speeds – sidewalks ramp down toward the underpass at a relatively steep grade, making it easy and quick to pick up

speed, and visibility into the underpass while approaching can make it challenging to see oncoming pedestrians or other wheeled users, especially in the daylight.

At other universities with similar types of underpasses where bikes or scooters are popular ways to get around, pavement markings indicating appropriate spaces for different users have been effective at managing traffic and mitigating potential conflicts. Creative and inviting lighting strategies can make facilities like these feel safer and more comfortable, while signage and wayfinding can make them easier to navigate. As active transportation continues to become more prominent in Uptown Normal and Illinois State's campus, similar pavement marking strategies may help keep people safe and encourage more community members to consider choosing these options as well.

Underpasses on Peer Campuses

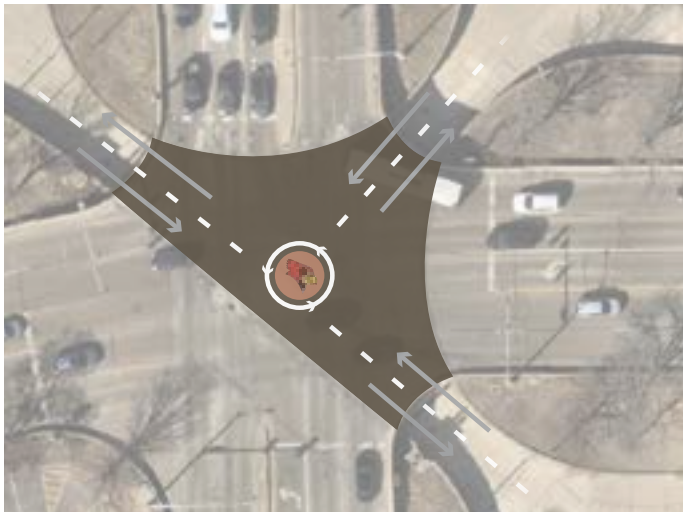
University of Colorado

In Boulder, Colorado, many pedestrian underpasses are available near the University. Given the volume of active transportation users, Boulder used paint to designate space for pedestrians and bicyclists. Downlighting is provided near the entrances and through the underpass.



30th Street and Colorado Avenue underpasses (Photo/City of Boulder, Colorado)

Figure 15. Underpass Alternatives



Concept 1

Pavement Markings:

Dashed pavement markings designed to signal to pedestrians and bicyclists to keep right when entering and traveling through the underpass.

Painted Mini-Roundabout:

A decorative, circular mural to mimic a roundabout and foster community identity.

Improved Lighting:

Enhanced lighting features, such as downlighting or decorative lighting, to improve the safety, comfort, and visual transition of the underpass.



Concept 2

Bi-Directional Bike Lanes:

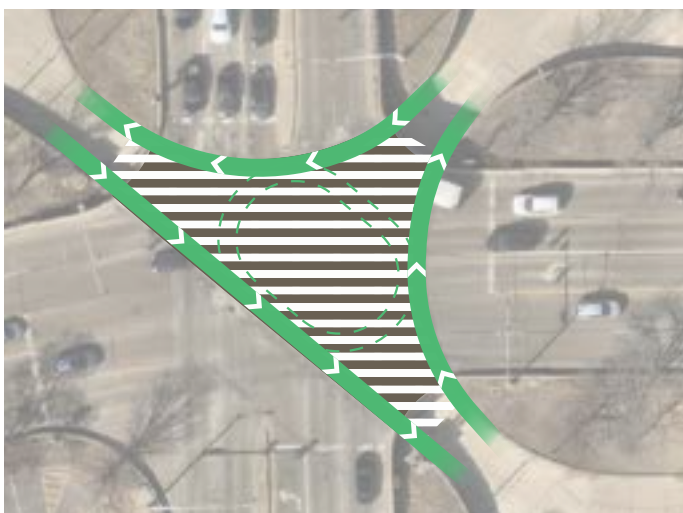
Designated spaces for bicyclists, separating riders from pedestrians

Crosswalk Striping:

Crosswalk striping to indicate where bicyclists and pedestrians need to exercise extra caution.

Improved Lighting:

Enhanced lighting features to improve the safety, comfort, and visual transition of the underpass.



Concept 3

Bicycle Lanes:

Designated spaces for bicyclists, separating riders from pedestrians

Crosswalk Striping:

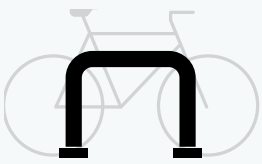
Crosswalk striping denote space where pedestrians have right of way.

Improved Lighting:

Enhanced lighting features to improve the safety, comfort, and visual transition of the underpass.

Bike Parking Recommendations

High quality bike parking is an essential part of the bicycle network and creating a bicycle-friendly community, allowing bicyclists convenient and secure locations to park their bikes. Below are standards that should be used as bike racks are replaced or installed:



Recommended: Inverted U-Rack

Highly flexible, accessible, and secure bicycle rack which can accommodate mobility devices of varying shapes and sizes. The Inverted U-Rack is part of the facilities standards for the University.



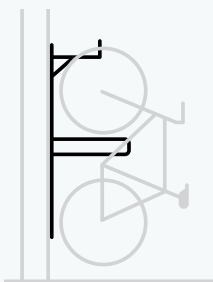
Accepted: Post + Ring Rack

Highly flexible and secure bicycle rack but may present issues with larger or non-traditional bikes.



Staggered Wheelwell-Secure Rack

This high-capacity rack consists of two-wheel wells allowing for secure locking but may present issues with certain bicycle types and thus should be supplemented with recommended standard racks.



Vertical Rack

Very high-density option where bicycles are stored vertically. This rack type presents significant issues regarding accessibility and ease of use.

Design Focus

- Installation should follow the Association of Pedestrian and Bicycle Professionals (APBP) guidance³
- Maintain a minimum 36" spacing between racks

Design Focus

- Installation should follow APBP guidance
- Maintain a minimum 36" spacing between racks

Design Focus

- Installation should follow APBP guidance
- In areas with limited clearance, consider Wheelwell-Secure Racks.

Design Focus

- Installation should follow APBP guidance

Dismount Zone Access Points

In 2023, Illinois State University implemented dismount zones for bicycles, skateboards, scooters, and other personal transportation devices.⁴ To support dismount zone signage and messaging, it is recommended that Illinois State establish bike “access points” at key entrances to the dismount zone.

The dismount zone access points should make it easy and obvious to park or dismount a bicycle or device. Strategically placing high quality, secure bike and scooter parking for riders along the perimeter of the dismount zone can help reinforce dismounting behavior, making it feel less burdensome by providing amenities that improve overall micromobility on campus.

The dismount zone access points should consist of secure high-capacity bike parking, e-device charging stations, bike repair stations, and other amenities.



A conceptual drawing of a Dismount Zone Access Point with covered bike parking and a bike repair station.

Education + Programming

Dismount Zones

Since the adoption of *University Policy 5.1.8 Bikes, Skateboards, Scooters, and other Recreation and Transportation Devices* that established dismount zones in 2023, Illinois State University's Facilities Services and Safe Redbirds Ambassadors have worked to bring attention to dismount zones. Signs and ground markings have been installed at dismount zone entrances. Over the course of this study, additional decals were installed reminding riders to walk their personal transportation devices. Dismount zone resources, including a map, are available on the Safe Redbirds App. While compliance with dismount zones has anecdotally remained low, additional educational outreach efforts have modestly improved

compliance with traffic safety rules overall.

In Phase I, survey respondents who reported non-compliance with campus dismount zones shared what changes might encourage better adherence. The top five recurring themes from their responses are listed below:

1. Dedicated Bike Lanes and Infrastructure
2. Increased Enforcement and Consequences
3. Improved Signage and Awareness
4. Rethink or Modify Dismount Zones
5. Reasonable Alternative Routes

Dedicated Bike Lanes and Infrastructure are addressed in the Bikeways Recommendations section.

Illinois State has implemented several



A person walking their bike next to a Dismount Zone sign.

educational campaigns designed to increase student compliance with campus rules and traffic safety laws, including bringing attention to dismount zones.⁵ This has included posting signage, promoting at student events such as Redbird Resource Fair and Festival ISU, informing incoming students during Preview campus tours, conducting dismount zone observations and calling out non-compliance at the beginning of the academic year, Safe Redbird Ambassador observations and educational outreach throughout the academic year, and collecting reports of non-compliance or safety concerns.

Campus officials noted that students were most responsive to direct outreach via conversations because during these conversations it was possible to explain why dismount zones exist and why they are important, as many students

were unaware of their history and purpose. By spreading awareness that reckless riding has led to past harms and even loss of life for community members, these efforts have resulted in modest behavioral improvements in the short term, although consistent outreach is necessary to familiarize incoming students with traffic and pedestrian safety rules.

The Illinois State campus has made strong efforts to identify dismount zones through signage and ground markings, along with outreach and education. **Illinois State should continue to provide clear and consistent messaging across a variety of channels to reinforce importance and purpose of the dismount zones.** For example, videos can regularly be used on social media throughout the academic year with “Walk Your Wheels” messaging. Dismount zone education can also



Safe Redbirds Ambassador speaking with students.

be embedded into new student orientation or through partnerships with student organizations, coinciding with the start of each semester and warming weather in the spring.

Distracted Walking/Driving Education + Campaigns

Phase I engagement findings consistently revealed distracted behaviors among drivers, bicyclists, and pedestrians as a major contributor to unsafe conditions. In Phase II, some respondents expressed frustration with pedestrian behavior, specifically students crossing against signals, jaywalking, or walking while distracted by their phones.

While research on the safety impacts of distracted walking is in its infancy, distracted walking has become a safety concern on college campuses, including Illinois State. At the same time, distracted driving continues to be a serious safety concern. The Go:Safe McLean County Safety Action Plan names “Distracted Drivers” as one of the top three factors in traffic crashes resulting in serious injury or death in urban areas.⁶ While driving remains the primary mode of transportation for the majority of the campus community, drivers, at some point within their commute, become a pedestrian. Ongoing concerns about distracted behaviors highlight the need for a shared culture of safety, where everyone takes collective responsibility. Illinois State has implemented educational campaigns designed to increase student compliance with campus rules and traffic safety laws, including distracted walking. The

campaigns consist of spreading basic awareness of traffic safety rules through signage, flyers, and conversation. **Illinois State should continue its distracted walking campaign, adding distracted driving to the initiative for an all-encompassing pedestrian and roadway safety campaign.** The campaign should use a variety of interventions, which could include signage, social media, and peer-to-peer education.

Conducting outreach at the start of each semester can help reinforce more attentive behavior among pedestrians as students return to campus while also educating drivers to pay more attention to pedestrians. Using campaigns with targeted messaging over a one-to-two-week period has been found to be more effective at changing behavior than using messaging over a prolonged period, where it may become diffuse. Peer-to-peer education has also been found to be more effective at encouraging behavior change than more passive education.

An all-encompassing pedestrian and roadway safety campaign should follow similar branding and messaging throughout distinct messages. The Town of Normal and Illinois State should continue their Pedestrian and Roadway Campus Safety Initiative partnership and provide education and awareness on any installed roadway treatments near campus.

The Redbird Wave

In 2023, Illinois State launched its “Walk Your Wheels” campaign, with Reggie Redbird’s help, to promote Dismount Zone compliance in high-activity campus areas. Building on that effort, the “Redbird Wave” introduces a simple, visible gesture that encourages connection between drivers, riders, and pedestrians—reinforcing attentiveness, mutual awareness, and a shared commitment to a positive culture of safety.

The Redbird Wave is about making safety more human and more visible. On a busy campus where thousands of people move through shared spaces every day, small moments of acknowledgment can reduce uncertainty and help people better anticipate each other’s actions.

A driver who stops for someone in a crosswalk might give a quick wave to signal it’s safe to



Reggie Redbird walking a bike (Photo/Illinois State University)

go. A pedestrian might return the gesture to acknowledge the driver’s action. These small exchanges don’t take more than a second, but they can meaningfully improve predictability and reduce stress for everyone involved. While physical improvements like traffic calming play a critical role, they work best when paired with a culture that centers awareness and respect.

Safety Campaigns on Peer Campuses

Washington State University

In 2019, WSU launched the Heads Up Cougs Pedestrian Safety Awareness Campaign. The campaign is geared towards both distracted walking and distracted driving.⁷

Florida State University

In 2024, FSU launched its Heads Up, Florida State pedestrian safety campaign. The FSU Police Department collaborated with the Division of Student Affairs and the Student Government Association on the campaign which includes social media videos, signage, and roadway treatments (raised crosswalks, speed tables, and speed detection).⁸

Policy

Right-Turn-On-Red Restrictions

Turning vehicles increase the risk of conflict with pedestrians due to blind spots created by vehicle frames and the need for the driver to pay attention to multiple directions at once. Given the high volume of drivers and pedestrians on Illinois State's campus, minimizing conflicts between road users should be a priority. The Town should adopt right-turn-on red (RTOR) restrictions at signalized intersections in the study area to minimize conflicts between pedestrians and turning vehicles. Where feasible, pair RTORs with leading pedestrian intervals, which allow pedestrians to begin crossing before vehicles are given the green to turn, reducing delays for everyone.

Speed Limit Setting

The Town of Normal has set a speed limit of 30 mph, unless otherwise posted. This speed limit is largely present across the Illinois State campus, which encourages relatively high vehicle speeds through an area with larger volumes of pedestrians and bicyclists. Lowering speed limits to 25 mph or 20 mph on or adjacent to campuses is common practice across many peer college towns.

The Town of Normal, with Illinois State University, should evaluate speed limits on and around campus and align them with street typologies: 20 mph along Pedestrian Priority, Uptown Center, and Neighborhood Streets.

Lower vehicle speeds allow motorists more time to react to potential conflicts and reduce the risk of serious injury in the event of a crash. A pedestrian struck by a vehicle going 30 mph

Speed Limits on Peer Campuses

University of Illinois Urbana Champaign (UIUC)

In 2002, the cities of Champaign and Urbana established a new University District at UIUC, allowing for a reduction of the posted speed limit in the district from 30 mph to 25 mph following a pedestrian fatality.

Ball State University

In Muncie, Indiana, speed limits were reduced from 30 mph to 20 mph in 2017 along several city streets running through the Ball State University Campus with the goal of improving student safety.

faces a 55 percent likelihood of survival compared to a 95 percent chance of survival for vehicles going 20 mph.⁹ Safer speeds also lead to calmer and more comfortable street environments that make walking, biking, and enjoying time outside more pleasant. Setting speed limits that better fit street contexts supports safer and more comfortable travel for community members.

Crosswalk Standards

Crosswalk markings across the study area are inconsistent. Some use high-visibility ladder style markings, some use parallel stripes, and some locations are unmarked entirely.

The Town should evaluate all crosswalks in the study area for the need of high visibility crosswalks. At locations with high pedestrian volumes, crossings should include high-visibility continental markings, ADA-compliant curb

ramps and tactile markings, advanced stop bars at signalized intersections, and appropriate treatments for midblock crossings.

High-visibility continental and ladder crosswalk markings are preferred to standard parallel markings.

Finally, all new crosswalk signals should be equipped with accessible pedestrian signals (APS) with audible beacons for low vision and blind pedestrians.

Continental Crosswalk



Ladder Crosswalk



Parallel Markings



Whose Turn Is It Anyway?!



Over the course of this project, community members frequently engaged the project team to clarify who has the right-of-way at intersections. **At crosswalks without traffic signals, the answer is simple: it's the pedestrian's turn to cross.** Under Illinois law, drivers must slow down or stop and yield to people in a crosswalk or close enough to be at risk. It is also illegal to pass other vehicles that have stopped for a pedestrian.¹⁰

Of course, pedestrians also have a role to play: people on foot are required to cross the street within crosswalks and avoid stepping suddenly into traffic when a car is too close to stop safely. **Street safety is everyone's responsibility.**

Still, the intent of the law is simple: crosswalks are designed to prioritize people walking. They shouldn't require waiting for a gap in traffic or relying on sympathetic drivers to wave you through. Predictable behavior from both drivers and pedestrians makes crossings safer and more comfortable for everyone.



E-Bikes, E-Devices, and the Road Ahead

Electric bicycles and other small electric mobility devices are becoming increasingly common across Normal's streets and sidewalks, on the Constitution Trail, and in neighborhoods near campus. These devices play an important role in expanding transportation choices, particularly for short trips and connections to Illinois State and Uptown. At the same time, they can pose challenges as policy, infrastructure, and systems adapt to their growing presence.

Today, the Town allows e-bikes on streets and the Constitution Trail, while other devices such as e-scooters and one-wheels are currently restricted or prohibited in most public spaces.¹¹

Not All "E-Bikes" Are the Same

Under Illinois law, e-bikes are already clearly defined and regulated. They must have operable pedals, a motor of 750 watts or less, and fall into one of three classes with maximum speeds that are capped at either 20 or 28 mph.

In practice, however, the term "e-bikes" is often used to describe a much broader range of devices, including higher-powered vehicles that exceed these limits and operate more like small motorcycles. These devices—sometimes referred to as "e-motos"—can reach 30 to 45 mph without pedaling and fall outside Illinois' current e-bike definition, even though they're commonly marketed as e-bikes.

This can also create confusion for everyone: riders, drivers, and even enforcement. As a result, legal e-bikes that are used safely and as intended often get swept up in concerns that may really be about more dangerous, less regulated devices.

What's Changing? (And Why It Matters)

New statewide legislation (SB 3484) introduces a clearer framework for electric mobility devices by better aligning rules with how devices operate.¹²

- Low-speed e-bikes (≤ 750 watts, ≤ 28 mph) will remain classified as bicycles and continue to follow bicycle rules. Riders must be at least 15 years old to operate Class 1 and Class 2 e-bikes, and 16 years old to operate Class 3 e-bikes.
- Riders of e-motos capable of traveling over 28 mph will be required to have a driver's license, title, registration, and insurance beginning on January 1, 2027.
- A new category of "electric micromobility devices" captures items like e-scooters, skateboards, and unicycles that operate at speeds up to 28 mph. These electric micromobility devices may be legally operated on any highway, street, roadway, bicycle lane, or bicycle path in Illinois (riding on sidewalks is prohibited).

Table 2: Illinois E-Device Classifications

Category		Secondary Category	Maximum Speed (mph)	User Input	Minimum Age
E-Bikes		Class 1	20	Pedal Assist	15
		Class 2	20	Pedal Assist or Throttle	15
		Class 3	28	Pedal Assist	16
Electric Micromobility Devices		Scooters, One Wheels, Skate boards, etc.	28	Any	16
E-Motos		Class 3	>28	Any	16 + License
<i>*License, registration, and insurance required beginning January 1, 2027</i>					



CHAPTER

03

Implementing Safety: Our Next Steps

Bringing recommendations from the PRC SI to life will require careful and coordinated efforts from Illinois State and the Town of Normal. Implementation can occur through several key avenues, including:

- Estimating the cost of safety improvements to identify and plan for short-term, mid-term, and long-term investments
- Pursuing grants and external funding
- Operationalizing improvements into programmed work and processes, including road work and new development
- Leveraging quick-build projects to refine and make permanent improvements
- Enhance partnerships with key stakeholders to support implementation
- Provide consistent, clear messaging about traffic calming and road safety
- Raise awareness for the dangers of distracted travel (including driving and walking) and speeding
- Cultivate a culture of safety throughout Illinois State and the Town of Normal, encouraging safe behaviors and positive, respectful interactions between pedestrians, riders, and drivers.
- Remain up to date with statewide policies impacting street design and vehicle policy, including potential changes to policies impacting e-devices
- Educate and inform riders of policies and laws that impact or limit areas where personal transportation devices can be operated



Town Public Works Director speaks with community member.



Illinois State Environmental Health and Safety Director speaks with reporter.

Estimated Costs

The safety improvements with the plan will provide significant short- to long-term benefits; however, initial costs are required to make physical recommendations come to life. The cost to construct Safety Locations are estimated below. The costs are planning-level estimates based on IDOT 2025 pricing for material and construction (earth excavation, signage and mounting, and asphalt) with a 15 percent contingency fee. Planning-level costs are not tailored to field constraints, utility conflicts, or contractor pricing, which may significantly affect cited costs.

Table 3: Planning-level Estimated Construction Costs

Safety Location	Estimated Construction Cost
School Street at College Avenue and Mulberry Street	\$1,910,000
University Street from Beaufort Street to Willow Street	\$7,650,000
Adelaide Street + Gregory Street (including roadway east to Duffy Bass Field)	\$2,270,000
Fell Avenue from Mulberry Street to Beaufort Street	\$3,200,000
Willow Street at Normal Avenue and School Street	\$380,000

Making It Happen

Grants

Illinois State and the Town of Normal can leverage federal, state, and regional funding opportunities to implement pedestrian and bicycle infrastructure. Depending on the program, Illinois State may apply for funding directly or partner with the Town of Normal, McLean County, or IDOT to access funding opportunities. The Town actively applies for grant funding and should continue to accommodate time for pre-planning and strategically match projects to potential grant opportunities. Table 3 summarizes grant opportunities organized by locally-, state-, or federally-administered funding.

Partnerships

The Town of Normal has built strong partnerships with local agencies, institutions, and organizations. The Town closely coordinates with McLean County and McLean County Regional Planning Commission. Additionally, the Town values its partnerships with Illinois State and local schools and works closely with trusted partners such as the Friends of the Constitution Trail. These partnerships, among many others, will be important for future grant applications and implementation efforts.

Throughout the PRCSI planning effort, the Town of Normal and Illinois State showcased their strong Town-Gown partnership - a result of intentional and trusting collaboration, cooperation, and leadership. Both the Town and University should continue to maintain their shared commitment to the partnership.



Table 4: Funding and Grant Opportunities

	Source	Applicant	Time Frame	Award Amount	Example Project
Local	Community Development Block Grant (CDBG)	Town	Annual	Varies	Housing and community development activities (sidewalks)
	Surface Transportation Program (STP)	MCRPC Transportation Improvement Program	Ongoing	Varies	Bicycle and pedestrian barrier elimination, corridor-level safety improvements
	Illinois Transportation Enhancement Program (ITEP)	Local public agency	Bi-annual	\$1,500,000 - \$3,000,000	Bicycle facilities, sidewalks, streetscape improvements, ADA upgrades
State	Safe Routes for School (SRTS)	Local public agency, education organization	Bi-annual	\$2,500- \$250,000	Pedestrian crossing improvements; sidewalks; traffic calming improvements; bicycle facilities
	Illinois Bicycle Path Grant Program	Local public agency	Bi-annual	Up to \$200,000	Public, non-motorized bicycle paths
	Federal Recreational Trail Program	Local public agency, non-profit	Annual	Up to \$200,000	Trail or multi-use path reconstruction or rehabilitation

ITEP Grant

ITEP is a state and federally funded reimbursable program that aligns with the PRCSI recommendations. The grant allocates resources to well planned, smaller scale, but critically important projects that provide and support connected alternate modes of transportation that are safe for all users; enhance the transportation system through preservation of visual and cultural resources; and improve the quality of life for members of the communities impacted.

The review process is merit based, which adds together the application score with a community score (25 percent of the state funds to qualifying projects considered high need). Good candidate projects are shovel ready; support vulnerable road user safety, connectivity, and accessibility; incorporate safety solutions; and include local and/or regional transportation plans.¹³

Table 5: Funding and Grant Opportunities (continued)

	Source	Applicant	Time Frame	Award Amount	Example Project
Federal	Better Utilizing Investments to Leverage Development (BUILD)	Local public agency	Annual	\$5,000,000 - \$25,000,000	Bike facilities, sidewalks, pedestrian improvements, streetscapes, rails-to-trails, rail transportation projects
	Highway Safety Improvement Program (HSIP)	Local public agency	Annual	Dictated by statewide set-asides	Pedestrian crossing improvements, signal upgrades, lighting, speed management
Other	AARP Community Challenge	Local public agency, non-profit	Annual	Up to \$25,000 for demonstration projects; Up to \$15,000 for flagship projects	Bicycle facilities, sidewalks, pedestrian crossing improvements
	National Safety Council Community Traffic Safety Grant	Local public agency, non-profit	Annual	\$50,000 - \$200,000	Projects that address one or more components of the Safe System Approach
	Illinois Commerce Commission Crossing Safety Improvements	Local public agency	Annual	Varies	Safety improvements at highway/rail crossings on local roads and streets
	Bloomberg Philanthropies Asphalt Art	Local public agency	Annual	Up to \$100,000	Temporary street murals; public art installations

Safe Streets + Roads for All (SS4A) Grant

In 2025, the Town of Normal was awarded over \$1 million through the SS4A grant program, administered by the U.S. Department of Transportation (USDOT). The planning and demonstration grant is being used by the Town of Normal to conduct safety studies for four arterial roads in Normal (Raab Road, College Avenue, Hovey Avenue/Beaufort Street, and Linden Street), pilot a traffic calming project, and enhance crossings at 10 locations to evaluate the impacts of various proven safety countermeasures.

In 2026, the Town of Normal applied for an implementation grant through the SS4A grant program to upgrade the University Street corridor per the recommendations in this Plan.

The SS4A program funding falls under the 2021 Infrastructure Investment and Jobs Act (IIJA) and expires on September 30, 2026.¹⁴ The Town should follow the future congressional surface transportation reauthorization as it pursues road safety improvements.

Integrating Into Operations

Many of the PRCSI recommendations can be carried forward by integrating safety improvements into day-to-day operations and projects that are already programmed rather than only waiting for standalone projects. Embedding safety strategies into routine work can help the Town and Illinois State make consistent progress, reduce costs by bundling improvements, and ensure that each year's programmed projects and activities leave streets safer than they were before.

Regularly scheduled resurfacing, rehabilitation, and reconstruction projects provide one of the clearest pathways to implementation. When corridors are restriped or rebuilt, Traffic Calming Toolbox elements can be incorporated – such as roadway right-sizing (reconfiguration), upgraded crossings, curb bump-outs, and bikeway markings – at relatively lower marginal costs when these projects can be incorporated into the overall scope of work. This is especially relevant for corridors like Willow Street, where an upcoming resurfacing project in Summer 2026 provides an opportunity to incorporate concepts from the PRCSI. The Town should coordinate with other utility work in the right-of-way, like water main replacements.

The Town's Community Investment Plan identifies proposed capital projects in the upcoming five-year budget and can look to the PRCSI recommendations.¹⁵

Maintenance

Maintenance operations can also deliver meaningful near-term improvements. Routine activities such as sign replacement, curb ramp repairs, trimming vegetation, refreshing faded bike markings, and repainting crosswalks can help to address common issues like visibility challenges, low yield rates, and unpredictable crossing behavior. Operational updates should also consider maintenance needs for facilities like protected bikeways and high-priority pedestrian routes (e.g., leaf/snow clearing and debris removal) so that new safety investments function as intended year-round.



Department of Public Works staff install striping on Constitution Boulevard.

Planned Partner Projects

The Town can work with Illinois State, developers, and other partners to maximize the gains of the planned development agreements for streetscape and transportation safety enhancements as developments occur throughout the PRCIS study area.

IDOT is currently undertaking an extensive project to reconstruct Main Street/US-51 between Gregory Street in Normal and Olive Street in Bloomington. Impacts will include resurfacing, accessibility improvements, and traffic signal modernization along both northbound Main Street and southbound Kingsley Street through the study area. The project will impact pedestrian and roadway safety in several ways, through intersection changes, fresh pavement markings with narrower travel lanes, new curb ramps, and the addition of buffered bicycle lanes on both streets. The Town has and will continue to coordinate with IDOT.

Planning Efforts

The PRCIS recommendations can be further institutionalized through regional planning and programming. Aligning projects with Illinois State's Master Planning efforts, the Go:Safe McLean County Action Plan update, and the region's Transportation Improvement Program (TIP) can help position concepts for funding, scheduling, and cross-jurisdictional coordination. The Town's recent SS4A Planning and Demonstration grant award creates an immediate mechanism to advance and test the PRCIS tools, with additional implementation funding anticipated through other grant pursuits.

South Campus Housing-Dining Project

In 2022, Illinois State University contracted with Mackey Mitchell Architects and Gilbane Building Company to provide design and pre-construction services for a 900-bed residence hall and a 450-seat dining center on University Street. The design was placed on hold near the completion of design development.

On December 12, 2025, Illinois State's Board of Trustees approved funding to complete design and pre-construction services.

The South Campus Housing and Dining Facility would be located on University Street north of Dale Street, subsuming Hale Street. The additional foot traffic along the corridor will heighten traffic safety risks as new student housing enters construction, increasing activity levels and potential conflicts.

Our Next Steps

The Town and Illinois State are already underway with their next moves including:

- Applied for and secured federal SS4A funding for quick-build projects and corridor studies;
- Applied for additional federal SS4A implementation funding;
- Resurfaced Willow Street (expected 2026)

While most of the recommendations are intended to be implemented over the next decade, the Town, with Illinois State, should prioritize in the next few years to:

- Implement SS4A quick-build projects and corridor studies;
- Secure funding for and implement the School Street, College Avenue and Mulberry Street Safety Location recommendations;
- Continue to embed Safety Location and other recommendations into operations;
- Continue to track grants appropriate to PRCSI recommendations;
- Continue to foster the strong Town-Gown partnership;
- Incorporate traffic calming and safety into transportation messaging and communications;
- Work with the Safe Redbirds Ambassadors to continue to promote campus safety;
- Coordinate with IDOT to support Main Street Underpass improvements using student peer to peer engagement

Potential Future Quick-Build Locations

The project team reviewed intersections feasible for select quick-build treatments and may offer a head start for SS4A quick-build projects:

Tier 1 Locations

- University Street + College Avenue
- Fell Avenue + Mulberry Street
- Linden Street + College Avenue
- Fell Avenue + College Avenue
- Fell Avenue + North Street
- School Street + Willow Street
- Constitution Boulevard + Mulberry Street
- Linden Street + Willow Street
- Adelaide Street + Gregory Street
- Constitution Boulevard + College Avenue
- School Street + North Street
- Constitution Trail + Willow Street
- Normal Avenue + Willow Street
- Linden Street + Beaufort Street

Tier 2 Locations

- University Street + Willow Street
- Constitution Trail + Locust Street
- School Street + Locust Street
- Fell Avenue + Locust Street
- Normal Avenue + Locust Street
- School Street + Beaufort Street
- Broadway + College Avenue

Tier 3 Locations

- Broadway + North Street
- Linden Street + Locust Street
- Linden Street + Cherry Street
- Fell Avenue + Cherry Street



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