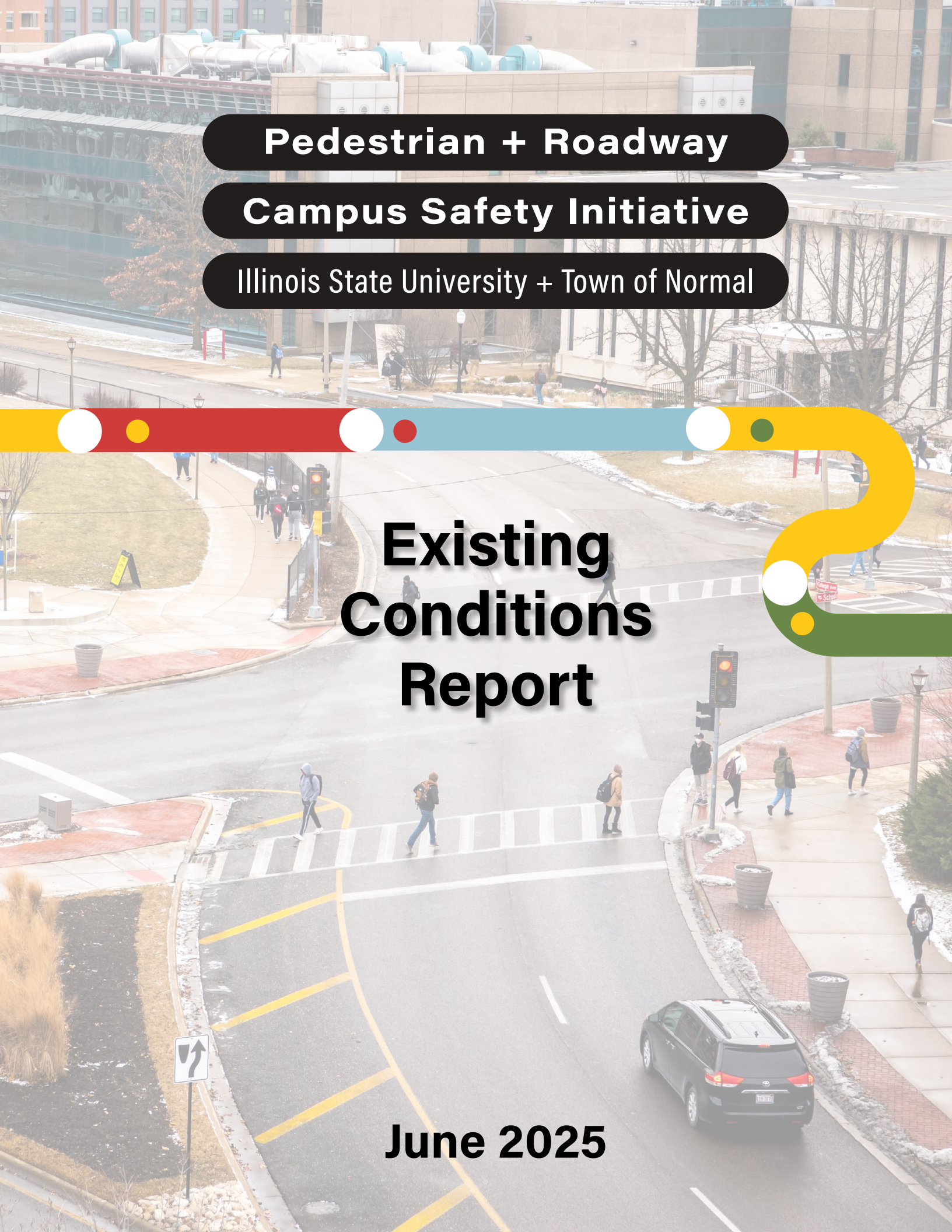




Pedestrian + Roadway

Campus Safety Initiative

Illinois State University + Town of Normal

**Existing
Conditions
Report**

June 2025

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TYLin

Prepared for the Town of Normal and Illinois State University by TYLin, Chicago, IL



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All photographs are property of TYLin unless otherwise noted.

Introduction

Illinois State University and the Town of Normal partnered to develop the **Pedestrian + Roadway Campus Safety Initiative**, a comprehensive effort to enhance transportation safety for all who live, work and travel through the Illinois State University campus and surrounding areas. The study area is home to Illinois State University, primary and secondary schools, the Constitution Trail, and the Uptown Normal central business district.

Illinois State University serves over 20,000 students and employs over 3,500 people. With campus housing at full capacity, nearly 7,000 students live on-campus and much of the remaining student body lives within the study area or nearby. In addition to the University, the study area holds Thomas Metcalf School, Kingsley Junior High School, and University High School, collectively serving over 1,800 students. Meanwhile, Uptown Normal is host to a vibrant town center with shops, restaurants, venues, and the multi-modal hub, Uptown Station.

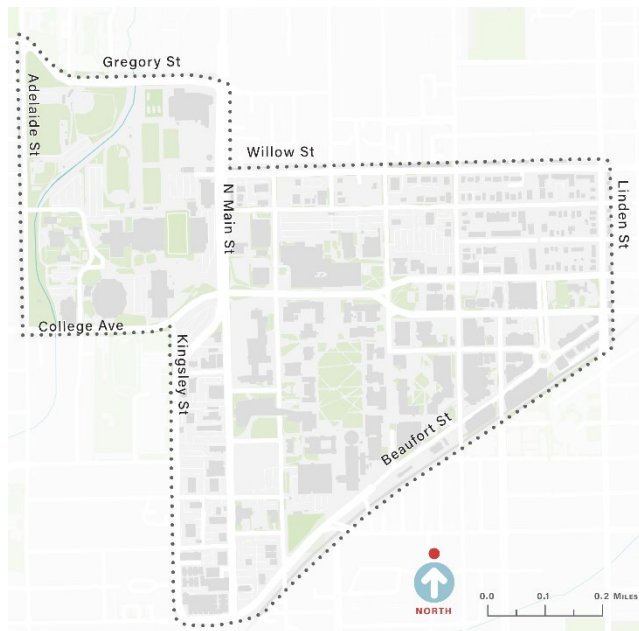
While much of the community drives to, through, and around campus, there is a strong contingent of the student and employee body who get around by walking, biking, or using recreational and personal transportation devices. However, recent crashes and increasing transportation safety concerns have created a call to action to improve the safety and comfort of road users, particularly pedestrians. In November 2021, an Illinois State graduate student, Danielle Fairchild, was struck and killed by a motorist while crossing College Avenue at Kingsley Street. In September 2022, an Illinois State administrator, Dr. Adam Peck, was struck and killed by an e-bike while walking in the In-Exchange, a vacant portion of School Street that was converted into an educational and sculptural environment.

The Town of Normal received a grant from the Illinois Department of Transportation to study traffic safety around the Illinois State University campus and nearby Constitution Trail. In collaboration with Illinois State, the Pedestrian + Roadway Campus Safety Initiative will introduce and recommend data-driven, innovative solutions to improve pedestrian and roadway safety. The initiative follows a community-centered approach to reach its goal of developing a safe, accessible, and comfortable environment for walking, bicycling, using personal transportation devices, taking transit, or driving.

The **Pedestrian + Roadway Campus Safety Initiative** focuses on several key themes:

- **Proactive Planning and Evaluation:** Using data-driven strategies and innovative traffic solutions to prioritize pedestrian safety and ensure effective implementation.

Figure 1. Study Area



A map of the study area which includes the Illinois State University campus and Uptown Normal. The study area is within Adelaide Street, College Avenue, Kingsley Street, Beaufort Street, Linden Street, Willow Street, Main Street, and Gregory Street.

- **Shared Responsibility:** Recognizing roadway safety is a collective effort involving pedestrians, cyclists, 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.

This Existing Conditions Report explores the current conditions of the transportation network within the Pedestrian + Roadway Campus Safety Initiative study area. It looks at challenges and opportunities for pedestrians, bicyclists, and all road users. The Engagement Summary serves as an important companion to this document. It provides essential insights into pedestrian and roadway safety through community members' lived experiences and supports many of the trends the data reveals.

Key Takeaways

- The pedestrian network near the Illinois State University campus and in Uptown Normal is robust but the widths of the sidewalks are inconsistent.
- There is a high level of overall pedestrian activity.
- Pedestrians and bicyclists are disproportionately at risk of severe injury in traffic crashes. When involved in a crash in the study area, pedestrians are 40 times more likely to be seriously injured or killed than motorists.
- There are minimal marked, on-street bike facilities.
- The Constitution Trail in the study area exhibits varying design characteristics with some portions of the trail immediately adjacent to a street curb and other portions on busy sidewalks.
- Intersections are a concern. The majority of crashes resulting in serious injuries, 87 percent, took place at an intersection.
- Location matters. A quarter of crashes resulting in serious injuries occurred along or at an intersection of Main Street. Half of crashes resulting in serious injury occurred along or at an intersection of College Avenue.

Existing Plans

Reports and Studies

Campus Master Plan Update – Illinois State University Campus Master Plan Update: 2010-2030 – Illinois State University (2019)

In 2019, Illinois State developed an update to the University's Master Plan 2010-2030: Looking to the Future. The Campus Master Plan Update highlights the need for a safer and more friendly campus for pedestrians and bicyclists, providing status updates to the original recommendations. Since the Update, campus circulation needs have evolved; however, campus community safety remains a top priority.



Recommendation 10 "...Pedestrian and vehicular safety near the Laboratory Schools is an existing concern, and should be addressed in the immediate future".



Recommendation 59 "Safety and security of the campus community is a top priority of Illinois State University. The University should work closely with the local community to improve pedestrian safety on and near campus..."



Recommendation 65 "Strategic street closures will enhance pedestrian safety and help create a more pedestrian-friendly campus..."

Bicycle & Pedestrian Master Plan Update – Town of Normal (2020)

The Town of Normal's 2020 Bicycle & Pedestrian Master Plan Update aims to enhance safety, connectivity, and accessibility for all non-motorized users, including those on the Illinois State University campus and in the Uptown neighborhood. Illinois State faculty, staff, and students were actively involved in the planning process, ensuring that the University's needs were considered in the development of infrastructure and programs.

Key initiatives impacting Illinois State and the study area include the expansion of the Constitution Trail and the addition of bike lanes and shared lane markings, which improve connections between the campus and surrounding areas.

Proposed treatments include:

- **College Avenue:** Shared Use Path/Trail (proposed through the entire study area)
- **Main Street/Kingsley Street:** Buffered Bike Lanes
- **University Street & Locust Street:** Bike Boulevard
- **School Street, Fell Avenue, North Street, Beaufort Street:** Shared lanes
- **Linden Street:** Bike Lane

The plan also features recommendations focusing on pedestrian improvements, including a series of proposed pedestrian priority corridors. These corridors represent the major walking thoroughfares for that should be targeted for improved pedestrian facilities to better support mobility, comfort, and safety.

Pedestrian Priority Corridors in the study area include:

- | | |
|--------------------------|----------------------------|
| • Adelaide Street | • University Street |
| • Kingsley Street | • School Street |
| • Main Street | • Fell Avenue |

- **Linden Street**
- **Gregory Street**
- **Willow Street**
- **Mulberry Street**
- **College Avenue**
- **Beaufort Street**

In addition to these priority corridors for walking and biking, prominent community-wide strategies for improving active mobility include wayfinding, traffic calming, bicycle parking, and intersection and mid-block crossing upgrades.

University Street Rail Crossing Alternatives Study – Town of Normal (2020)

In 2020, to address safety and operational challenges such as frequent train crossings and stalled freight trains, the Town of Normal evaluated active transportation alternatives to provide a safe, convenient, and uninterrupted route across the Union Pacific Railroad (UPRR) at University Street. The goal was to improve pedestrian and bicycle connectivity while minimizing conflicts with rail operations. Using criteria including traffic calming potential, safety, user experience, connectivity, and cost, the town identified three alternative routes for pedestrian and bicycle travel. Each alternative utilizes a different existing rail underpass located near University Street and maintains important connections to residential neighborhoods, student housing to the south, and other nearby destinations, demonstrating the complementary nature of each route to the overall pedestrian network. The three routes are located along Main Street, Vernon Avenue, and School Street.

While each alternative could improve safety and access across the UPRR, the School Street route was identified as a preferred alternative by the Town of Normal. This choice reflected existing travel behavior, as many students already use School Street to travel to and from Illinois State University. As the easternmost crossing of the three, it also provides more direct access to Uptown Normal and university destinations east of campus. As of June 2025, the University Street Rail Crossing Alternatives Study preferred alternative has not been incorporated into capital planning.

Go:Safe McLean County – McLean County Regional Planning Commission (2021 with Ongoing Update)

In 2021, McLean County Regional Planning Commission (MCRPC) adopted the Go:Safe Action Plan, a Vision Zero-focused framework for prioritizing traffic safety across the McLean County roadway system. The Action Plan identifies priority street segments in which infrastructure or Complete Street improvements should take precedence. Several of the segments overlap with the study area, including:

- **Main Street**
- **Beaufort Street**
- **University Street**
- **Gregory Street**

MCRPC is currently underway in the development of an Action Plan Update making McLean County, including the Town of Normal, eligible for Safe Streets and Road for All federal funding.

Priority Brief: Campus Pedestrian and Vehicular Safety – Academic Senate Planning and Finance Committee (2023)

In response to two fatal pedestrian crashes on the Illinois State University campus in 2021 and 2022, the Academic Senate's Planning and Finance Committee undertook a comprehensive review of pedestrian and vehicular safety, resulting in recommendations to improve infrastructure, regulation, and safety culture. Over several months, the committee engaged with University and local stakeholders to identify key

challenges such as roadway jurisdiction, funding, and growing risks posed by motorized personal transportation devices (PTDs).

The report recommends integrating multimodal mobility planning into the Campus Master Plan, launching a year-round public awareness campaign, and formally banning electric PTDs (i.e., e-bikes and e-scooters) from all pedestrian pathways on campus, supported by increased parking areas for these devices along the campus perimeter.

Since the Priority Brief was published in 2023, the University has made notable progress on several fronts, including a partnership with the Town of Normal resulting in this Pedestrian + Roadway Campus Safety Initiative. Additionally, a robust public awareness campaign has been implemented by Emergency Management's Safe Redbirds Ambassadors Program and Environmental Health and Safety. The campaign includes observations and education related to crosswalks and dismount zones. Efforts to promote awareness and compliance with dismount zones included installation of metal signs with QR codes to the Safe Redbirds App for more information and ground markings, outreach at major events, updates to the Safe Redbirds App and the Bike ISU website,¹ collaboration with bike friendly local organizations, and dismount zone education events where violators were informed of the policy and need to walk their wheels". Further administrative responses have included improved regulation of vehicle access in pedestrian zones through Facilities Services protocols, with enhanced controls, training, and alternative equipment deployment. These steps mark the beginning of a shift toward building a comprehensive safety culture through coordinated planning, infrastructure, policy, and education.

Crosswalk Observation and Education – Safe Redbirds Ambassadors (2023-2024)

The Safe Redbirds Ambassadors (SRA) Program – an initiative of Emergency Management and the Illinois State University Police Department – creates opportunities for students to seek professional development, engage in campus outreach, and participate in program development related to safety issues on campus. Among other activities, SRAs provide safety education about crosswalks, Dismount Zones (campus areas designated as pedestrian-only), and other transportation-related subjects to the campus community.

Through these efforts, SRAs have collected observational data in tandem with education efforts related to mobility behavior on campus. For example, SRAs observed instances of crossing signal adherence, jaywalking, motorist yield rates, distracted walking, and near misses between drivers and people walking at key locations. Following observations, SRAs engaged community members to provide education on best practices for safety before collecting further data to measure their effectiveness.

In many cases, these outreach efforts showed positive safety impacts – for example, at the intersection of College Avenue, School Street, and Mulberry Street, instances of pedestrians crossing against the signal dropped by five percent. The SRA initiative demonstrates how peer education can raise the profile of transportation safety issues on campus and lead to positive change when institutionalized at the program level.

Excellence by Design: 2024-2029 – Illinois State University's Strategic Plan (2024)

The University's strategic plan outlines the goals, objectives, and actions to steer Illinois State's decision making within the next five years. The safety of the campus community is emphasized in the strategic direction 'Foster a Culture of Responsible Stewardship' in which the University aims to invest in campus safety efforts.

¹ Illinois State University, *Bike ISU: Sustainable and Safe Transportation*, Accessed 4 June 2025
<https://sustainability.illinoisstate.edu/engage/bike-isu/>

Planned & Proposed Projects

Main Street & Kingsley Street (US 51 Bus) Reconstruction – Illinois Department of Transportation

The Illinois Department of Transportation (IDOT) is currently undertaking an extensive project to reconstruct Main Street 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, including through intersection changes, fresh pavement markings with narrower travel lanes, new curb ramps, and the addition of buffered bicycle lanes on both streets.

Both Main Street and Kingsley Street currently feature two lanes of one-directional traffic, with faded pavement markings delineating overly wide travel lanes (widths vary between 14 to 16 feet each). For urban one-way arterials, IDOT design guidelines recommend narrower travel lanes between 11 to 12 feet.² With this extra width, there is space available for buffered bicycle lanes, **which will be the first such facilities planned in the study area** and will provide an important north-south connection for people traveling by bike.

The reconstruction project also includes plans to upgrade some pedestrian crosswalk locations with rapid rectangular flashing beacon (RRFB) signals, which will provide increased visibility of people crossing for motorists at Osage Street and Hale Street. At the same time, however, IDOT's plans include removal of other existing crosswalks across both Main Street and Kingsley Street – on Kingsley Street, this includes removal of both crosswalks at Dale Street. On Main Street, both crosswalks at Osage Street, just southwest of the Normal Fire Department Headquarters, will also be removed. According to IDOT guidelines, pedestrian crossings should be spaced 750 feet apart, but tighter spacing may be considered in areas with high pedestrian volumes.³ At Main Street and Willow Street, the curb radius will be relaxed which will result in longer pedestrian crossings and potentially facilitate faster vehicle turning.⁴

Illinois State University FY2026 Operating and Capital Budget

The FY2026 appropriated budget request includes a request for funds for major capital projects including Thomas Metcalf School Replacement and University High School Replacement. The major capital projects focus on addressing academic programmatic needs and ensuring the University's facilities promote excellence in instruction, research, and service. Both capital project descriptions stress the problematic vehicular access and inadequate outdoor space.⁵ As of June 2025, funding is not yet approved.

² Illinois Department of Transportation, *Bureau of Local Roads and Streets Manual*, 2016, <https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/doing-business/manuals-split/local-roads-and-streets/chapter-32.pdf>

³ Illinois Department of Transportation, *TRA-23: Guidelines for Establishing Pedestrian Crossings*, 2021, <https://public.powerdms.com/IDOT/documents/1655141>.

⁴ U.S. Department of Transportation Federal Highway Administration, *Crash Modification Factor for Corner Radius, Right-Turn Speed, and Prediction of Pedestrian Crashes at Signalized Intersections*, 2022, <https://highways.dot.gov/media/2791>

⁵ Illinois State University Board of Trustees, *Authorization to Approve FY2026 Appropriated Budget Request: Operating and Capital*, October 11, 2024, https://illinoisstate.edu/downloads/trustees/2024.10.55_Authorization%20to%20Approve%20FY2026%20Appropriation%20Request%20Operating%20and%20Capital.pdf.

Town of Normal Community Investment Plan

The Town's Community Investment Plan identifies proposed capital projects in the upcoming five-year budget (2025 – 2030).⁶ In addition to ongoing assessment, maintenance, and upgrades, the Town has identified relevant transportation projects in or near the study area:

- Uptown Lighting Study (2027)
- Uptown Connector Underpass (2025 – 2026)
- Vernon Avenue Culvert (2026 – 2028)

Water distribution and stormwater projects within the study area include:

- Osage Street from Main Street to University Street (2025)
- Cherry Street Trail Crossing (2030)

Resolution Asking the Town of Normal to Install Audible Crosswalk Signals – Illinois State University Student Government Association

In response to growing concerns about pedestrian safety on and around campus, the Illinois State University Student Government Association passed a resolution in February 2025 urging the Town of Normal to install audible crosswalk signals at key intersections near Mulberry Street, College Avenue, and School Street. These intersections are especially challenging to navigate for visually impaired and blind students, and the proposed signals aim to enhance accessibility and reduce the risk of crashes. The resolution aligns with other student-led efforts to improve crosswalk safety, which included a petition that gathered over 1,000 signatures pushing for safer crosswalks after Danielle Fairchild, an Illinois State graduate student, was struck and killed by a car while walking to class in 2021.⁷

Study Area Mobility

Street Network

The street network is central to the fabric of daily life in the study area. Streets connect people to essential destinations – workplaces, schools, shops, trails, and the homes of friends and family. In order to support a safe, inclusive, and efficient transportation system for all, the street network must be able to meet the needs of all its users, whether they tend to walk, bike, take the bus, or drive.

The following sections explore key elements that shape how streets function and serve the community, including roadway jurisdiction, speed, street classifications, and the role of sidewalks, crossings, and bicycle facilities.

Road Jurisdiction

Main Street and Kingsley Street are the only roadways within the study area that fall under IDOT jurisdiction, meaning the state is responsible for maintenance, operations, and regulatory oversight. All other public streets in the study area are maintained and managed by the Town of Normal. The pedestrian

⁶ Town of Normal, *Town of Normal Community Investment Plan*, accessed May 14, 2025, <https://tongis.maps.arcgis.com/apps/dashboards/df07946434c947f7936743df5c4eb076>.

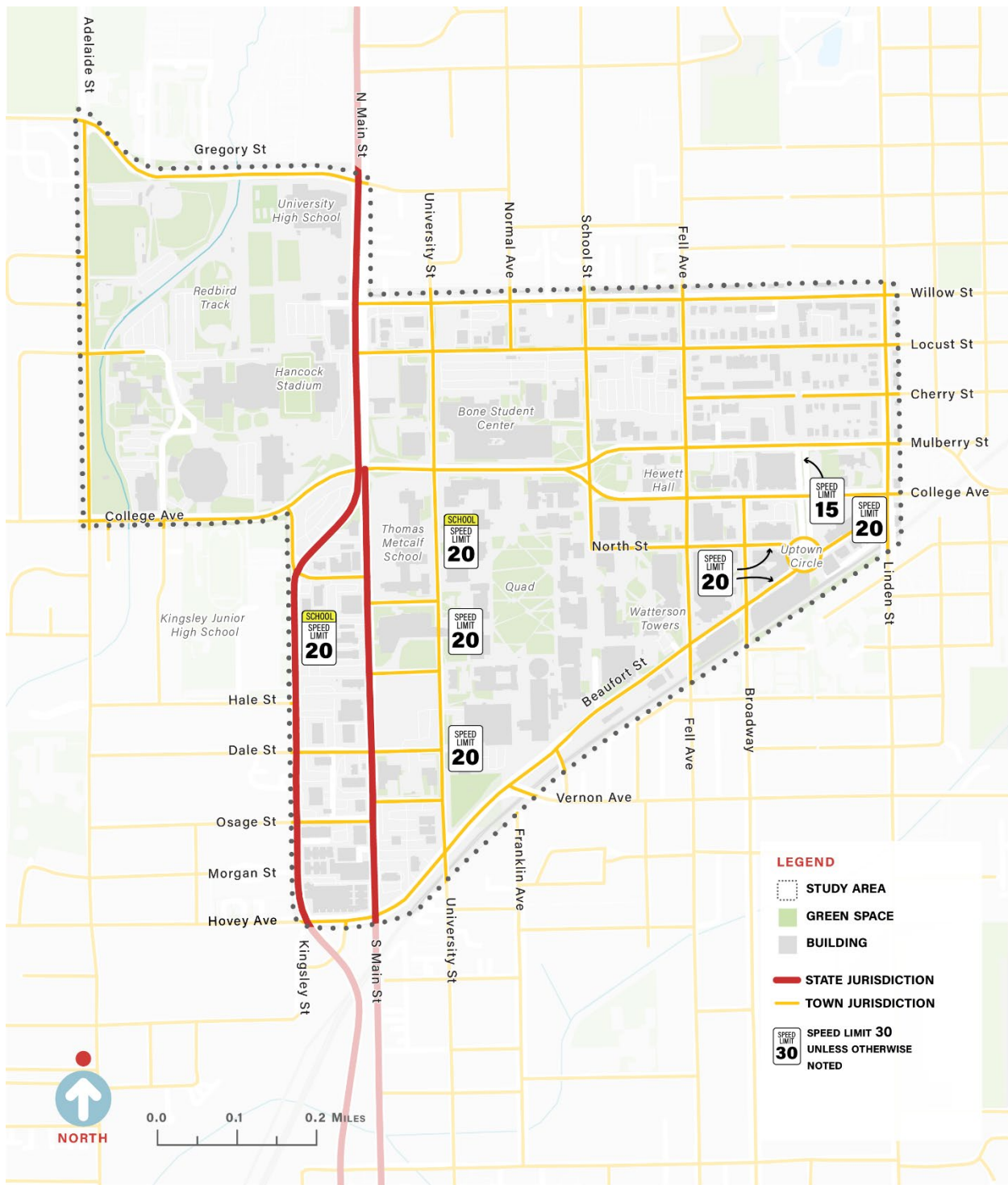
⁷ Austin Schick, *ISU students start petition for safer crosswalks*, April 4, 2022, <https://www.centralillinoisproud.com/news/local-news/isu-students-start-petition-for-safer-crosswalks/>.

pathways and other transportation facilities within the Illinois State campus are operated and maintained by the University itself, which coordinates closely with local and state agencies to ensure connectivity and safety. This multi-jurisdictional context requires coordination among IDOT, the Town of Normal, and Illinois State for any transportation or safety improvements in the study area.

Speed Limit

The majority of streets within the study area have a default speed limit of 30 MPH. There are a few corridors, however, that have lower speed limits. Kingsley Street has a posted speed limit of 20 MPH near Kingsley Junior High School during school hours. University Avenue between College Avenue and Beaufort Street, in the central part of the study area and the Illinois State campus, has a posted speed limit of 20 MPH, as does Uptown Circle and its approaches on North Street and Beaufort Street. Constitution Boulevard between Uptown Circle and Mulberry Street has a posted speed limit of 15 MPH.

Figure 2. Road Jurisdiction + Speed Limit



A map of roadway jurisdiction for street segments in the study area, with associated speed limits indicated if differing from 30 MPH. All roadway segments are under the jurisdiction of the Town of Normal except for Main Street and Kingsley Street, which are under IDOT jurisdiction.

Street Type

Streets in the study area range from local, neighborhood streets carrying a few hundred vehicles a day to state-owned highways with heavy traffic volumes. Most streets are designated as local streets, reflecting their neighborhood and campus-serving function.

Main Street and Kingsley Street are classified as major streets, highlighting their role in regional connectivity and indicating their higher traffic volumes. College Avenue, Vernon Avenue, Willow Street, Gregory Street, Linden Street, and a portion of Beaufort Street, are categorized as major streets, but experience lower traffic volumes than Main Street. Fell Avenue and Adelaide Street and much of Beaufort Street function as minor streets, connecting local streets to major streets. This hierarchy supports a network that balances regional access with campus and neighborhood circulation.

Roadway Functional Classification

A system for categorizing roads and highways based on their ability to move traffic and provide access to properties. Based on their designated functional classifications, street types include local streets, minor streets (collectors), and major streets (arterials).

Street Size

The size and configuration of streets in the study area play a significant role in shaping travel behavior, safety, and comfort for all roadway users. Most streets have two travel lanes (one in each direction), but several corridors – such as Willow Street, Beaufort Street, College Avenue, Fell Avenue, Gregory Street, Linden Street, Hovey Avenue, and Main Street (north of College Avenue) – include segments with three or four lanes.

Wider streets and lane configurations often correlate with higher vehicle speeds, which can reduce safety for pedestrians and cyclists, particularly in a campus environment where multimodal travel is common.⁸ In some cases, streets may be wider than necessary for their function and traffic volumes. For example, both North Street and School Street have lane widths exceeding 15 feet near their intersection, which is significantly wider than standard urban lane widths, 10 to 11 feet⁹. Similarly, Main Street and College Avenue include segments with multiple wide lanes that may not align with the surrounding land use and travel demand. These conditions are being addressed in part by IDOT's work on Main Street and Kingsley Street, but other corridors may benefit from similar evaluation.

College Avenue, a key east-west corridor through the Illinois State University campus and Uptown Normal, illustrates how street design varies with context. From Adelaide Street to School Street, it features two travel lanes in each direction and designated left-turn lanes at major intersections. East of School Street, it transitions into a one-way eastbound street with three travel lanes. The roadway narrows from 35 feet to 30 feet between Broadway and the Constitution Trail, then widens again to 38 feet near Linden Street. Notably, the eastern segments of College Avenue carry approximately two-thirds the average daily traffic volumes of the western segments, raising questions about whether the current lane configuration is appropriate for the demand.

⁸ National Association of City Transportation Officials (NACTO), *Lane Width*, accessed May 15, 2025, <https://nacto.org/publication/urban-street-design-guide/street-design-elements/lane-width/>.

⁹ National Association of City Transportation Officials (NACTO), *Lane Width*, accessed May 15, 2025, <https://nacto.org/publication/urban-street-design-guide/street-design-elements/lane-width/>.

Figure 3. Street Type



A map indicating major, minor, and local roads or street classifications in the study area.

Street Volume

With street size in mind, traffic volumes can have safety impacts and also influence roadway solutions, design and operations.¹⁰ Within the study area, traffic volumes are often associated with the street type. Applying IDOT Annual Average Daily Traffic counts (AADT), Main Street – classified as a major street – has the highest traffic volumes up to 23,500 vehicles a day north of College Avenue. Other major streets, including College Avenue, Beaufort Street west of Vernon Avenue, and Main Street south of College Avenue, have traffic volumes ranging from 10,100 vehicles to 14,600 vehicles. Willow Street only sees an average of 6,500 to 9,150 vehicles a day. Minor and local streets in the study area experience far fewer vehicles a day than major streets.

Traffic Counts

Traffic counts were conducted at ten locations on April 15, 2025. Traffic counts were previously conducted at the intersection of College Avenue, Mulberry Street, and School Street on November 6, 2024. Much of the traffic counts follow IDOT AADT trends but provide a better understanding of vehicle movements and pedestrian and bicyclist presence. Overall, the traffic counts confirm there is high pedestrian activity within the study area.

For detailed information, see the **Appendix**.

Table 1. 24 Hour Intersection Totals: Vehicles

Intersection	North Leg	South Leg	West Leg	East Leg
Constitution Boulevard + W Mulberry Street	0	1,295	7,777	8,020
Kingsley Street + College Avenue	0	2,309	12,798	11,897
Main Street + College Avenue	24,338	23,201	11,909	14,162
University Street + College Avenue	3,948	4,622	13,991	13,835
Linden Street + College Avenue	10,220	9,577	9,574	8,991
School Street + College Avenue*				6,700
School Street + Mulberry Street *	1,167	572	7,703	7,847
Broadway + Beaufort Street	1,896	1,855	4,009	3,450
Fell Avenue + Beaufort Street	6,453	4,284	6,514	4,065
Main Street + Dale Street	12,856	12,562	2,028	1,474
Vernon Avenue + Beaufort Street	6,260	14,770	0	8,878
University Street + Beaufort Street	5,096	2,634	13,628	15,238

* Counts collected on November 6, 2024

¹⁰ FHWA, *Solving Safety Problems*, accessed 17 May 2025, <https://highways.dot.gov/safety/learn-safety/road-safety-fundamentals-html-version/unit-4-solving-safety-problems>.

The intersection of School Street, College Avenue, and Mulberry Street had over 15,000 pedestrians cross during traffic count collection. Other traffic count locations saw a strong pedestrian presence. Overall, the traffic counts confirm there is high pedestrian activity within the study area.

Table 2. 24 Hour Intersection Totals: Pedestrians and Bicyclists

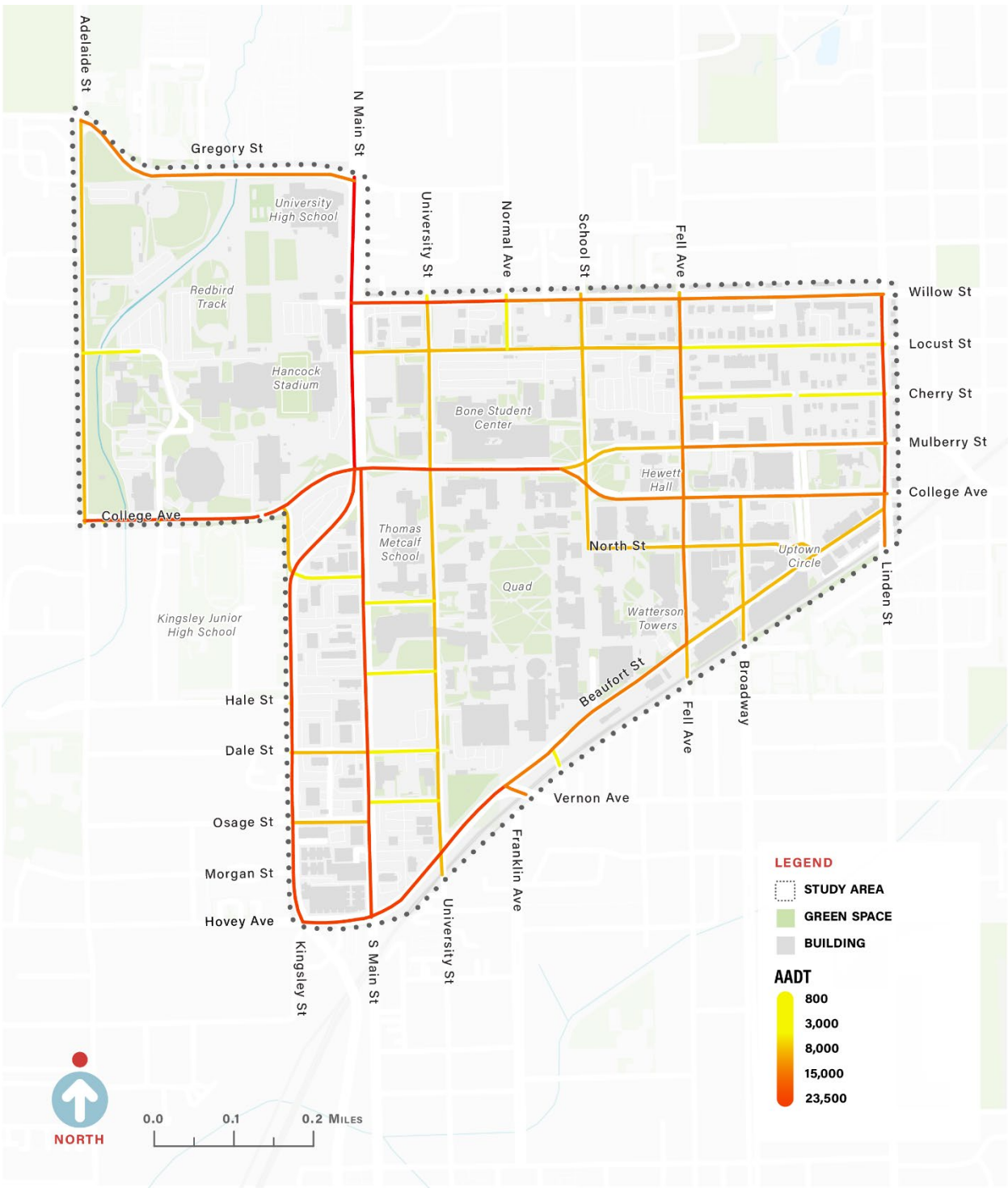
Intersection	Pedestrians	Bicyclists
Constitution Boulevard + W Mulberry Street	829	102
Kingsley Street + College Avenue	1,366	12
Main Street + College Avenue^	1	0
University Street + College Avenue	6,658	70
Linden Street + College Avenue	599	15
School Street + College Avenue*	5,895	
School Street + Mulberry Street*	10,894	
Broadway + Beaufort Street	1,665	21
Fell Avenue + Beaufort Street	3,167	27
Main Street + Dale Street	1,797	29
Vernon Avenue + Beaufort Street	1	0
University Street + Beaufort Street	1,325	15

*Counts collected on November 6, 2024

^ Constitution Trail crosses below intersection and serves as an important pathway for pedestrians and bicyclists.

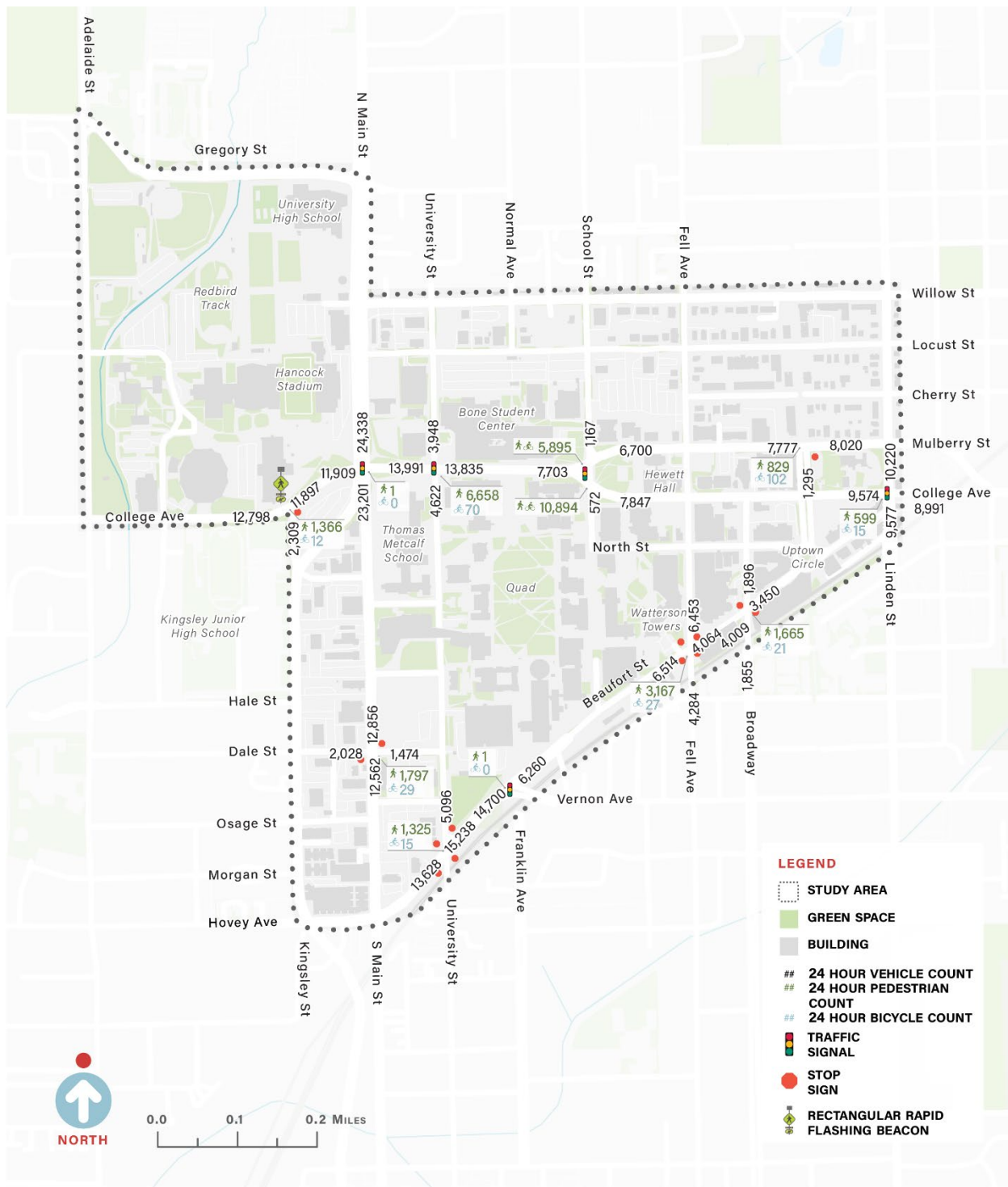
Note: The above traffic counts reflect a limited observation period. The weather November 6, 2024 was 56°F, cloudy. The weather April 15, 2025 was 57°F, cloudy and windy. Town and Illinois State staff indicated pedestrian and bicyclist counts are expected to be higher during warmer, fairer weather.

Figure 4. Average Annual Daily Traffic



A map indicating traffic volumes on roadway segments in the study area, measured by average annual daily traffic (AADT).

Figure 5. Traffic Counts Overview



A map indicating traffic counts at selection intersections, aligning with Tables 1 and 2.

Pedestrian and Bicycle Network

Sidewalks

The pedestrian network near the Illinois State University campus and in Uptown Normal is robust, with sidewalks on both sides of the street along nearly every street segment throughout the study area. This is thanks largely to the many on-campus pathways emanating from The Quad, providing pedestrian connectivity in multiple directions, as well as the concentration of restaurants, businesses, civic institutions, and other developments attracting pedestrian activity in the Uptown neighborhood. Together, these factors make the study area one of the most walkable areas anywhere in the Town of Normal.

Where sidewalk gaps do exist, they are largely due to barriers within the built environment and the absence of immediately adjacent destinations (see Figure 6). The most prominent sidewalk gap in the study area is on the south side of Beaufort Street, between Main Street and School Street. This segment is directly next to the railroad tracks, with no buildings requiring direct pedestrian connectivity. There is, however, a Connect Transit bus stop on the southwest corner of University Street and Beaufort Street – while this bus stop is about 10 feet west of the sidewalk on University Street, the absence of a connecting sidewalk on Beaufort Street means that this bus stop is inaccessible for someone using a mobility device such as a wheelchair. Additionally, the sidewalk on the north side of Beaufort Street, east of Main Street, ends abruptly after the driveway entrance to McDonald's. Pedestrians hoping to access University Street must walk through the University Liquors parking lot instead.

Other notable sidewalk gaps occur near Main Street and College Avenue, including the northern and eastern perimeter of the commuter parking lot at the intersection. This sidewalk gap is intentional, as it direct pedestrians away from the intersection where dedicated pedestrian crossings are absent and toward the grade-separated underpass which offers a safer crossing. The north side of Gregory Street, west of Main Street, also lacks sidewalk access before picking up with the Constitution Trail just west of the Carter Harris Building. Finally, the sidewalk on the south side of Dry Grove Street ends abruptly between Kingsley Street and Main Street, forcing people to walk through Red Lot F43 instead.

Sidewalk Width and Pavement Quality

According to the Town's most recent evaluation of sidewalk pavement conditions (taking place periodically on a scheduled basis between 2019-2023), more than 88 percent of sidewalks in the study area are in good condition or better. While sidewalk availability and pavement quality are strong overall, **sidewalk pavement widths vary considerably along different streets, ranging from 4 to 18 feet.** Wider sidewalks tend to be available on streets that experience heavier pedestrian traffic, especially among students – most segments of College Avenue, University Street, School Street, and North Street, for example, are at least 8 feet in width. Other sidewalk segments along streets that are more auto-oriented, such as on Main Street and Kingsley Street, have typical sidewalk widths of 6 feet or less.

For example, sidewalks on the east side of Main Street, north of College Avenue, are as narrow as 4 feet wide. A 4-foot sidewalk width is the minimum requirement established by the Public Right-of-Way Accessibility Guidelines (PROWAG), a federal standard.¹¹ Meanwhile, the Americans with Disabilities Act (ADA) requires a sidewalk less than 60 inches (5 feet) wide to provide passing spaces at intervals of 200

¹¹ U.S. Access Board, *Public Right-of-Way Accessibility Guidelines*, accessed May 8, 2025, <https://www.access-board.gov/prowag/technical.html>.

feet or less.¹² These minimum requirements ensure that people using mobility devices are able to safely traverse sidewalk facilities. Exceeding these requirements can result in a pedestrian environment that feels more comfortable and inviting.

Intersection Crossings and Curb Ramps

In addition to sidewalks, safe and accessible crosswalks are important components of a safe pedestrian network. At intersections, all crosswalks should feature ADA-compliant curb ramps. ADA-compliant curb ramps are designed to ensure that people with disabilities can use pedestrian crossings safely. Both ADA and PROWAG establish curb ramp requirements for slope, width, landings, and detectable warning surfaces. There are 445 curb ramps at intersections across the study area, with more than 75 percent of these curb ramps found to be in good or better condition during their most recent evaluation between 2019 and 2022.

Pedestrian crossing safety enhancements are also crucial tools for protecting pedestrians where they are most vulnerable: at intersections.¹³ In the study area, 87 percent of all crashes resulting in serious injury or death took place at an intersection. Crosswalk pavement markings are also important features for establishing visibility and safe alignment routes for people crossing the street. In the study area, there are a mixture of pavement marking styles for crosswalks in different locations, including standard parallel line markings, ladder-style markings, and decorative crosswalks.



The intersection of University Street and Dale Street features pedestrian crossings that utilize three different pavement marking styles (Source: Nearmap).

Ladder-style or continental pavement markings offer the highest visibility of crosswalk locations to oncoming motorists and are already in place at highly trafficked intersections, such as at University Street and College Avenue and School Street, Mulberry Street, and College Avenue. Decorative crosswalks

¹² U.S. Access Board, *Americans with Disabilities Act Accessibility Standards*, accessed May 8, 2025, <https://www.access-board.gov/ada/chapter/ch04/>.

¹³ Illinois Department of Transportation, *Illinois Vulnerable Road User Safety Assessment*, 2023, <https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/manuals-guides-and-handbooks/safety/il-dot-vru-2023-11142023-final-spreads.pdf>.

featuring uniquely textured brick patterns are installed at certain intersections in the heart of Uptown, such as at Broadway and North Street. Other intersections feature a mix of multiple different treatments, such as that at University Street and Dale Street, where there are three legs of the intersection utilizing three different pavement marking styles. Adopting uniform pavement marking standards that offer the greatest visibility of crossing locations – and ensuring that all crossing locations are appropriately marked – can help to ensure that pedestrians are as visible as possible when they are at the most vulnerable points of their journeys.

Other design strategies and tools that reduce conflicts, improve visibility, and emphasize safe speeds for turning vehicles can improve safety for all users at intersections. For example, curb extensions are features that have been deployed selectively in Normal at intersections such as Fell Street and North Street – curb extensions are traffic calming measures that extend the sidewalk into the street at intersections to reduce crossing distances for people walking, improve visibility between pedestrians and motorists by preventing illegal parking, and slow turning vehicles by narrowing the roadway.

Throughout the study area are triangular shaped islands, or porkchop islands. The result of right-turn lane channelization, the islands provide some space for crossing pedestrians. While the channelization allows for faster, smoother turns for right-turning motorists, it is a greater risk for pedestrians.¹⁴ The higher vehicle turning speeds make it more difficult for motorists to react to pedestrians. This risk is particularly concerning at locations with heavy pedestrian volumes. For example, at School Street, College Avenue, and Mulberry Street, the islands cannot safely accommodate the high numbers of crossing pedestrians. As result, pedestrians must wait to cross while standing in the street.



Pedestrians waiting to cross at the intersection of School Street and College Avenue. During peak hours, this triangular shaped island, or porkchop island, is not large enough to safely accommodate all users, requiring some people to stand in the street near passing vehicles.

¹⁴ Smart Growth America, *Dangerous by Design*, 2021, <https://smartgrowthamerica.org/wp-content/uploads/2021/03/Dangerous-By-Design-2021-update.pdf>

Triangular shaped islands are in place at certain intersections with high motor vehicle volumes, specifically:

- School Street, College Avenue, & Mulberry Street
- University Street & Beaufort Street
- Main Street & Beaufort Street
- Kingsley Street & Hovey Avenue
- Kingsley Street & Dry Grove Street
- Adelaide Street & Gregory Street

Mid-block crossings and uncontrolled intersections present heightened risks for pedestrians, as drivers may not expect to stop and often travel at higher speeds. This makes targeted safety enhancements like pedestrian signal equipment essential to improving visibility and increasing yield rates among drivers. Further treatments to enhance pedestrian safety at uncontrolled intersections or mid-block crossings include use of pedestrian signal equipment, such as rapid rectangular flashing beacons (RRFBs). RRFBs are button-activated signal devices that use high-frequency flashing lights to enhance visibility and increase driver awareness at uncontrolled crosswalks. An RRFB was installed at the intersection of Kingsley Street and College Avenue following a pedestrian fatality involving an Illinois State student in 2021. At signalized intersections, pedestrian signals should feature accessible pedestrian signal (APS) indications to ensure safety for people with disabilities. APSs feature audible and vibrotactile walk indications during the walk interval in addition to the typical walk symbol indicator.¹⁵ As noted above, the Illinois State University Student Government Association passed a resolution in February 2025 urging the Town of Normal to install audible crosswalk signals at key intersections near Mulberry Street, College Avenue, and School Street.



A rapid rectangular flashing beacon (RRFB) was installed at the intersection of Kingsley Street and College Avenue following the crash that killed Illinois State graduate student Danielle Fairchild.

¹⁵ U.S. Access Board, *Public Right-of-Way Accessibility Guidelines*, accessed May 19, 2025, <https://www.access-board.gov/provag/technical.html#r308-accessible-pedestrian-signal-walk-indications>.

While these crossing treatments are important components of establishing a safe pedestrian network at existing intersections, safety concerns may remain when people attempt to cross at non-designated locations. Often, this is due to long distances between intersections that encourage pedestrians to choose a more direct path, even if it means cutting across the street.

This type of behavior was observed on Beaufort Street, for example. People coming from the underpass on School Street, just north of Vernon Avenue, or the faculty crosswalks on the south side of Beaufort Street, frequently waited for a gap in traffic before hurrying across the street rather than walking to the nearest pedestrian crossing at Fell Avenue (a distance of more than 1,000 feet, or about a 5-minute walk). Long pedestrian wait times may increase the likelihood of a pedestrian crossing against a traffic signal or outside of a crosswalk.¹⁶ At traffic signals, the Federal Highway Administration (FHWA) advises signal cycles should be kept to a maximum of 90 seconds to reduce pedestrian delay.¹⁷ Guidance from the National Association of City Transportation Officials (NACTO) indicates that if it takes a person more than 3 minutes to walk to a crosswalk, wait to cross the street, and then resume their journey, they may decide to cross along a more direct, but unsafe or undesignated, route.¹⁸ For students walking to class, the pedestrian delay threshold may be even lower.

Taking stock of pedestrian crossing volumes (in addition to recent crash history) can help in understanding where new pedestrian crossing improvements should be prioritized. For example, the intersection at School Street, College Avenue, and Mulberry Street – noted above – is home to the highest volume of pedestrian crossings each day (5,895 at School Street and College Avenue; 10,894 at School Street and Mulberry Street). Although enhancements like refuge islands are in place, they are not adequately large to accommodate the significant demand at this intersection, leaving some people standing within vehicle lanes while they wait to cross the street. Other intersections that carry significant pedestrian crossing activity – such as University Street and College Avenue (6,658 pedestrians per day) and Fell Avenue and Beaufort Street (3,167 pedestrians per day) – do not yet have crossing enhancements or traffic calming infrastructure in place.

Street Lighting

Effective street lighting is a critical element of roadway safety for all users, especially for vulnerable users outside of a vehicle. There are over 1,200 streetlight structures in the study area, including structures owned and maintained by both Illinois State University, the Town of Normal, and other private entities. Despite this, after-dark visibility issues remain a traffic safety concern in the study area.

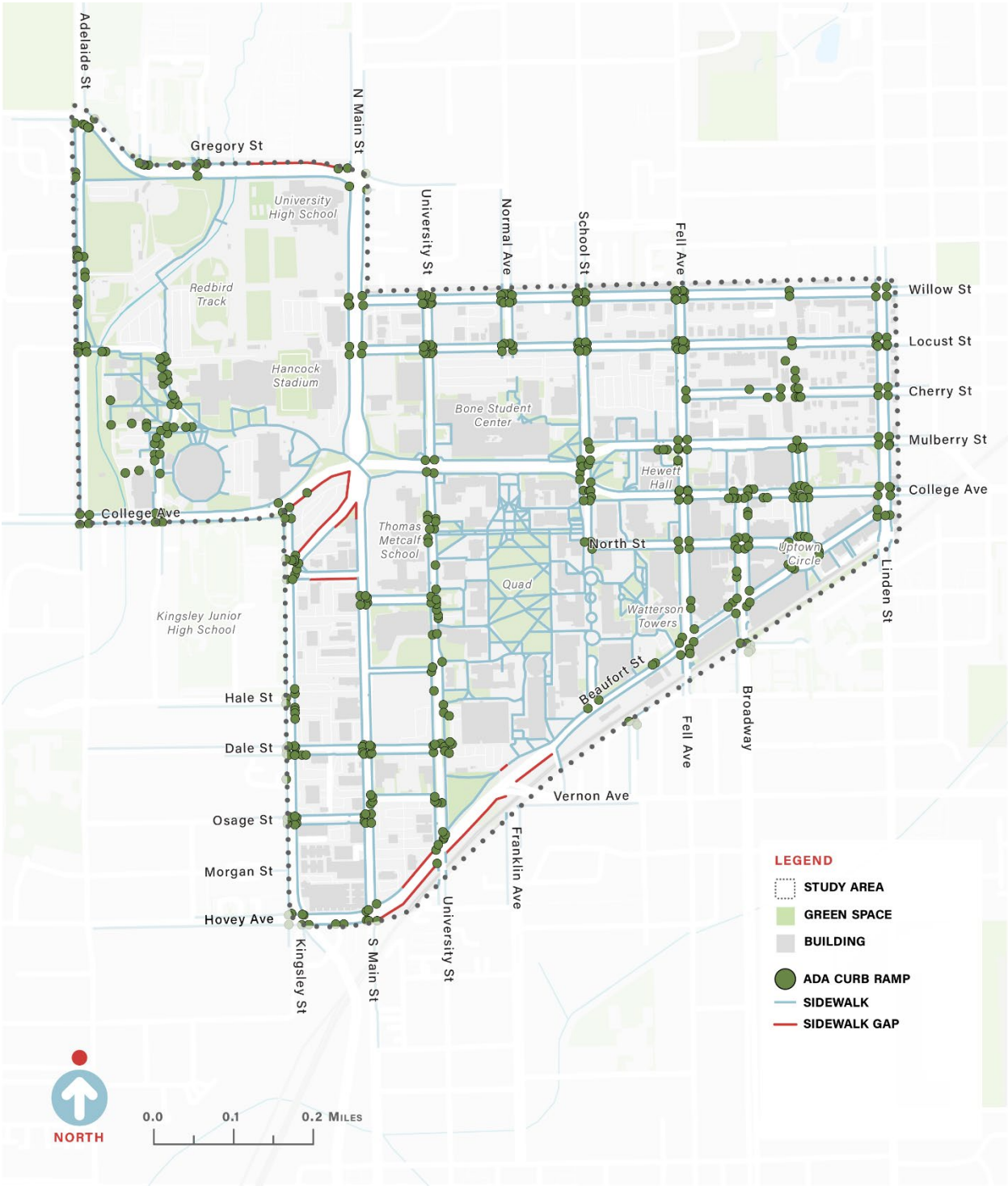
Review of comments and complaints submitted to both Illinois State and the Town, IDOT crash data, and direct conversations with community members revealed that many crashes and near-miss incidents took place after-dark or in low-light conditions. Indeed, 56 percent of all crashes involving a pedestrian occurred after 4:00 PM, and the fatal crash incident involving an Illinois State student occurred under dark conditions on College Avenue. Slightly more crashes resulting in serious injury (8) occur in dark conditions compared to daylight conditions (6), and the lone vehicle caused fatality occurred under dark conditions on College Avenue. One third of all crashes in the study area occur after 5:00 PM.

¹⁶ Federal Highway Administration, *Chapter 3: Actions to Increase the Safety of pedestrians Accessing Transit*, accessed June 11, 2025, <https://highways.dot.gov/safety/pedestrian-bicyclist/pedestrian-safety-guide-transit-agencies/chapter-3-actions-increase>,

¹⁷ FHWA, *Traffic Signals*, Accessed June 11, 2025 <https://highways.dot.gov/safety>

¹⁸ National Association of City Transportation Officials (NACTO), *Crosswalks*, accessed May 15, 2025, <https://nacto.org/publication/urban-street-design-guide/intersection-design-elements/crosswalks-and-crossings/crosswalks/>.

Figure 6. Sidewalk Network & ADA Curb Ramps



A map indicating the sidewalk network, sidewalk gaps, and ADA-accessible curb ramps in the study area.

Bicycle Network

Constitution Trail

The most prominent feature of the bicycle network in the study area is the Constitution Trail. The Route 66 and Illinois Central branches of the Constitution Trail extend north from Uptown Circle between Fell Avenue and Linden Street, snaking around the railroad and Amtrak Station at Linden Street before continuing south toward the City of Bloomington.

The Collegiate branch of the Constitution Trail connects to the Route 66 and Illinois Central branches at Phoenix Avenue, just south of the train tracks. It crosses the railroad again at Broadway before extending southwest along Beaufort Street, connecting to University Street via People's Park. From there, the sidewalk on the east side of University Street is the designated trail segment northward until it breaks at College Avenue, leading to the underpass at Main Street and College Avenue. From there, the trail utilizes several campus pathways throughout West Campus before ultimately reaching the dedicated trail facility at Adelaide Street and Gregory Street.

The Constitution Trail is an important community asset for safe active transportation and recreation in the Illinois State campus area and Uptown neighborhood, especially for people walking and riding bikes. However, the trail segments in the study area have varying design characteristics and perceived degrees of completeness.

For example, the trail north of Uptown Circle is generously wide (consistently 10 feet in width) and features some crossing enhancements, including a signal at College Avenue and mid-block crossings with high-visibility treatments at more minor trail crossings at Locust Street and Willow Street. On a typical day, this portion of the trail is well-used by both bicyclists, joggers, and community members simply traveling between destinations.

Along other portions of the Constitution Trail in the study area, particularly on Beaufort Street, University Street, and West Campus, it is difficult to tell that the trail is there at all. Sidewalks on both these streets are not clearly differentiated from other sidewalks in the study area, and on-road bicycle pavement markings are absent. On University Street in particular, high pedestrian volumes make it difficult to share 8 feet of sidewalk width between user groups comfortably. Additionally, at College Avenue and University Street, trail users share the heavily traveled sidewalk space with a bus stop.



Constitution Trail north of Uptown Circle.



Constitution Trail on University Avenue.

On-Road Bicycle Routes

Marked, on-street bicycle facilities are minimal in the study area. There are no on-street bike lanes, however several streets are designated as shared on-road bicycle routes, according to the Town. These include:

- **Adelaide Street** (south of Gregory Street)
- **School Street** (north of Mulberry Street)
- **College Avenue** (west of Kinglsey Street)
- **Dale Street** (west of University Street)
- **University Street** (south of Dale Street)

Some of these routes, such as Adelaide Street and School Street, have had shared-lane pavement markings (also known as sharrows) since at least 2019, although these have become faded and are difficult to discern. Adelaide Street, College Avenue, and Dale Street also feature high-visibility yellow “SHARE THE ROAD” bicycle signage. People riding bikes, skateboards, or scooters in the study area tend to use the sidewalk instead of traveling in the street, even on designated routes.



People riding a bike and scooter on campus, waiting to cross School Street at College Avenue.

Illinois State University Campus Dismount Zone

In 2023, Illinois State University implemented a new policy to enhance safety for pedestrians by creating a Dismount Zone on campus. The Dismount Zone is reserved for pedestrian use, requiring people using bicycles, skateboarders, scooters, and other Personal Transportation Devices (PTDs) to stop and walk or lock their devices. Dismount Zones are clearly marked at entrances through signage on posts or light poles displaying Reggie Redbird walking a bike, metal signs, and ground markings. The signage is used to identify entrances into the Dismount Zone and ground markings are used within the Dismount Zone to remind people of the requirement to walk their wheels. All of the decals/stickers were removed by 6/13/25 and anticipated to be replaced with new painted ground markings. ground decals and stencils have also been utilized to communicate the policy.



Dismount Zone sign

The Dismount Zone encompasses the areas surrounding The Quad – it also includes Redbird Plaza, In-Exchange, Schroeder Plaza, Milner Plaza, Watterson Plaza, and the Bone Student Center bridge. The policy was implemented following the tragic crash in 2022 within the In-Exchange between an e-bike rider and Dr. Adam Peck, former Illinois State Assistant Vice President for Student Affairs, resulting in his death.

According to Illinois State staff, compliance with the policy in its first years has been mixed. The University has targeted awareness-building campaigns to encourage self-compliance and mutual accountability rather than focusing on direct enforcement efforts. Both Illinois State staff and SRAs have monitored behavior and assisted with education and outreach to promote the policy to the campus community. There

are many short-term bike parking locations within and along the perimeter of the Dismount Zone, offering people the opportunity to dismount and lock their devices before continuing to their destinations.

Town of Normal & Illinois State Personal Transportation Device Policies

The Town of Normal is proud to be recognized as a Bicycle Friendly Community by The League of American Bicyclists.¹⁹ To support safe and sustainable modes of transportation on the Constitution Trail and Town streets, Normal has adopted the following policies pertaining to device use in certain areas:

Table 3. Permitted Areas for Recreation and Transportation Devices²⁰

Mode of Transportation	Constitution Trail	Sidewalks	Streets
Bicycles	Yes	Yes, except in Uptown Normal	Yes
E-Bikes	Yes	No	Yes
Push Scooters	Yes	Yes	No
E-Scooters	No	No	No
One-Wheels	No	No	No
E-Skateboard	Yes	Yes, except in Uptown Normal	No

Notably, e-scooters are not allowed to be operated on the Constitution Trail or within the Town of Normal's right-of-way.²¹ Despite this, in-person observations reveal many community members – particularly students – own and operate e-scooters to get around campus. According to Illinois State policy, outdoor areas on campus not marked as designated Dismount Zones may be used by recreational and transportation devices, provided riders operate them in a controlled manner.²² Further, University policy prohibits the storage or charging of motorized PTDs in any campus facility – this is due to the dangers associated with lithium-ion batteries, which have been linked to fires, explosions, and other hazards.²³ This policy will limit the number of motorized PTDs on campus, which will have an impact on pedestrian safety.

¹⁹ Town of Normal, *Bike Normal*, accessed May 13, 2025, <https://www.normalil.gov/1283/Bike-Normal>.

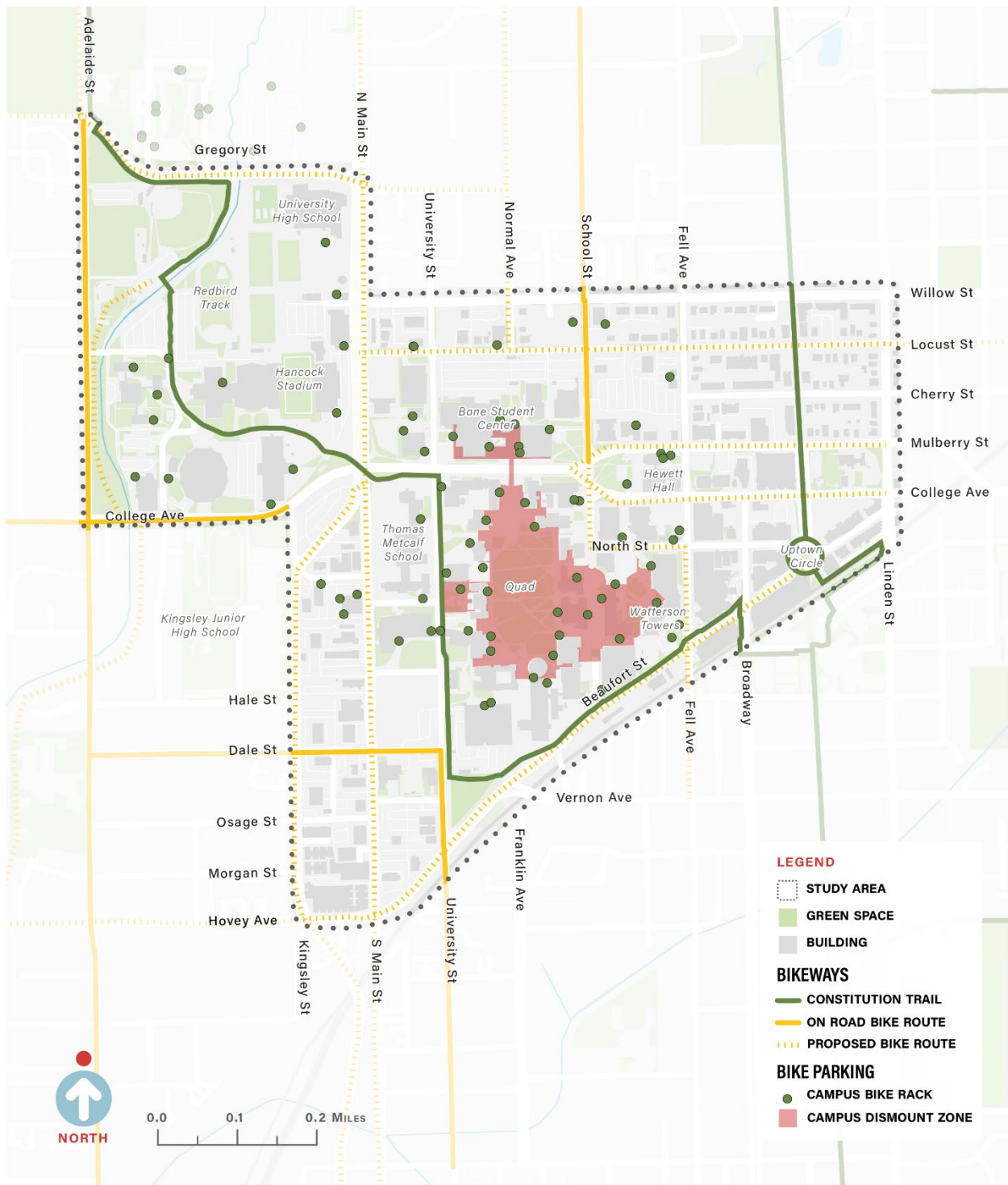
²⁰ Town of Normal, *Rules of the Trail*, accessed May 13, 2025, <https://www.normalil.gov/1467/Rules-of-the-Trail>.

²¹ Town of Normal, *Rules of the Trail*, accessed May 13, 2025, <https://www.normalil.gov/1467/Rules-of-the-Trail>.

²² Illinois State University, *5.1.8 Bikes, Skateboards, Scooters, and other Recreation and Transportation Devices*, accessed May 13, 2025, <https://policy.illinoisstate.edu/health-safety/general/5-1-8/>.

²³ Illinois State University, *New Personal Transportation Device compliance requirements, effective January 1, 2025, 2024*, <https://news.illinoisstate.edu/2024/11/new-personal-transportation-device-compliance-requirements-effective-january-1-2025/>.

Figure 7. Bicycle Network & Campus Dismount Zone



A map indicating the study area bicycle network, including the Constitution Trail, existing on-road bike routes, proposed bike routes, campus bike racks, and the Illinois State University Dismount Zone.

Note: Campus bike rack points denote on-campus bike parking locations, which may not include all racks owned and maintained by the Town of Normal.

Level of Traffic Stress

Level of traffic stress (LTS) is an objective tool that assigns a numerical rating to a street segment representing the level of stress people biking experience traveling along that street. The rating is based on factors such as vehicle speed limit, average traffic volume, number of travel lanes, and the presence of a bike facility. LTS ratings are scored on a scale of 1 to 4, with 1 being lowest stress.

Table 4. LTS Rating Descriptions

LTS Rating	Description
1	Comfortable for bicyclists of all ages and abilities
2	Comfortable for most bicyclists
3	Comfortable for confident bicyclists
4	Uncomfortable for most bicyclists

In the study area, LTS ratings offer an understanding into the comfort and conditions of the roadways. Within the study area, less than half (42 percent) of street miles were an LTS 1 or 2. Meanwhile, 58 percent of street miles are a higher level of traffic stress.

Table 5. Total Street Miles by Level of Traffic Stress in the Study Area

LTS Category	Total Street Miles	Percent of Street Miles
LTS 1	2.1	18
LTS 2	2.7	24
LTS 3	2.4	21
LTS 4	4.3	37

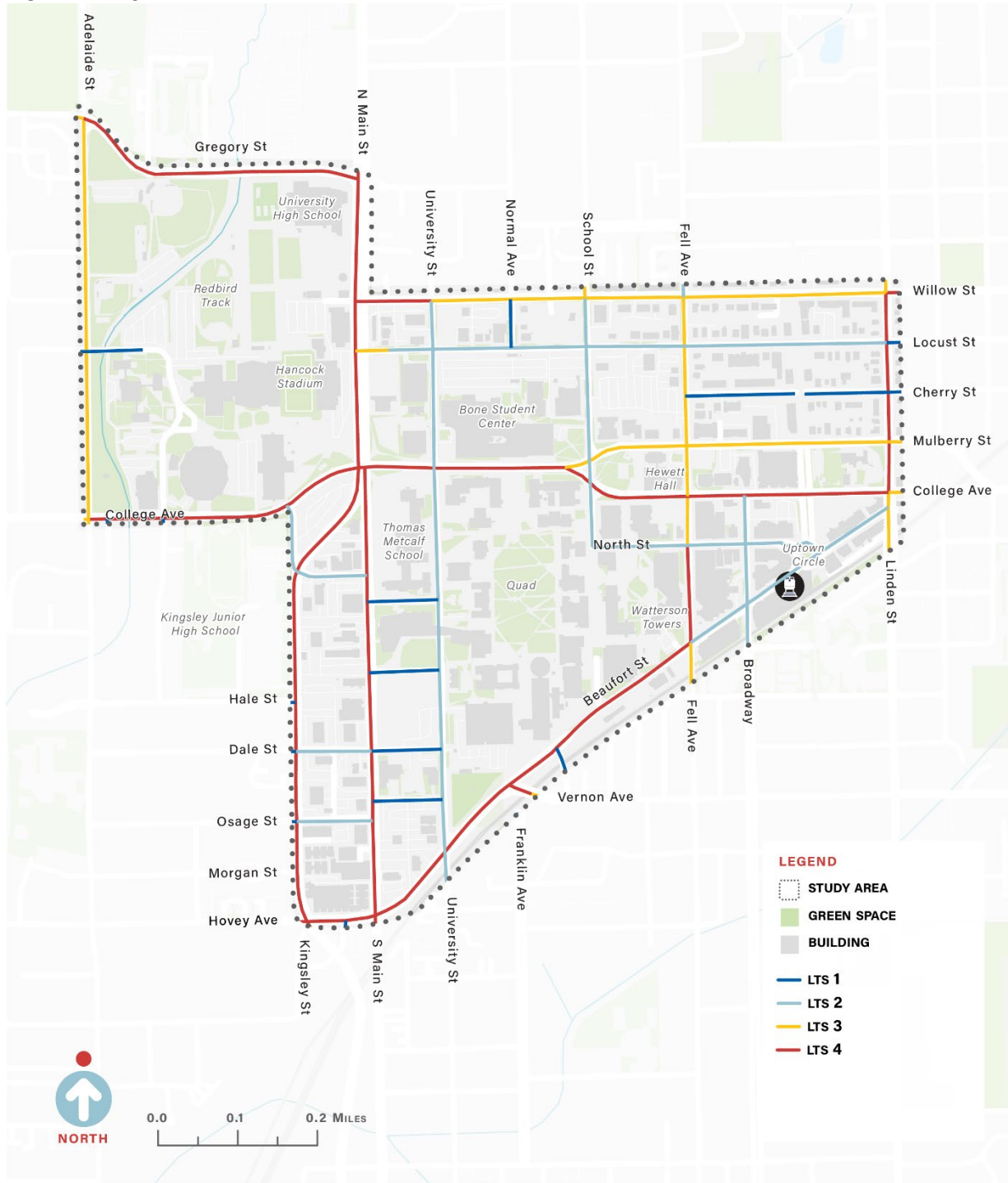
While many of the local streets in the study area are designated as low-stress streets, the LTS ratings do not fully capture the lived experience of people bicycling, particularly at intersections or crossing major streets. Additionally, LTS ratings do not account for dangerous driving behaviors that bicyclists may observe or experience along the street. A low-stress street can quickly become stressful when crossing an uncomfortable street or when in proximity to dangerous driving behaviors, like speeding.

Figure 8. LTS Overview



Graphic of five bicyclists indicating types of bicyclists by level of traffic stress. LTS 4 indicates 'uncomfortable for most bicyclists' with a bicyclist in race mode; LTS 3 indicates 'comfortable for confident bicyclists'; LTS 2 indicates 'comfortable for most bicyclists' with a person on an upright bicycle carrying a backpack; LTS 1 indicates 'comfortable for bicyclists of all ages and abilities' with a person on a recumbent bicycle and a person on an upright bicycle with a child sitting in a rear bike carrier.

Figure 9. Bicycle Level of Traffic Stress



A map indicating the level of traffic stress in the study area based on existing on-street characteristics.

Transit Network

Illinois State and Uptown Normal are served by local and regional transit options. Connect Transit, the area's public transportation provider, offers multiple fixed-route bus lines that serve the Illinois State campus and the greater Bloomington-Normal area. Illinois State students, faculty, and staff can ride for free by showing a valid University ID. In addition to eight fixed routes in the study area, the system includes routes like the Redbird Express, which circulates through campus during the academic year across 15 designated stops. Stops along the Redbird Express route experience some of the highest ridership in the study area, particularly at the Tri Towers and at the Cardinal Court building. Nine of the ten highest ridership stops in the study area are along the Redbird Express route.

Overall, Connect Transit stops in the study area experience a range of ridership, but 10 stops account for 90 percent of the total study area ridership. The stop serving Uptown Station, the location with the single highest activity, experiences over 1,000 boardings and 1,000 alightings on an average weekday. The stops serving the Tri Towers and Cardinal Court – both along the Redbird Express route – experience the next highest ridership.

Table 6. Top 10 Ridership Study Area Bus Stops

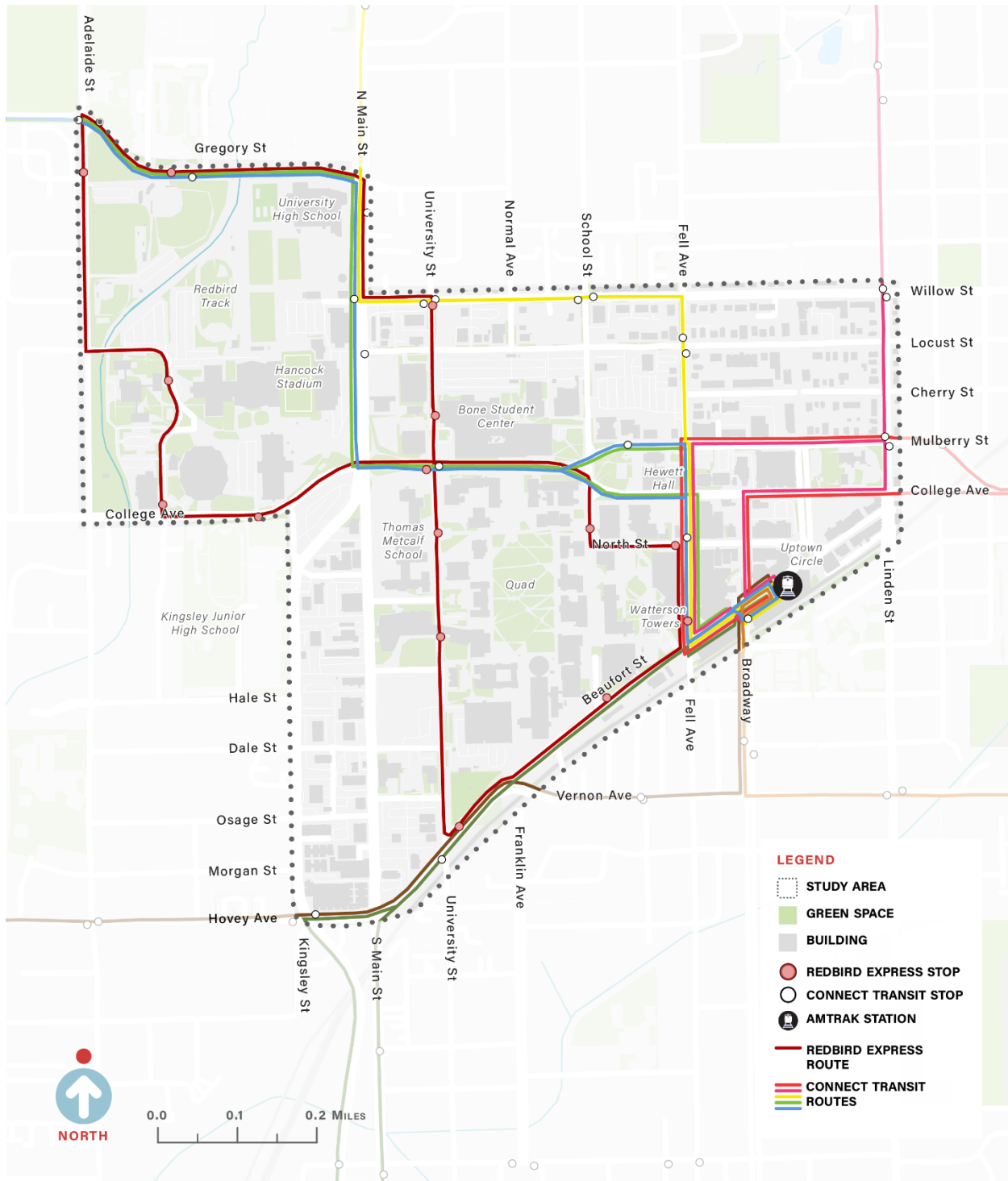
Rank	Stop Name	Total On	Total Off	Total Activity	Redbird Express	Amenities
1	Uptown Station	1,067	1,020	2,087	No	Yes
2	Tri Towers	560	389	949	Yes	Yes*
3	Gregory St & Cardinal Ct	366	334	700	Yes	No
4	School St & North St	187	385	572	Yes	No
5	North St & Fell Ave	253	176	429	Yes	No
6	College Ave & University St - S	63	358	421	Yes	No
7	Fell St & Beaufort St	155	101	256	Yes	Yes
8	Beaufort St & University St - N	94	111	204	Yes	Yes
9	University St & Bone Student Center	140	30	170	Yes	No
10	University St & Metcalf	117	19	137	No	No

* Amenities part of Tri Towers building

The Uptown Station along Beaufort Street provides access to Amtrak's Lincoln Service and Texas Eagle trains, offering regional connections to St. Louis, Chicago, and beyond. The station also houses the Greyhound and Peoria Charter bus services, and also offers electric vehicle charging stations. In 2023, the Bloomington-Normal Amtrak station served 232,762 riders, earning the third highest ridership station in Illinois, only behind Chicago's Union Station (3,011,972) and the Champaign-Urbana Amtrak station (236,152).²⁴

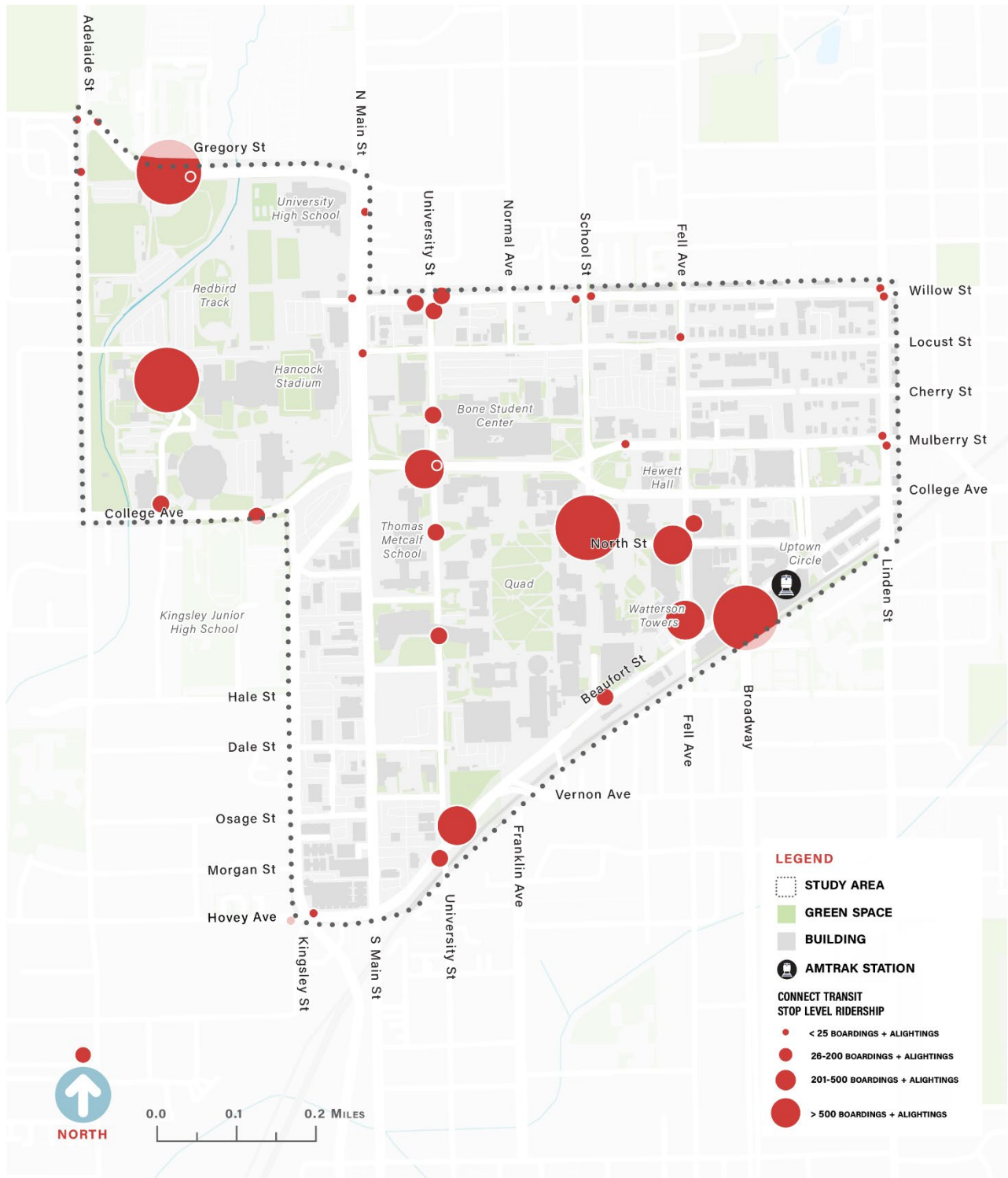
²⁴ Amtrak, *Amtrak in Illinois Fiscal Year 2024*, accessed May 13, 2025, <https://www.amtrak.com/content/dam/projects/dotcom/english/public/documents/corporate/statefactsheets/ILLINOIS24.pdf>.

Figure 10. Study Area Transit Network



A map indicating public transit facilities and Connect Transit routes in the study area, with Redbird Express bus stops highlighted in red.

Figure 11. Connect Transit Bus Stops by Ridership



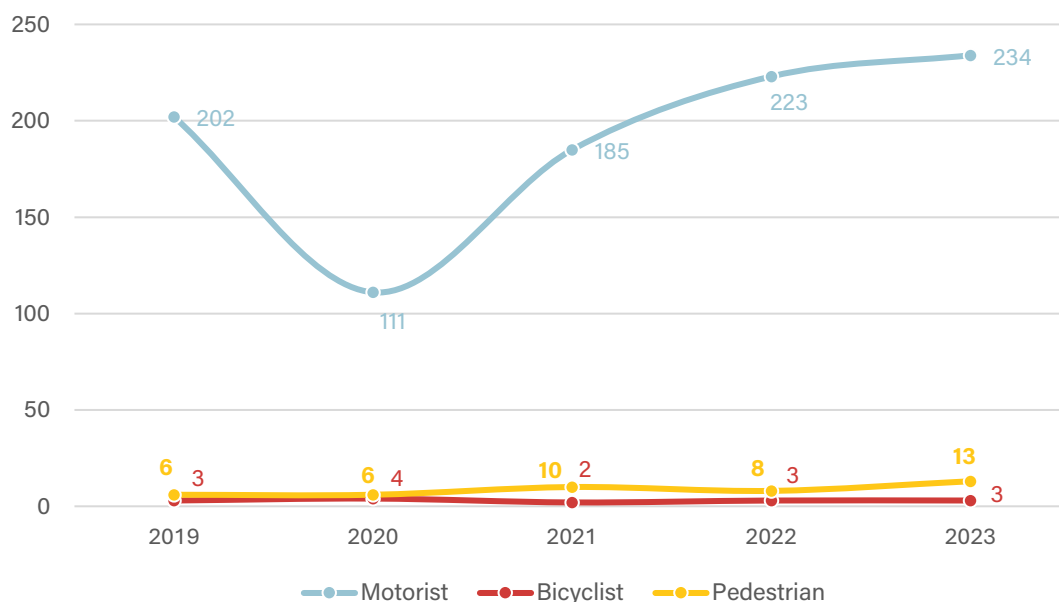
A map indicating study area bus stop ridership through graduated symbol size.

Safety Trends

The following data from IDOT examines traffic crashes between 2019 and 2023. IDOT provides data related to police-reported motor vehicle crashes, including those involving pedestrians and bicyclists. However, the data does not include crashes in which no motor vehicles were involved. Additionally, the state crash data does not account for unreported crashes which often involve pedestrians. According to the Illinois Department of Public Health, only 45 percent of pedestrian crashes are reported to police across Illinois.²⁵ The companion **Engagement Summary** shares insights to where the community faces roadway safety challenges and concerns.

Between 2019 and 2023, there were 1,013 traffic crashes in the study area, with crashes on the rise since 2020. About six percent of these crashes involved a pedestrian or bicyclist. This is a higher rate of crashes involving a vulnerable user than across McLean County and the state of Illinois as a whole, where the percentage of crashes involving a pedestrian or bicyclist stands at two percent.

Figure 12. Traffic Crashes by Mode and Year (2019 - 2023)



²⁵ Illinois Department of Public Health, *Unreported Crashes by Pedestrians*, Accessed 4 June 2025
<https://www.uis.edu/sites/default/files/2023-07/MKTG%201007%20-%20Unreported%20Crashes%20by%20Pedestrians%20%282%29.pdf>

Crash Severity

People walking and biking face disproportionate risk of bodily harm in traffic crashes, experiencing a higher rate of serious injury and death than people in motor vehicles. For example, pedestrian crashes represent only four percent of total crashes in the study area, but 57 percent of crashes resulting in serious injury or death.



When involved in a crash in the study area, pedestrians are 40 times more likely to be seriously injured or killed than motorists.

Table 7. Crashes Resulting in Serious Injury and Death by Mode, 2019 – 2023

	Serious Injury Crashes	Fatal Crashes	Total Crashes	Percent Serious Injury or Fatal
Pedestrian	8	2*	43	21
Bicycle	1	0	15	7
Vehicle Only	5	0	955	0.5
Total	14	1	1,018	1

*Table represents IDOT vehicle crash data only with the exception of an additional pedestrian fatality occurred on campus when an e-bike rider struck a pedestrian.

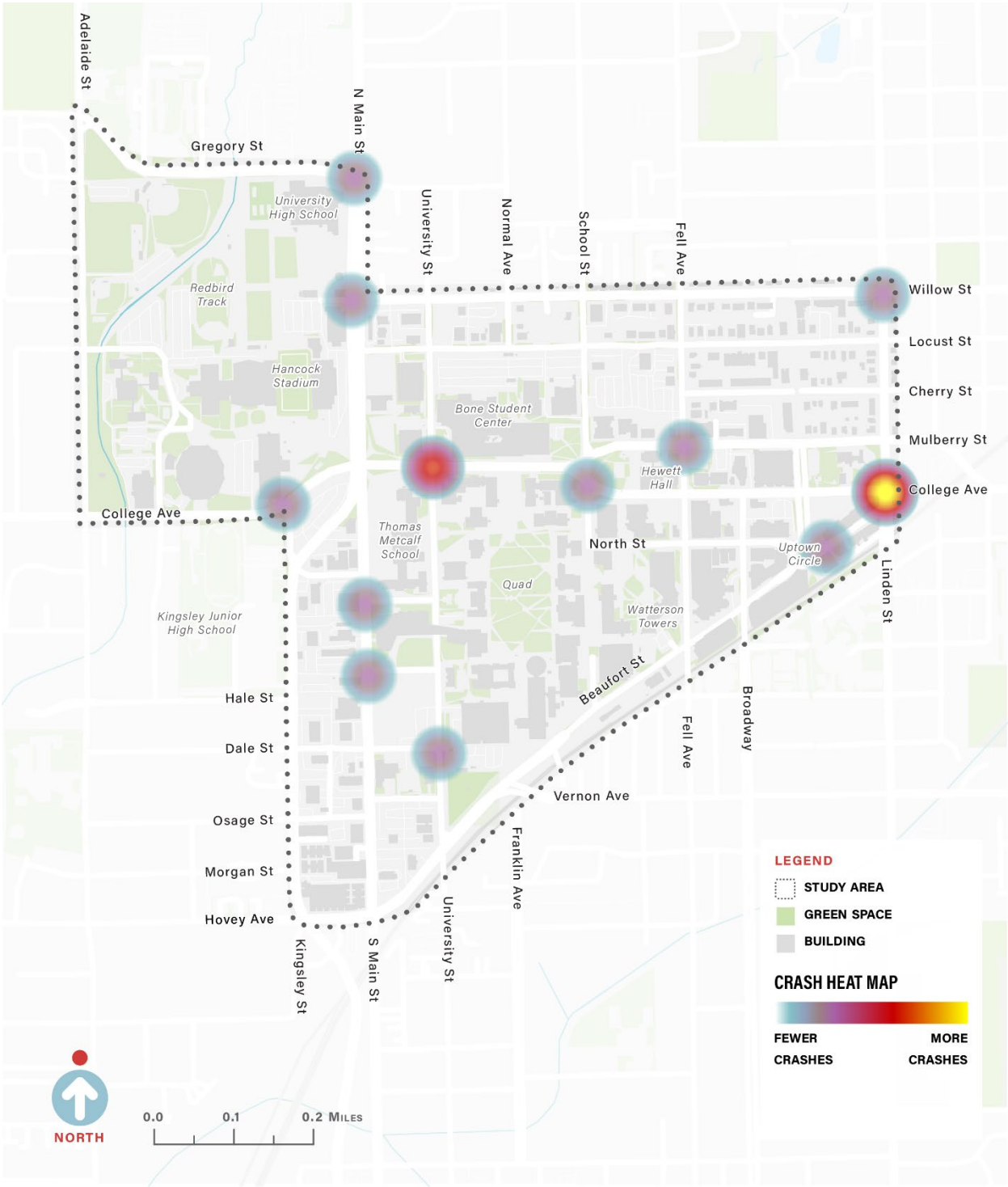
The only state-reported fatal pedestrian crash occurred under dark conditions on November 29th, 2021, when a driver traveling westbound on College Avenue struck a pedestrian in the crosswalk at Kingsley Street in front of Turner Hall. However, there was a second fatal pedestrian crash on September 26th, 2022. The pedestrian crash did not involve a motor vehicle and is thus excluded from state reporting data.

Figure 13. Crashes Resulting in Serious Injury or Death, 2019 - 2023



A map indicating serious injury and fatal traffic crash locations that took place between 2019-2023.

Figure 14. Heatmap of Crashes Resulting in Serious Injury or Death, 2019 – 2023



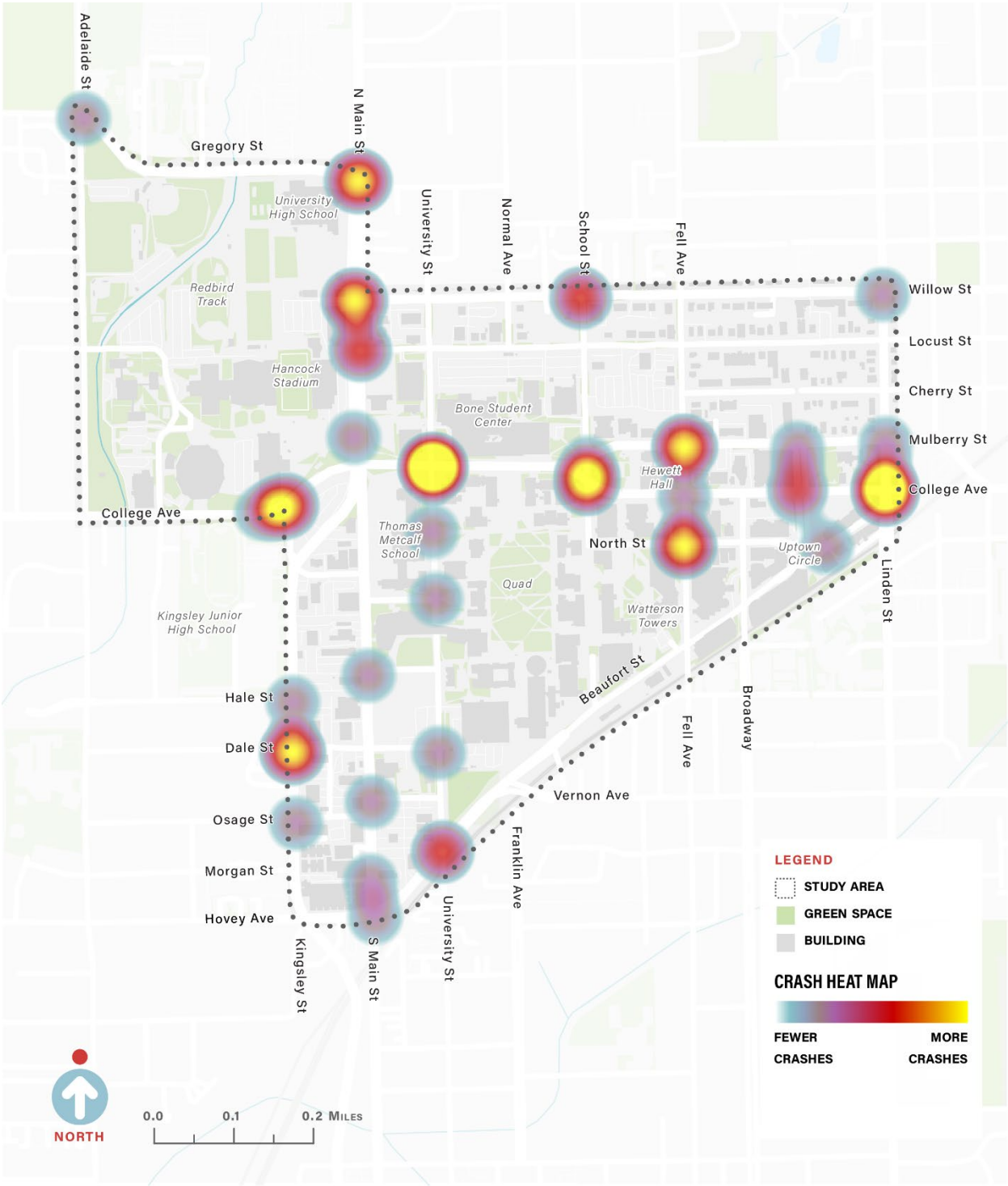
A heatmap indicating serious injury and fatal traffic crash locations that took place between 2019-2023.

Figure 15. Traffic Crashes Involving Pedestrians or Bicyclists, 2019 - 2023



A map indicating study area traffic crash locations that involved pedestrians or bicyclists, regardless of injury severity, that took place between 2019-2023.

Figure 16. Heatmap of Traffic Crashes Involving Pedestrians or Bicyclists, 2019 - 2023

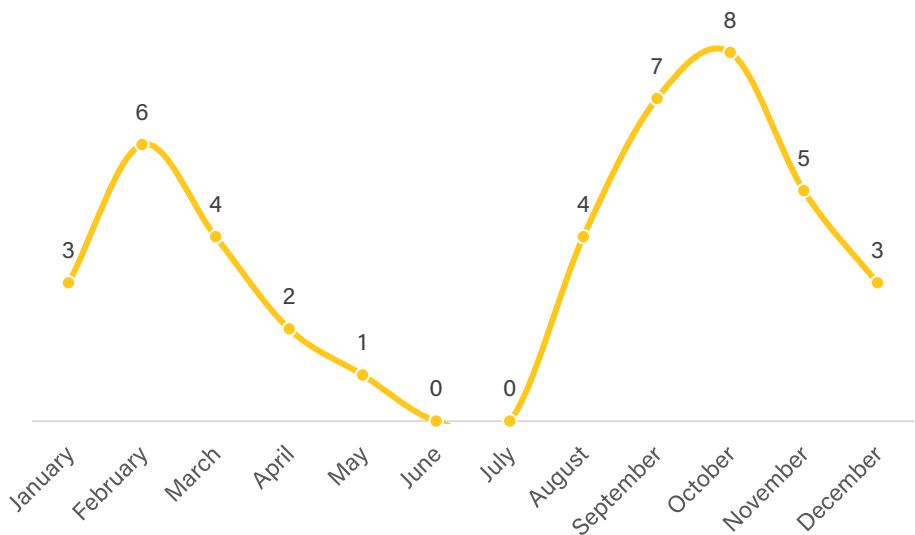


A heatmap indicating study area traffic crash locations that involved pedestrians or bicyclists, regardless of injury severity, that took place between 2019-2023.

Time and Day

The rate of pedestrian crashes is directly correlated with Illinois State’s semester schedule and is most frequent in the fall term. The chart below illustrates how pedestrian crashes are highest during the academic months, particularly September (7) and October (8), aligning with the start of the fall semester. Pedestrian crashes were nonexistent during summer break (June and July) and decreased during winter break (December and January). This trend is similar for all crashes, in which the highest number of crashes occurs during the fall semester and is lowest during May through July.

Figure 17. Study Area Pedestrian Crashes by Month, 2019-2023



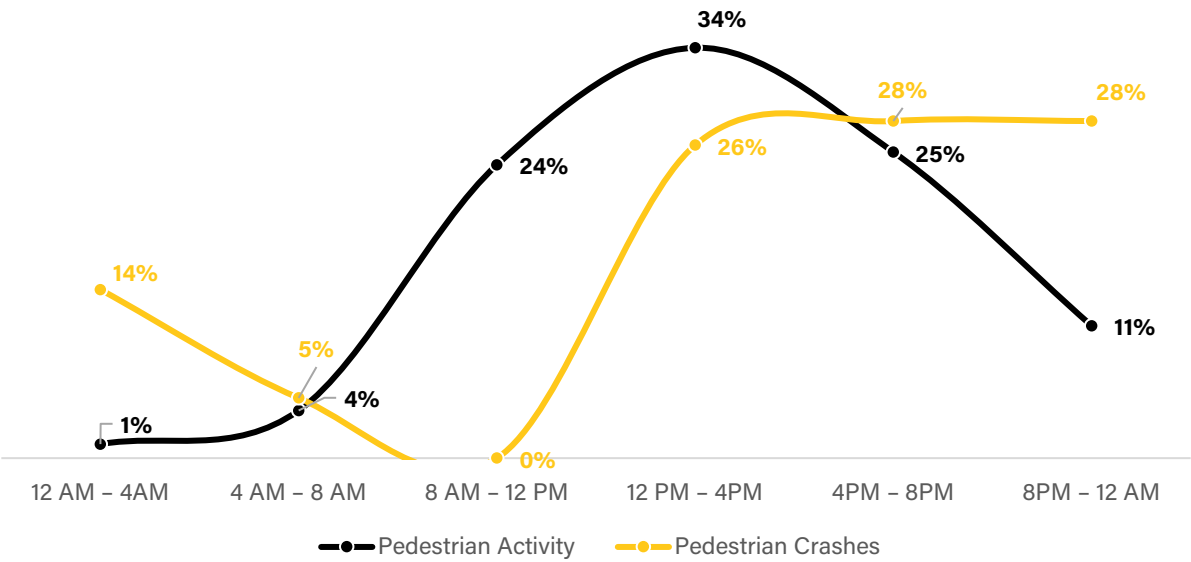
Over half of pedestrian crashes in the study area, 56 percent, occurred between 4 PM and midnight, compared to 39 percent of motorist crashes during this time period.

Table 8. Crashes by Time of Day, 2019 – 2023

Time of Day	Percent of Pedestrian Crashes	Percent of Bicyclist Crashes	Percent of Motorist Crashes
12 AM – 4AM	14	0	4
4 AM – 8 AM	5	0	5
8 AM – 12 PM	0	27	19
12 PM – 4PM	26	47	33
4PM – 8PM	28	13	27
8PM – 12 AM	28	13	12

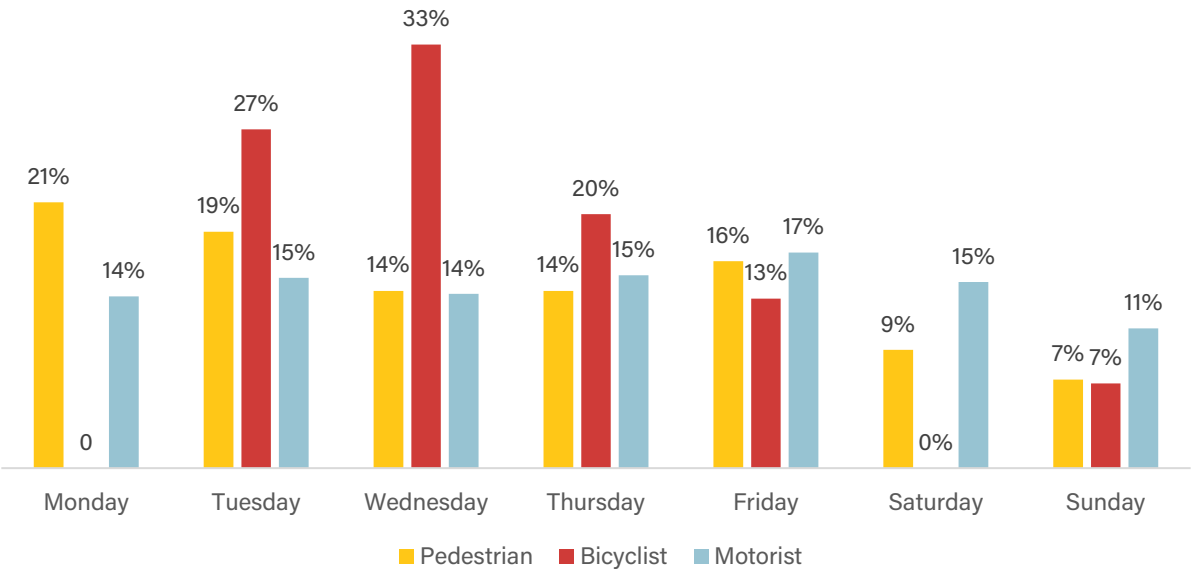
Comparing crash data to traffic count data from April 15, 2025 provides a sense of pedestrian activity, indicating time periods with higher crash risk. The times 4PM to 8PM, for example, saw 28 percent of pedestrian crashes with similar pedestrian activity, about 25 percent of pedestrian traffic from the day. However in looking at 8PM – 12AM and 12AM – 4AM, there was relatively low pedestrian activity with higher pedestrian crash rate. **This indicates a more significant crash risk in the dark hours compared to daytime hours.**

Figure 18. Pedestrian Crashes (IDOT, 2019 - 2023) with Pedestrian Activity based on April 15, 2025 Traffic Counts by Time Range



Looking at the day of week, motorist crashes occurred fairly consistently throughout the week. However, for vulnerable road users, the beginning of the week saw more pedestrian and bicyclist crashes. For pedestrian crashes, 40 percent of crashes took place on Monday or Tuesday. For bicyclist crashes, 60 percent took place on Tuesday or Wednesday.

Figure 19. Crashes by Day of Week, 2019 - 2023



Crash Location

The crash analysis reveals that **intersections are major areas of concern**. The majority of pedestrian crashes (79 percent) and over half of bicyclist crashes (53 percent) occurred at an intersection. The majority of crashes resulting in serious injury or death (87 percent) took place at an intersection.

Main Street

Over one third of all crashes and one quarter of crashes resulting in serious injury occurred on or at an intersection with Main Street. The segment of Main Street from College Avenue to Dale Street is particularly concerning, accounting for 154 total crashes (including 2 serious injury crashes and 1 pedestrian crash).

College Avenue

Nearly half of all crashes resulting in serious injury (42 percent) and over one third of bicycle and pedestrian crashes (37 percent) occurred on or at intersections with College Avenue. Three bicycle and three pedestrian crashes occurred at the College Avenue and University Street intersection – this is the most of any intersection in the study area, a busy location at the heart of campus. 25 percent of all vehicle crashes at the University intersection were the result of turning vehicles and 32 percent were the result of rear-end collisions – the highest share. All six of the bicycle and pedestrian crashes were the result of either motorists disregarding traffic signals or failing to yield right-of-way to the bicyclist or pedestrian. With two bus stops, heavy pedestrian activity, and many turning vehicles, the University Street intersection presents a strong opportunity for safety enhancements.

Another intersection with a significant crash history is at College Avenue and Linden Street. 31 percent of all vehicle crashes at the Linden intersection were the result of turning vehicles, and 50 percent of pedestrian crashes were the result of vehicles not yielding the right-of-way to pedestrians. Three crashes resulting in serious injury involved pedestrians – the most of any intersection in the study area – have occurred there since 2019. Community stakeholders flagged occasional traffic build-up from freight train activity, which can be highly disruptive to traffic operations, as well as the presence of bars and restaurants around this intersection as potential concerns for pedestrian safety (two crashes were reported as involving drunk driving). Moreover, 27 percent of all vehicle crashes at the College Avenue and Linden Street intersection were caused by motorists disregarding traffic signs or signals.

Other intersections with College Avenue also present challenges for vulnerable roadway users. The pedestrian fatality that occurred at the Kingsley Street and College Avenue intersection is located on a segment of College Avenue that has four lanes (two in each direction). Three other pedestrian and bicyclist crashes also occurred at this intersection since 2019.

Additionally, the complex intersection at College Avenue, School Street and Mulberry Street accounted for 28 total crashes (2 percent) in the study area between 2019 and 2023. 28 percent of these were rear end collisions, the most of any crash type. Meanwhile, two of the pedestrian crashes at this intersection were the result of motorists failing to yield right-of-way to pedestrians.

Leading Causes

The leading cause of a crash is the most significant factor in causing the crash, as determined by reporting officer judgment. Of the known causes, the three most common leading causes in motorist-only crashes are:

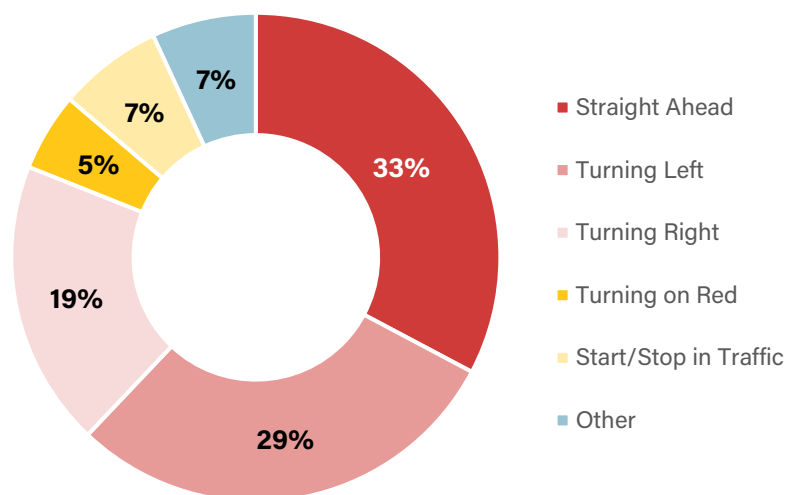
1. Improper driver maneuvers, 30 percent
2. Failure to yield, 20 percent
3. Speeding, 19 percent

Of the known causes, the three most common leading causes in motorist-pedestrian and motorist-bicyclist crashes are:

1. Failure to yield [by motorist], 71 percent
2. Disregard signal or sign [by motorist], 12 percent
3. Speeding [by motorist], 10 percent

Among crashes involving pedestrian or bicyclist, a third of the crashes involved a 'Straight Ahead' driver action where a motorist was traveling straight immediately prior to the crash. Nearly a third, 29 percent, of crashes involving a pedestrian or motorist involved a driver 'Turning Left', followed by 19 percent of crashes involving a pedestrian or motorist with a 'Turning Right' driver action. While the majority of crashes involving pedestrian or bicyclist, 72 percent, took place at an intersection, only 52 percent of crashes involving a pedestrian or bicyclist that experienced a 'Straight Ahead' driver action took place at an intersection. This suggests that many of the crashes involving 'Straight Ahead' driver action were at mid-block locations, including mid-block crosswalks.

Figure 20. Pedestrian and Bicyclist Crashes by Driver Action, 2019 - 2023



Within the study area, distracted driving was only reported in two percent of crashes and driving under the influence was reported in one percent of crashes. According to IDOT, between 2019 and 2023, nearly five percent of all traffic deaths in Illinois involved at least one distracted driver.²⁶ As mobile devices and in-vehicle technologies become increasingly integrated into daily life, distracted driving has emerged as a significant factor contributing to crashes, injuries, and fatalities.²⁷ Despite the scale of the problem, distraction remains inconsistently reported in statewide crash data, limiting the ability of local governments and safety professionals to develop effective, targeted interventions. The data inconsistency continues for driving under the influence. Traffic crashes in which the driver was impaired due to alcohol or drugs is inconsistent and underreported. Additionally, for both distractions and impairment, there is limited attention to collected data from non-motorists.²⁸



In April 2025, the Illinois Secretary of State launched the multi-faceted “One Road. One Focus” safety campaign to raise the dangers and consequences of distracted driving.²⁹

The companion **Engagement Summary** offers more insight to community members’ perception on distracted and impaired behaviors.

²⁶ WJOL News. (2024, April 1). *IDOT and Illinois State Police say don't drive distracted: "Eyes forward"*, Accessed June 6, 2025, <https://www.wjol.com/idot-and-illinois-state-police-say-dont-drive-distracted-eyes-forward/>

²⁷ National Highway Traffic Safety Administration, “Distracted driving 2020”, U.S. Department of Transportation, accessed May 15, 2025, <https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813111>

²⁸ National Safety Council, *Undercounted is Underinvested: How Incomplete Crash Reports Impact Efforts to Save Lives*, 2017, https://www.nsc.org/getmedia/88c97198-b7f3-4acd-a294-6391e3b8b56c/undercounted-is-underinvested.pdf?srsltid=AfmBOoomclUxgPkQT8ltlw8pQxI_6UKABoEppg5KRE8pU2oaU_YFUiYc

²⁹ Illinois Secretary of State, *Giannoulas Launches Multi-Faceted Effort to Curb Distracted Driving*, April 22, 2025, <https://www.ilsos.gov/news/2025/april/250422d1.pdf>

Campus Travel Patterns

Campus Commuting Patterns

To better understand campus travel patterns in the study area, data from Replica were examined. Replica is a mobility data platform that runs a seasonal, high-fidelity simulation that accurately represents the US population and its travel patterns. The platform leverages a mix of cell phone geolocation data, credit card transactions, and underlying demographic information to create an agent-based model of trips and mobility patterns across the United States.

A significant number of trips beginning in the study area are made via automobile (75 percent); however, a sizable number of trips (more than 18,000 trips on an average weekday) are also made by walking, biking, and public transit. For local trips only (i.e., trips that both began and ended in the study area), approximately 50 percent are walking trips, indicating a **highly walkable environment**. This reflects the study area’s relatively compact layout, the proximity of on-campus student housing to academic buildings, and an existing culture of walking among campus community members. Together, these factors provide a strong foundation for opportunities to enhance pedestrian infrastructure in the future.

Table 9. Study Area Trip Origins by Transportation Mode

Commute Mode	Total Trips Beginning in the Study Area	Percentage of Trips Beginning in the Study Area
Private Vehicle	46,630	70
Walking	15,574	23
Public transit	2,675	4
Other Travel Mode	733	1
Commercial vehicle (freight)	531	1
Biking	282	< 1
Taxi/TNC	114	< 1
Total Trips	66,539	100

Source: Replica Fall 2024 Average Weekday Trips, 2024

Table 10. Study Area Local Trips by Transportation Mode

Commute Mode	Total Trips Beginning and Ending the Study Area	Percentage of Trips Beginning and Ending the Study Area
Walking	11,302	50
Private Vehicle	9,027	40
Public transit	1,650	7
Other	532	2
Biking	98	< 1
Commercial vehicle (freight)	82	< 1
Taxi/TNC	5	< 1
Total Trips	22,696	100

Source: Replica Fall 2024 Average Weekday Trips, 2024

Parking & Housing Availability

Campus Parking

As part of the Illinois State University Campus Parking Master Plan, a comprehensive assessment of parking inventory was completed to inform the next 10 years of campus planning. The study identified more than 7,000 parking spaces specifically allocated to certain user groups, detailed in the table below³⁰. Notably, the overall occupancy rates at peak times (10 AM and 2 PM) are below 80 percent for all users, with parking for faculty, staff and commuter students having the highest utilization (76–77 percent). While this reflects a continued reliance on personal vehicles for students commuting to campus, the utilization patterns across permit types also highlight an opportunity to repurpose underused parking areas to support biking and walking infrastructure across campus.

Table 11. Illinois State Parking Inventory and Occupancy Rate, by Allocation Type

Parking Permit Type	Total Parking Permit Spaces	Percentage Parking Permit Spaces	10 AM Occupancy Percentage	2 PM Occupancy Percentage
Faculty and staff only	3,207	43	64	67
Faculty, staff and commuter students	2,013	27	76	77
Student residents/vehicle storage for residence hall students	1,925	26	73	68
Reserved parking (specific for employees or departments throughout campus)	281	4	45	54
Total parking permit spaces on campus³¹	7,426	100	-	-

Campus Housing

Illinois State University has 19 on-campus student housing buildings, representing 14 percent of all campus buildings. For the 2024–2025 academic year, total student enrollment was 21,546. On-campus housing offers 6,750 bed spaces, all of which are fully occupied. This indicates that slightly less than one-third (31 percent) of students live on-campus compared to 69 percent living off-campus. With only 2,013 parking permit spaces reserved for faculty, staff, and commuter students, this means that most students living off-campus are unable to acquire a parking permit. Many students therefore rely on walking, biking, or other transportation modes to reach campus.

While off-campus student housing is dispersed in the neighborhoods around the study area, it is important to consider the crossing locations and entry points students tend to use when making their way to

³⁰ An excerpt of the Campus Parking Master Plan, Illinois State University, 2020

³¹ This data excludes parking allocated to pay lots/meters, service vehicles, loading zones, electric vehicle parking, labs adjacent to Metcalf School and Fairchild Hall, University High School leased spaces, motorcycles, business partners, and fleet vehicles.

campus. For example, for many students living to the south of campus, the intersections at University Street and Beaufort Street as well as Fell Avenue and Beaufort Street are critical entry points and highly trafficked intersections for community members coming and going to the neighborhoods to the southeast of the railroad tracks. Conversely, for students living to the north of campus, the Constitution Trail, Fell Avenue, and School Street are major feeders to and from off-campus housing areas to the Illinois State campus and Uptown neighborhood, warranting additional attention to pedestrian safety needs at these intersections.

Safety Programming

Illinois State University employs a range of safety programs to support students, particularly those who walk or bike on and around campus. These initiatives combine digital tools like the Safe Redbird App and in-person outreach to enhance awareness, accessibility, and real-time support in the study area. Social media is also used to engage the campus community.

Safe Redbirds Ambassadors Mobile App

The Safe Redbirds app is the official safety application of Illinois State University, developed through a collaboration between the Illinois State University Police Department and Emergency Management. It serves as a central platform for communicating safety alerts and provides immediate access to campus safety resources, including emergency contact numbers and location-sharing features. Users are able to report safety concerns, crimes, and similar observations. To support pedestrian and cyclist safety, the app highlights Dismount Zones throughout campus. It also includes the Redbird Safe Walk feature, which involves Safe Redbird Ambassadors, student employees who offer support and assistance to the campus community. Overall, the Safe Redbirds app enhances the experience of walking and biking on campus by integrating safety communication tools with physical infrastructure that prioritizes user security and comfort.

Night Walk Event

An additional resource to campus mobility and safety are advocacy events like the Annual Night Walk to educate Illinois State students about campus safety.³² Representatives from multiple safety and facilities departments at Illinois State University along with representatives from the Town of Normal participate in the event which serves as a platform for students to learn and ask questions about campus safety and resources available while touring the campus.

³² Plowman, Brooke, *Annual Night Walk returns to educate ISU students about campus safety*, The Vidette, September 30, 2024, https://www.videtteonline.com/news/annual-night-walk-returns-to-educate-isu-students-about-campus-safety/article_556e1004-7af8-11ef-86df-4f0f4bf6654e.html

Conclusion

In response to increasing transportation safety concerns and severe crashes, support for pedestrian and roadway safety has grown. The need for pedestrian and roadway safety is warranted – traffic crashes have been on the rise and pedestrians are disproportionately impacted. For example, pedestrian crashes represent only four percent of total crashes in the study area, but 57 percent of crashes resulting in serious injury and 100 percent of crashes resulting in death within the last five years.

The study area's roadway network is characterized by two dissonant environments: smaller, local campus and town center streets juxtaposed by large, busy arterials. The combination of fast vehicle speeds with wide roadways impact roadway safety. As a result, many community members feel unsafe, walking, bicycling, or rolling within the study area. The concern for roadway safety is exacerbated at intersections where the majority of crashes resulting in serious injury or death (87 percent) took place.

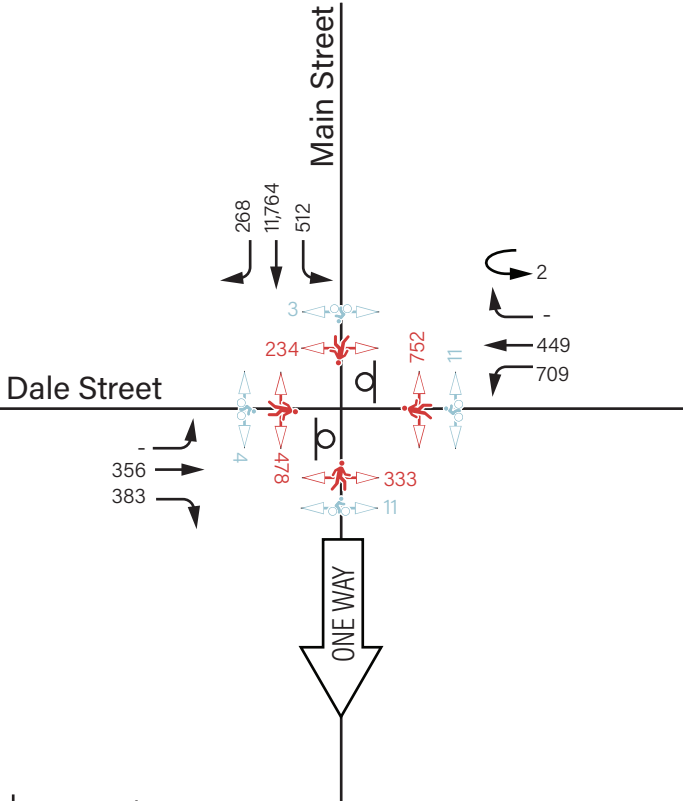
The pedestrian network around Illinois State University and Uptown Normal is highly walkable, with extensive sidewalks and good pavement conditions. However, some sidewalk gaps remain, and long distances between pedestrian crossing locations may pose accessibility and safety challenges. High pedestrian volumes at complex intersections and poor after-dark visibility contribute to crash risks on roads like College Avenue, Beaufort Street, and others. Enhancements like refuge islands, RRFBs, and curb extensions have been deployed in some locations, but lighting improvements and additional traffic calming may be beneficial to further enhance safety in the future.

With regard to bicycling, the Constitution Trail provides strong opportunities for regional bike connectivity. However, inconsistent design, minimal on-street bike infrastructure, and unclear trail segments can reduce comfort and safety. Shared-lane markings are faded, and many cyclists use sidewalks instead of on-road routes. The campus Dismount Zone improves pedestrian safety but limits bike access through central areas. Strengthening trail visibility, expanding dedicated bike facilities, and improving signage and compliance with personal transportation device policies will enhance safety and support a more accessible multimodal campus network for all.

The next phase of the Pedestrian + Roadway Campus Safety Initiative will include the development of recommendations to include safety, comfort, and accessibility of walking and navigating the study area, along with testing some of those solutions.

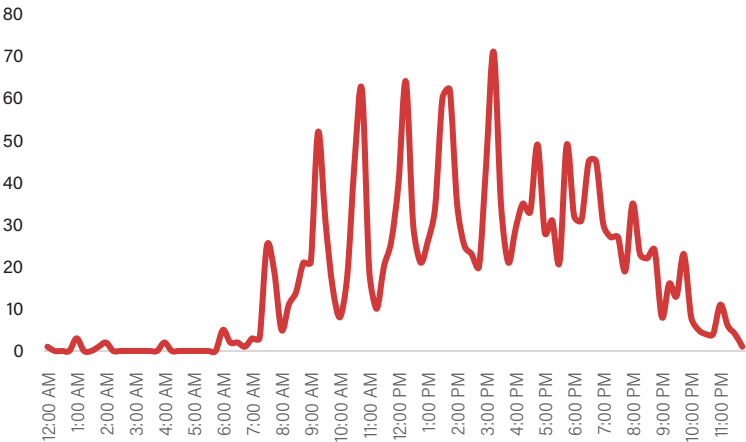
Appendix

MAIN STREET + DALE STREET
24 HOUR TRAFFIC COUNT
APRIL 15, 2025

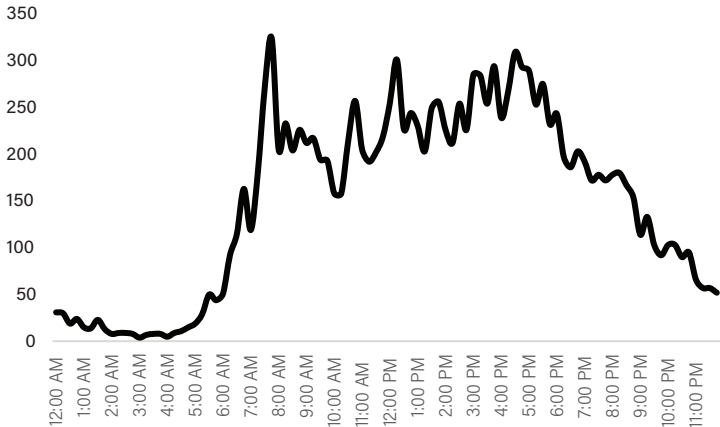


Stop Sign

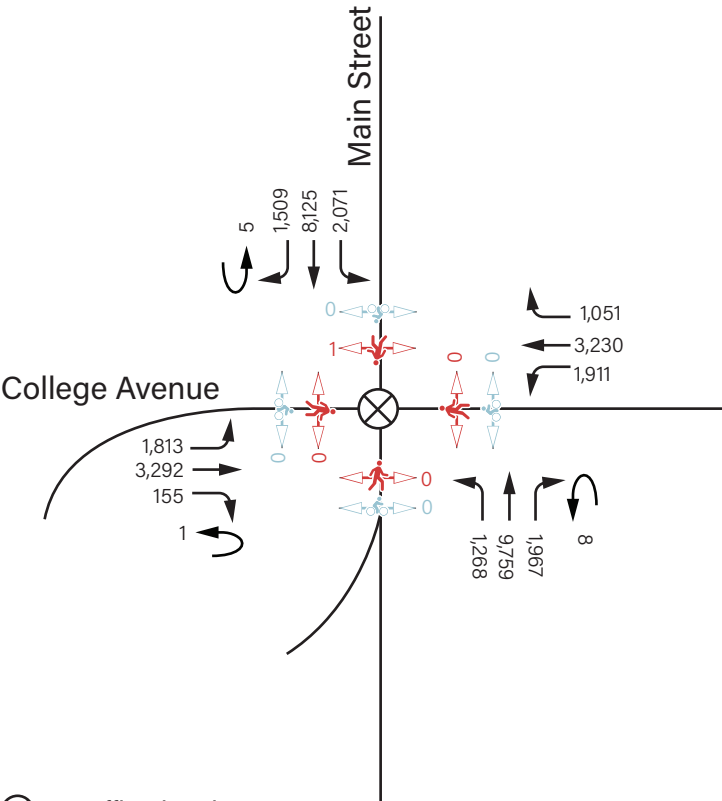
Intersection Pedestrian Counts by Time of Day



Intersection Vehicle Counts by Time of Day



MAIN STREET + COLLEGE AVENUE
24 HOUR TRAFFIC COUNT
APRIL 15, 2025

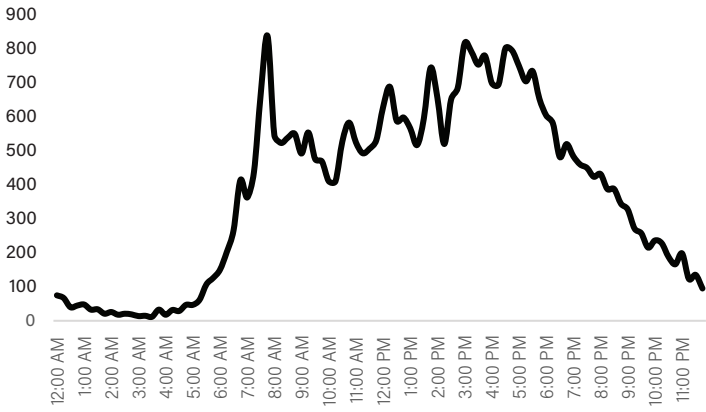


Traffic Signal

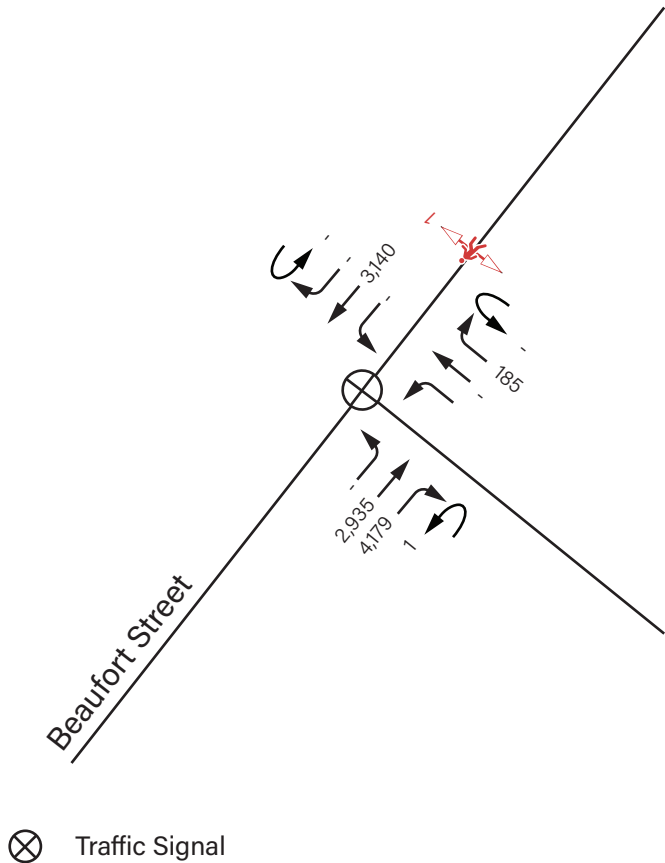
Intersection Pedestrian Counts by Time of Day

1 counted pedestrian in 24 hour period

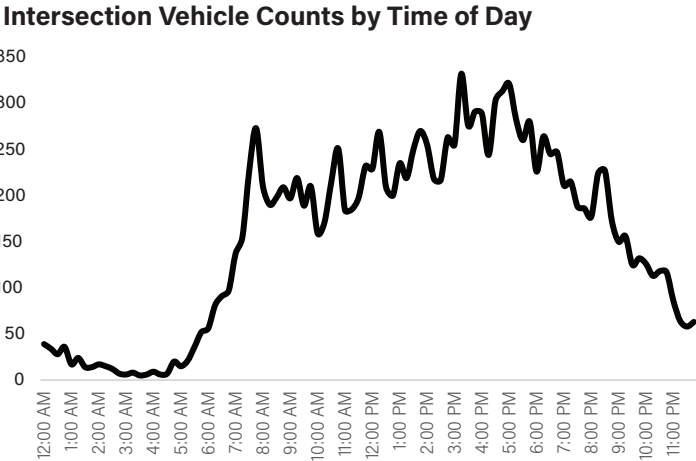
Intersection Vehicle Counts by Time of Day



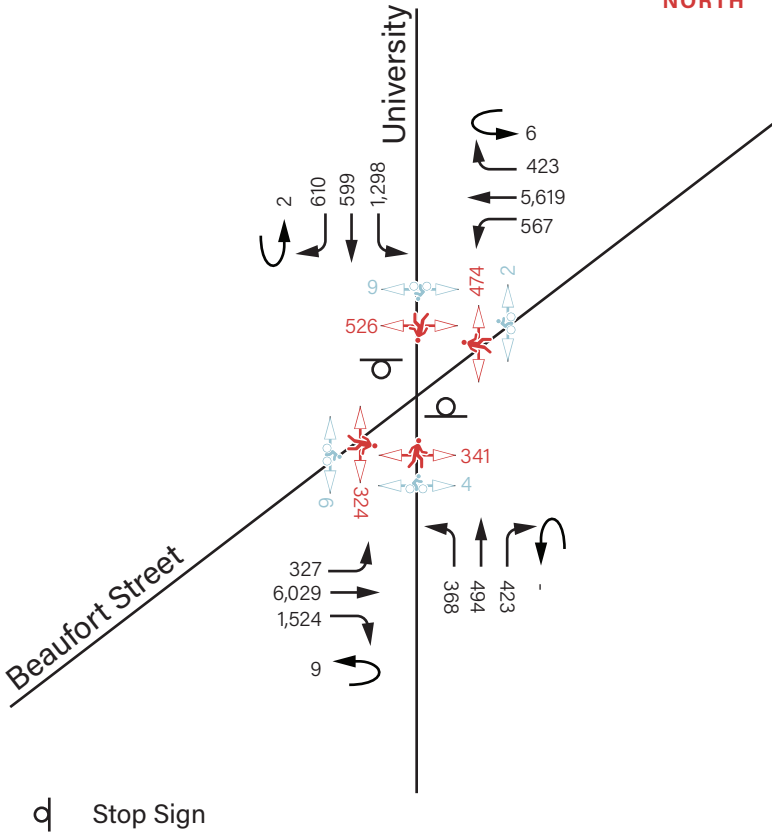
VERNON AVENUE + BEAUFORT STREET
24 HOUR TRAFFIC COUNT
APRIL 15, 2025



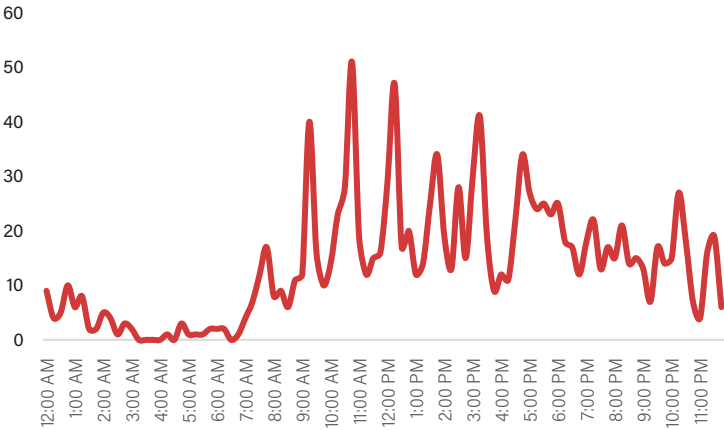
Intersection Pedestrian Counts by Time of Day
1 counted pedestrian in 24 hour period



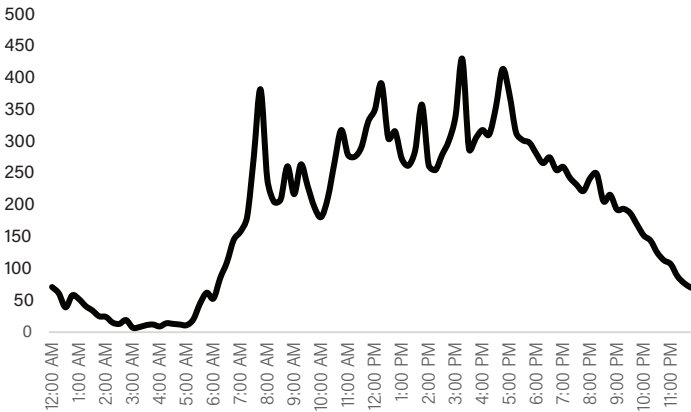
UNIVERSITY STREET + BEAUFORT STREET
24 HOUR TRAFFIC COUNT
APRIL 15, 2025



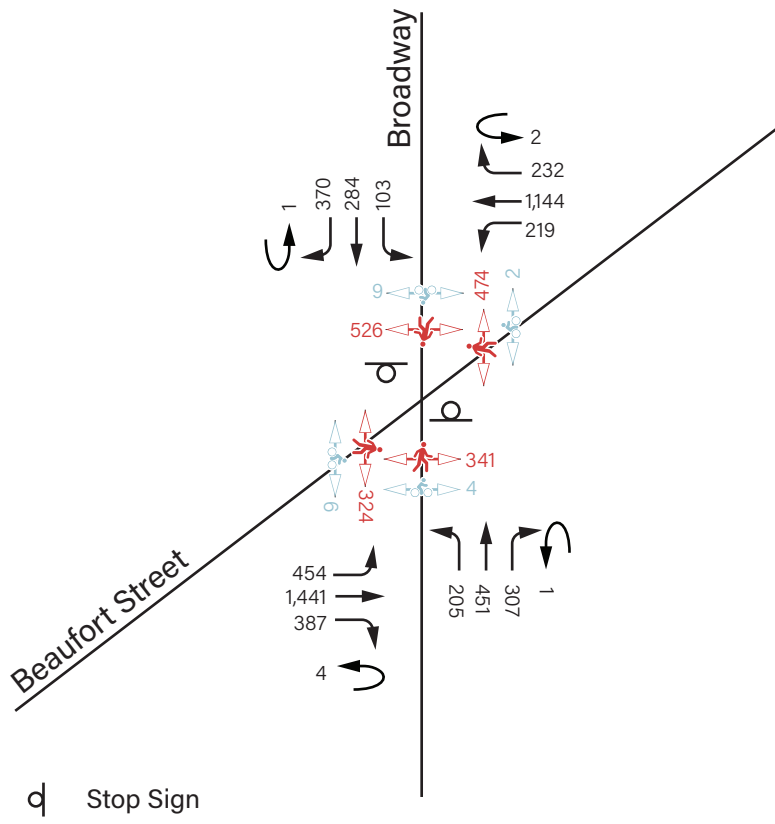
Intersection Pedestrian Counts by Time of Day



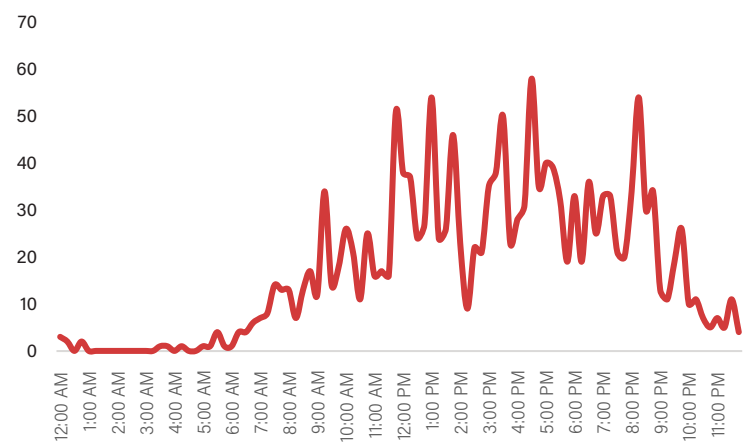
Intersection Vehicle Counts by Time of Day



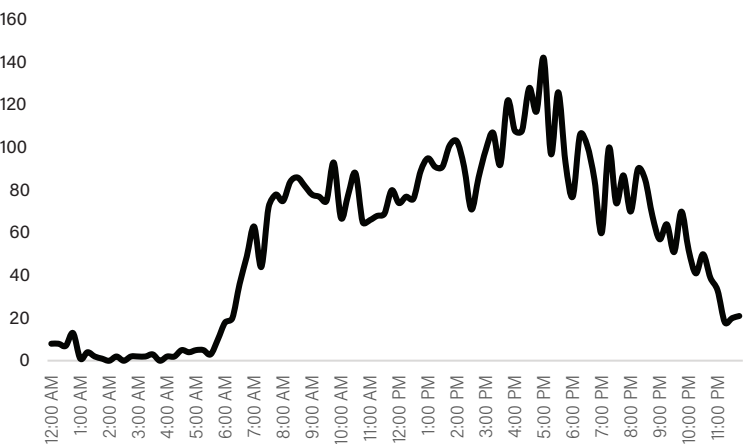
BROADWAY + BEAUFORT STREET
24 HOUR TRAFFIC COUNT
APRIL 15, 2025



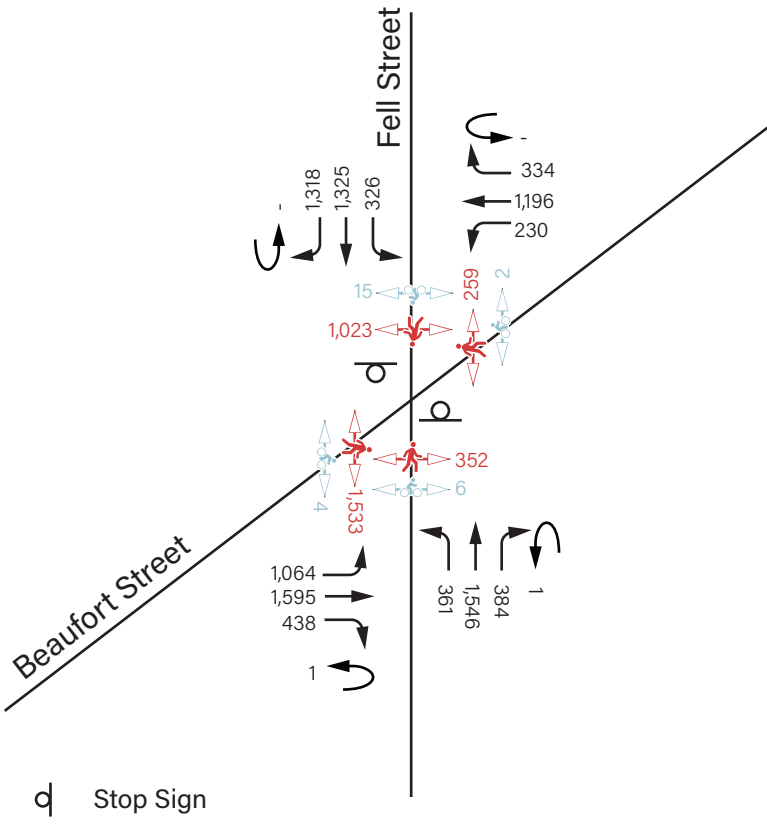
Intersection Pedestrian Counts by Time of Day



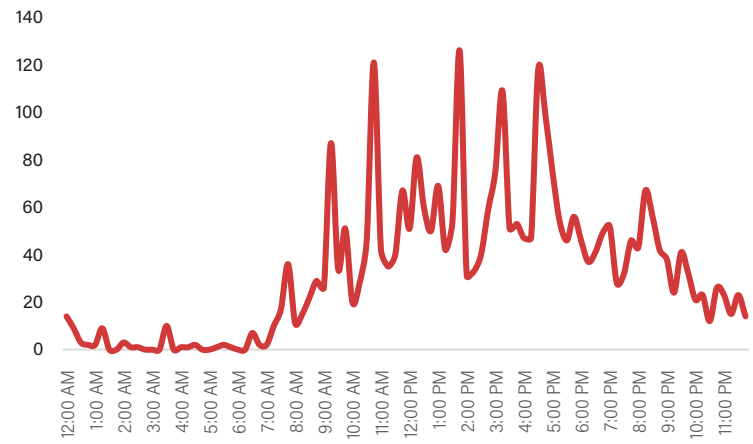
Intersection Vehicle Counts by Time of Day



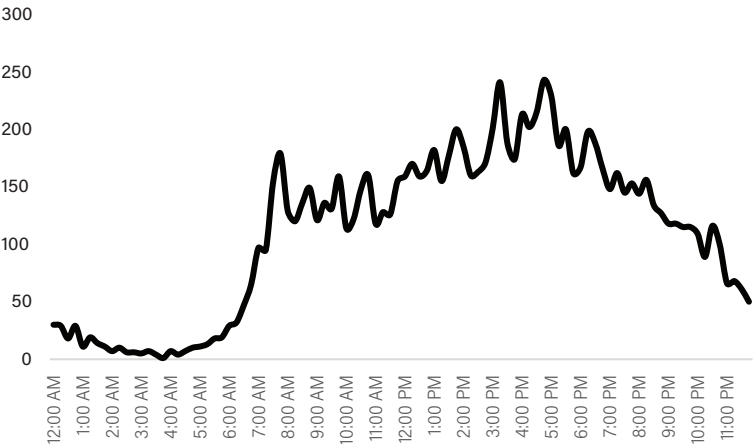
FELL AVENUE + BEAUFORT STREET
24 HOUR TRAFFIC COUNT
APRIL 15, 2025



Intersection Pedestrian Counts by Time of Day



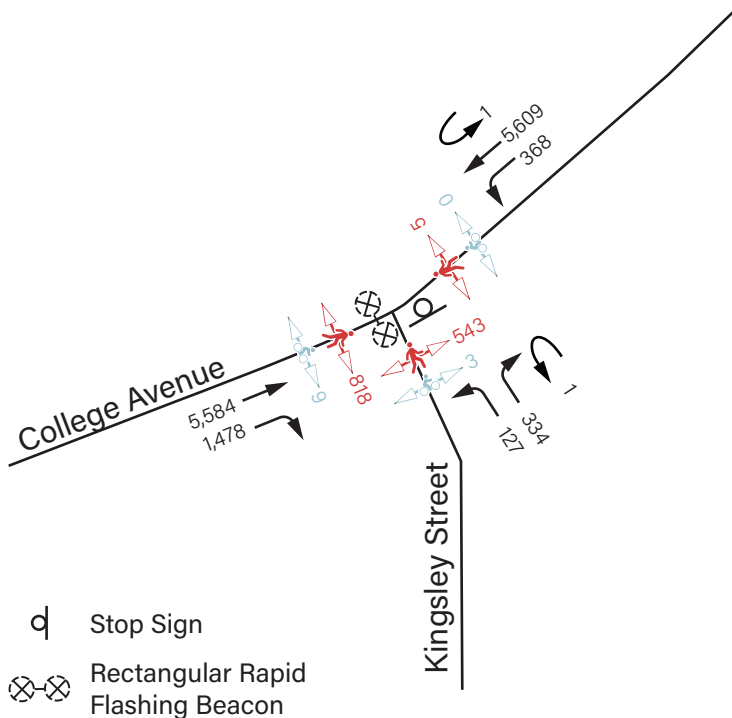
Intersection Vehicle Counts by Time of Day



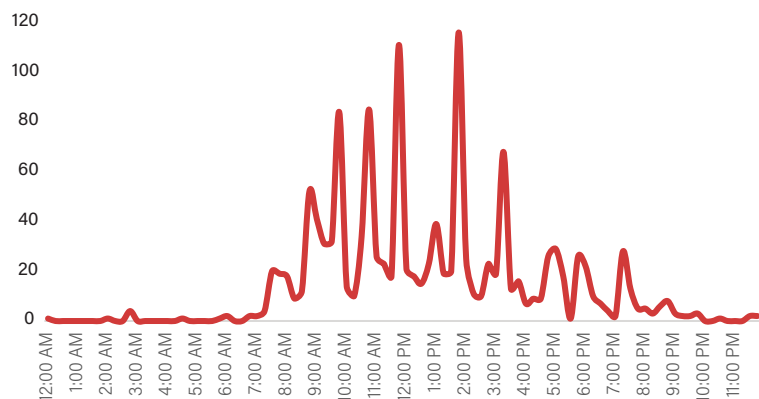
KINGSLEY STREET + COLLEGE AVENUE

24 HOUR TRAFFIC COUNT

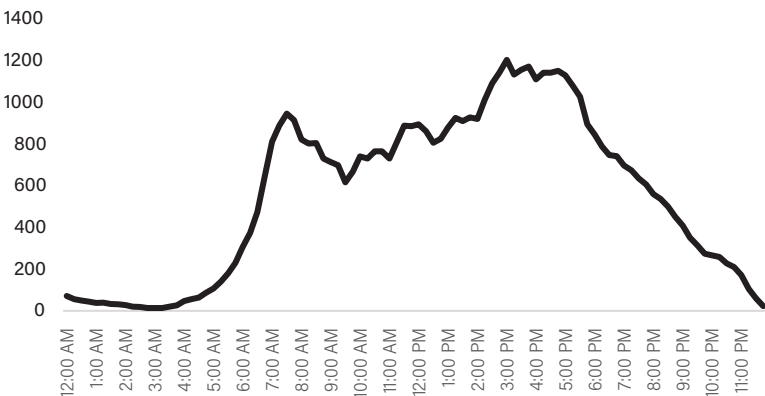
APRIL 15, 2025



Intersection Pedestrian Counts by Time of Day



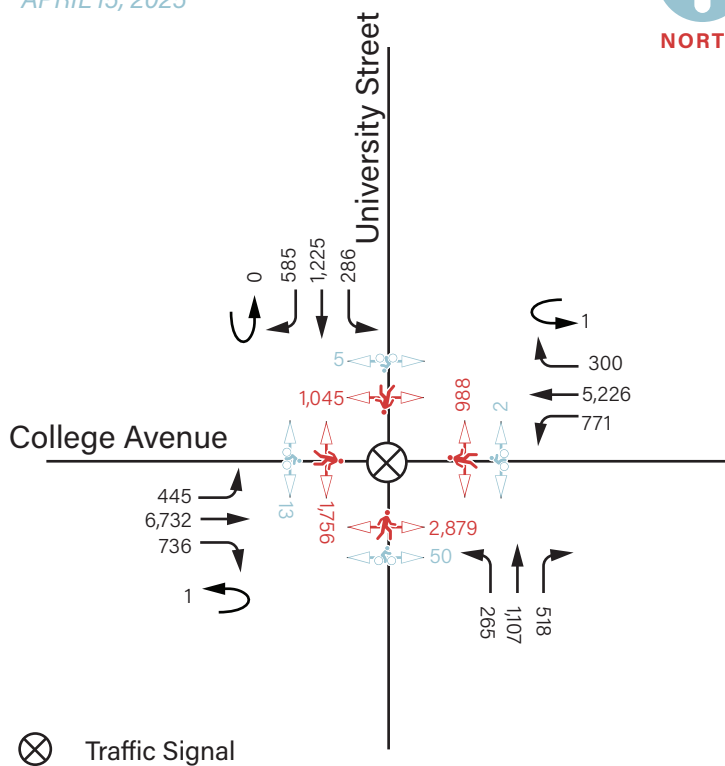
Intersection Vehicle Counts by Time of Day



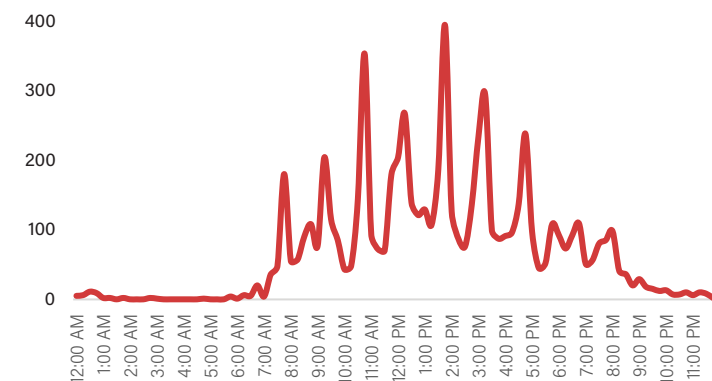
UNIVERSITY STREET + COLLEGE AVENUE

24 HOUR TRAFFIC COUNT

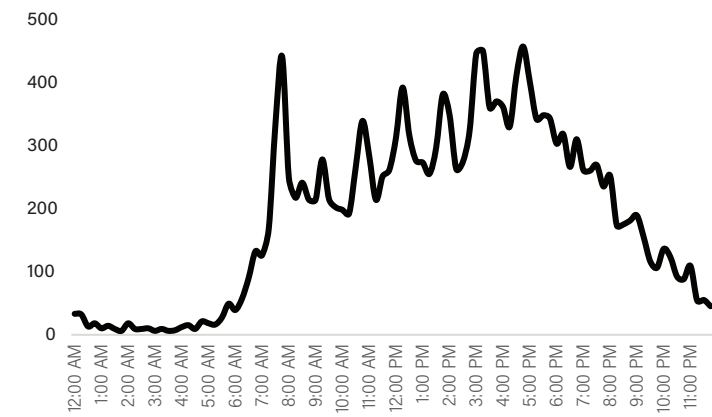
APRIL 15, 2025



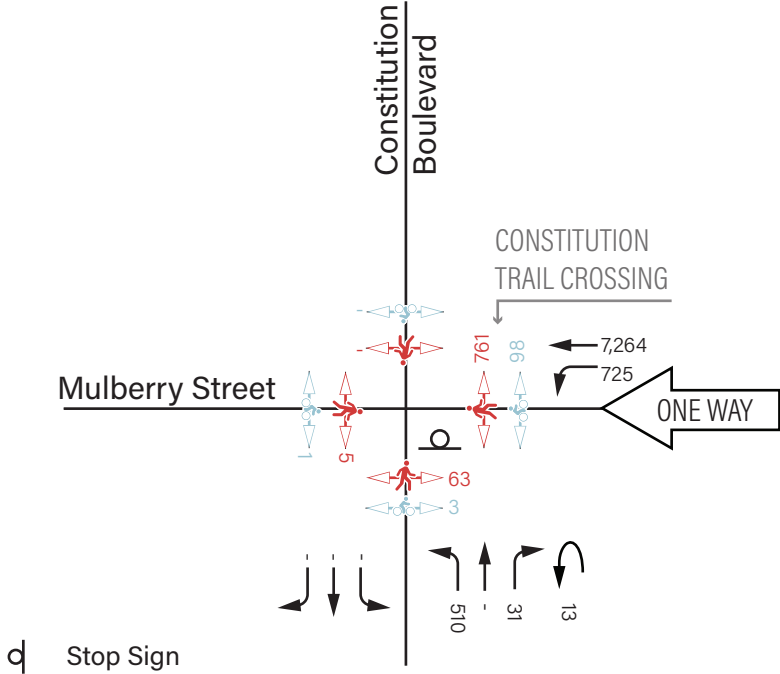
Intersection Pedestrian Counts by Time of Day



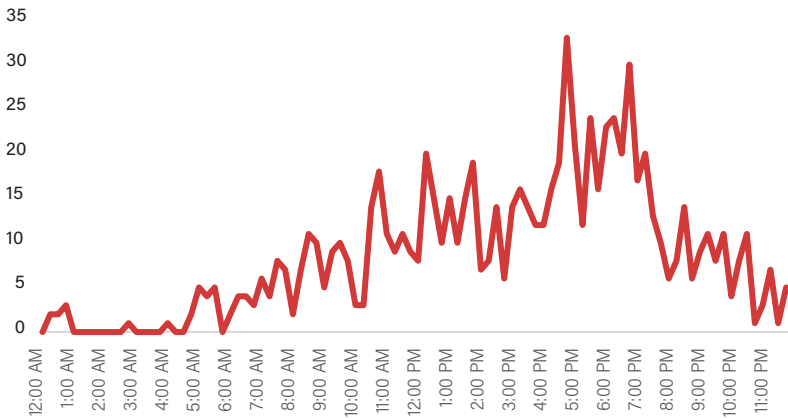
Intersection Vehicle Counts by Time of Day



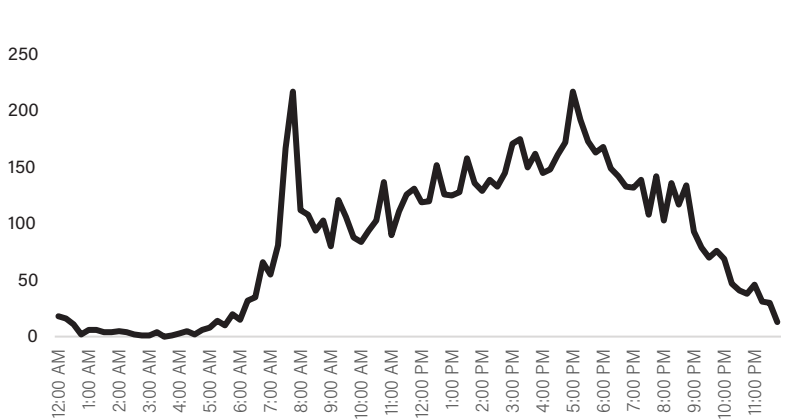
CONSTITUTION BOULEVARD +
W MULBERRY STREET
24 HOUR TRAFFIC COUNT
APRIL 15, 2025



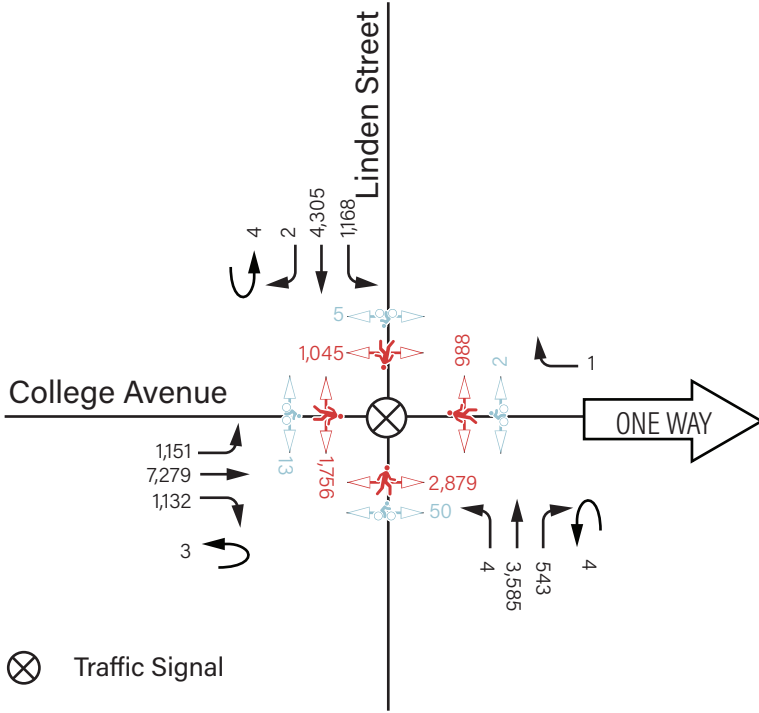
Intersection Pedestrian Counts by Time of Day



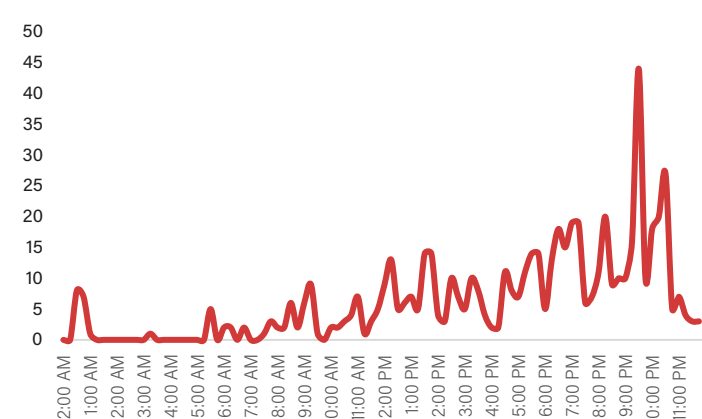
Intersection Vehicle Counts by Time of Day



LINDEN STREET + COLLEGE AVENUE
24 HOUR TRAFFIC COUNT
APRIL 15, 2025



Intersection Pedestrian Counts by Time of Day



Intersection Vehicle Counts by Time of Day

