

# ***RATS*** **ROCKFORD AREA TRANSPORTATION** **STUDY METROPOLITAN PLANNING ORGANIZATION**

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## **POLICY COMMITTEE**

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Rockford Community Development, Machesney Park Planning,  
Loves Park Planning, Winnebago County Planning, Winnebago  
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Park Transit, Rockford Mass Transit, Greater Rockford Airport*

## **TECHNICAL COMMITTEE MEETING MINUTES**

**December 8, 1994**

THE FOLLOWING ARE THE MINUTES OF THE DECEMBER 8, 1994, MEETING OF THE TECHNICAL COMMITTEE OF THE ROCKFORD AREA TRANSPORTATION STUDY (RATS) HELD AT THE LOVES PARK CITY HALL.

**MEMBERS PRESENT:** Wayne Dust, Rockford CD Dept.; Dan Jacobson, Loves Park Planning Dept.; Dennis Hendricks, Rockford Mass Transit District; Phil Maggio, Machesney Park Planning Dept.; David Noel, Winnebago County Planning; Mary Allen Verdun, IDOT District 2; Steve Ernst, Rockford Public Works Dept.; Jack Kretzer, Winnebago County Public Works Dept. (arrived at 11:00 a.m.); Curtis Cook, Ogle County Highway Department (nonvoting member); Rich Lundin, Boone County Highway Dept. (nonvoting member).

**MEMBERS ABSENT:** Daniel Salameda, Loves Park Transit System; Nick Lacary, Winnebago County Paratransit System; Mark VanLoh, Greater Rockford Airport Authority; Dave Sliktas, Belvidere/ Boone County Planning Commission (nonvoting member).

**OTHERS PRESENT:** Hong Liu, Rockford Public Works Dept.; Gary McIntyre, RATS; Russ Petrotte, RATS; John Paul Kohler, Federal Highway Administration; Rhonda Miner, IDOT (Springfield); Bill Rogers, Developer; Bob Kleckner, Developer; David Nord, Village of Cherry Valley; John McNamara,

**3. RMTD EVENING BUS SERVICE:** Dennis Hendricks reported that RMTD has decided to experiment with evening bus service as a result of repeated publicly-voiced concerns through the Mayor

Developer; Dennis Schultz, IDOT; Gene Washburn, IDOT; Lew Moon, Cottonwood Airport; A. Marie Holmes, City of Loves Park, Channel 17 news team.

**1. APPROVAL OF THE MINUTES:** Russ Petrotte said the minutes for the previous meeting were not yet complete. Chairman Wayne Dust laid this item over until the next meeting.

**2. AGENCY REPORTS:** Representatives present reported on the progress of projects and activities within their jurisdictions or under their responsibility. The progress of the various highway improvement projects are reported in the attached TIP Progress Report sheets. Dennis Hendricks reported that RMTD received word the District was recently awarded a grant funded by a combination of FTA Section 3 funds and IDOT funds sufficient to purchase 14 new buses at an estimated cost of \$220,000 per bus. These buses will replace eligible buses in the existing fleet.

For the benefit of persons new to the RATS planning process, Mr. Dust asked all persons present to introduce themselves

of Rockford's "Blueprint For Rockford" planning process that has been underway since April of this year.

RMTD's evening bus routes extend throughout the City similar to the daytime routes, but with most of the loops or side trips removed and with hour instead of half-hour headways. The route and schedule structure is similar to the Saturday daytime structure. The service extends slightly past midnight and was started in September. It is being run on a six-month experimental basis, funded by local and State funds.

RMTD goal for the evening service has been to achieve a ridership level, in terms of passengers per hour, equivalent to that now achieved with their Saturday service (16 persons per hour). At present, ridership is at roughly 10 passengers but appears to be steadily increasing.

**4A. TRANSPORTATION PLAN / SPRING CREEK ROAD EXTENSION:** Mr. Dust asked Mr. Noel to report on the latest deliberations of the County concerning this topic. Mr. Noel said he did not attend the last Public Works Committee meeting and thought Jack Kretzer would be attending this meeting to give a report.

Gary McIntyre said Mr. Kretzer told him the County Board referred this matter back to the Public Works Committee for reconsideration at their meeting next Tuesday. He noted the fact there are several newly elected members.

Mr. McIntyre and Mr. Ernst noted we had promised the private property owners and land developers we would make a decision on this issue. Mr. Noel left the meeting briefly to call Mr. Kretzer and remind him of this meeting. Mr. Dust laid this item over until later in the meeting.

**4B. TRANSPORTATION PLAN / LONG-RANGE PLAN INTERIM DRAFT:**

Russ Petrotte distributed copies of the Interim Long-Range Transportation Plan to all persons present. The ISTEA requires a complete and comprehensive update of the area's Long-Range Plan (LRP). The Greater public participation is also needed. To prepare this draft we drew from the greater public involvement afforded directly through RATS as outlined in the RATS Public Involvement Process report. This has consisted primarily of expanding the RATS mailing list, inviting greater participation in RATS meetings, and more widely distributing RATS documents. Also, in preparing this draft, we drew upon the wide public participation of the "Blueprint For Rockford" process that has been going on since April. Blueprint is primarily an effort to solicit public input. Although it

ISTEA deadline for this is December 18th, but there were rumors that the Feds might extend this deadline. RATS staff had been hoping there would be an extension because of numerous complicating factors in our area. Two weeks ago, staff was informed the deadline had to be met so they set to work preparing this Interim Draft.

Staff is proposing the adoption of this document at this time to meet the federal deadline. However, the adoption will be contingent upon further refinement and public involvement over the next three months. Staff is aiming for a completed final document by April 1, 1995.

Mr. Petrotte explained that staff has attempted to bring together all the related transportation planning work RATS has been involved with over the last several years. As such, this Interim Draft meets most of the ISTEA requirements or, at least, addressed how these requirements will be met over the next three months. The draft is intermodal in its approach. It covers all the major transportation modes in our area, including highways, truck routes, hazardous cargo routes, sidewalks, pedestrian and bike paths, mass transit and airports. He said attempts are made in the document to acknowledge and provide for the integration of the private transportation providers with the public systems.

He outlined the major weak areas of the draft. The financial planning now required as part of the LRP is similar to that required for the TIP but for a 20-year time span instead of the 3-year span of the TIP. The plan has to be financially constrained; i.e., we can only propose projects which we have a reasonable certainty of funding. He said more work needs to be done in this area. Essential to this is the completion of the Woodruff/Wallenberg Feasibility Study, more traffic modeling, more project prioritization, and the development of better funding projections. These tasks will be among our highest priorities over the next three months.

initially focused on areas of the City which might qualify under HUD's Enterprise Zone or Enterprise Community programs, it quickly expanded to include the entire Rockford area. Many meetings were held involving hundreds of citizens and community leaders covering a comprehensive list of community problems and issues, including transportation. However, as we refine the Interim Long-Range Plan, RATS will seek greater input from persons in the smaller communities on the peripheral edges of the Metro Area.

Mr. Petrotte said large parts of several past plans that are still valid today were pulled together into this Interim LRP. He noted the roadway network is primarily the functionally classified roadway network as extensively deliberated in the 1990 LRP update. The transit element consists primarily of planning that has been done in conjunction with RMTD and LPTS. It calls for continuation of existing public service, minor expansions as the urbanized area grows, and continued coordination with the private intercity carriers and intracity taxis and shuttles.

More work needs to be done in rail planning. This has been initiated as part of the Woodruff/Wallenberg Study, and more rail planning work is included in the Unified Work Program.

With regard to motor freight, we have included working drafts of the truck routes and the hazardous cargo routes that have been long-designated in and around the City of Rockford. These will need to be refined in conjunction with input from the local trucking industry.

The Interim LRP addresses air transportation needs and coordination with the other transportation modes. It recognizes that general aviation will be expanded at the Belvidere and Cottonwood Airports. It recognizes the expansion plans of the Greater Rockford Airport and suggests the close monitoring of air traffic growth and related ground transportation needs.

For pedestrian needs, the RATS Bikeway Plan is incorporated. Pedestrian needs are also further addressed through recommendations concerning the area's sidewalk system and sidewalk construction and repair program. Neglected in the past and cited of particular importance are the needs of area persons with disabilities.

Mr. Petrotte concluded by asking the Committee to accept this draft as an Interim Plan to meet the federal deadline. He noted that the document itself had been rather hurriedly prepared. There are errors and gaps in it but these will be corrected and removed through a continued planning effort over the first part of next year.

Rhonda Miner asked if the Interim LRP addressed the "15 Points" in the ISTEA. Mr. Petrotte said the "15 Points" are cited and addressed point-by-point in the Goals and Objectives Section.

**Steve Ernst moved that the Interim LRP be recommended for adoption by the Policy Committee as an interim plan to be refined over the next three months, and that staff prepare a resolution to**

**this effect. The motion was seconded by Dan Jacobson and adopted unanimously without further discussion (David Noel was absent from the meeting at this time).**

#### **5. FY94/95 HIGHWAY TIP AMENDMENT FOR ENHANCEMENT PROJECTS:**

Gary McIntyre explained that the Round 3 Enhancement Fund award needs to be amended into an approved TIP. When he first drafted the proposed Resolution 94-13, the intent was to amend the award into the FY94 TIP because the FY95 TIP had not yet been approved. Recently, the FY95 TIP was approved by the Feds. Resolution 94-13 should now be changed to refer to the FY95 TIP.

Mr. McIntyre said the Rockford area was awarded one project in this last round: engineering for the Pecatonica Prairie Path from Rockford to Freeport at an estimated cost of \$600,000.

**Steve Ernst moved that Resolution 94-13, as modified to refer to the FY95 TIP, be recommended for adoption by the Policy Committee. The motion was seconded by Phil Maggio and approved unanimously without further discussion.**

Mr. McIntyre distributed a chart summarizing enhancement fund awards throughout the State through the first three rounds. The information is summarized in the table on the following page. Mr. McIntyre said this information demonstrates that both Winnebago County and IDOT District 2 received a fair share of enhancement award dollars.

<b>ENHANCEMENT AWARDS (All 3 Rounds in Illinois)</b>		
<b>AWARDS BY TYPE</b>	<b>1,000 of \$</b>	<b>Percent</b>
Non-Motorized	50,100	57.13%
Historic	27,700	31.58%
Landscaping	9,400	10.72%
Outdoor Advertising	500	0.57%
TOTAL FOR STATE	87,700	100.00%
<b>AWARDS BY AREA</b>	<b>1,000 of \$</b>	<b>Percent</b>
IDOT District 2	11,705	13.35%
Winnebago County	3,819	4.35%
TOTAL FOR STATE	87,700	100.00%
<b>POPULATION BY AREA</b>	<b>1,000s</b>	<b>Percent</b>
District 2 Population	824	7.21%
Winnebago County	253	2.21%
TOTAL FOR STATE	11,430	100.00%

**6. FY95 TRANSIT TIP AMENDMENT:** Mr. Petrotte explained that staff had been confused about the need to make this amendment until just a few days ago when the FY95 TIP was approved by the Federal Transit Administration. Until that time, we were working under the FY94 TIP and there was little point in amending the FY95 TIP. The FY94 TIP had been developed with a broader view than the FY95 TIP. He distributed a series of tables showing the proposed amendment to the FY95 TIP. He explained there are two main reasons for amendment. First, the actual appropriation of operating funds was about 10 percent less than we had forecasted. The formula capital funds were also reduced slightly. Second, FTA and IDOT awarded RMTD a sizable amount of non-formula (discretionary) capital funds for projects that were not included in the FY95 TIP. As mentioned previously by Mr. Hendricks, RMTD received an award from combined FTA Section 3 and IDOT sources sufficient to purchase 14 replacement buses.

Mr. Petrotte pointed out the places where the above changes have been entered in the tables. In addition, he noted that RMTD and LPTS renegotiated the split of the operating funds that was mutually agreeable to

both. Because of the cut, there will be no carryover of operating funds into FY96. Also, the expenses for the experimental evening service have been added to the RMTD budget. The cost of the evening service will be absorbed by State and local funding. They also slightly reprioritized their list of capital projects. Finally, Mr. Petrotte noted that the funding projects for future years (FY96 and FY97) had been revised downward. Previously, we had used the fully authorized levels as stated in the ISTE. The new forecasts are based on past apportionment trends.

**Phil Maggio moved that the changes as presented be incorporated into a resolution and recommended to the Policy Committee as an amendment to the FY95 TIP. The motion was seconded by Dennis Hendricks and approved unanimously without further discussion.**

#### **7. STATUS OF THE WOODRUFF/WALLENBERG EXPRESSWAY STUDY:**

Steve Ernst reported that, as of December 1st, staff and the consultant have completed model management and revisions of the model. This now provides a base for alternative comparisons and evaluations. A deadline of January 17, 1995, has been set for submittal of the draft report. A month-long review and comment period will follow. We are aiming for submittal of the final report on February 24th, and a presentation to RATS at the March 30, 1995, Policy Committee meeting. He asked that the agenda of that meeting be kept as short as possible to allow ample time for discussion and debate on this important project.

Mr. Petrotte commented that the results of this study are needed for the Long-Range Plan. If the results favor the construction of the expressway, the roadway plan will stay much the same as it is. We will then use the updated cost estimates in the 20-year project programming. If the results do not favor the expressway, other alternatives will be proposed in the plan.

#### **10. OTHER BUSINESS -- IL-2 CORRIDOR STUDY BY IDOT:**

Mr. Dust noted that the next scheduled item on the agenda requires the participation of Jack Kretzer who had not yet arrived. Therefore, he asked Dennis Schultz to present the preliminary results of a corridor study IDOT has been conducting on IL-2.

Mr. Schultz stated that District 2 has recently hired a consultant to study the IL-2 corridor between Beltline Road, near the south edge of the RATS Metro Area, to Cedar Street in Downtown Rockford. The purpose of this study is to reduce the number of access points onto IL-2, particularly between Beltline Road and Harrison Avenue. The consultant is RJS, from Chicago. This is their first job with IDOT District 2. The time-frame for the study is 24-30 months.

At present and not part of the consultant's assignment, IDOT is working with the City regarding the location and alignment of Simpson Road with IL-2. The consultant will be asked to look at limiting or consolidating other access points south of Harrison Avenue. A limited frontage road system might be proposed. North of Harrison, the consultant will be asked to look at the development of a five-lane cross section, with possible left- and right-turn lanes at the major intersections. The parking situation will be reviewed with the goal of removing the on-street parking and adding off-street parking. IDOT will be meeting with City staff and local officials to get their input. The interchange at IL-2 and U.S. 20 will be reviewed but not necessarily as part of this study.

**4A. TRANSPORTATION PLAN / SPRING CREEK ROAD EXTENSION:** With the arrival of Mr. Kretzer, Mr. Dust directed the Committee to return to the discussion of the Spring Creek Road extension question. Mr. Dust and Mr. Ernst reiterated the need to make a decision.

Mr. Kretzer stated that the most recent action by the County Board's Public Works Committee was a vote to extend Spring Creek Road (south) straight east, across Perryville Road, to intersect with Bell School Road. This was presented to the full County Board but was laid over at their meeting. The matter is now complicated by the recent election which has changed the composition of the Board. He said the new County Board will meet this evening.

Mr. Rogers asked the Technical Committee to take the lead and make a decision on this matter.

Mr. Dust said the current short-range plan, as shown in Exhibit 8 of the Interim LRP, calls for terminating John McNamara commented that he did not feel a decision today would be wise. He felt we should know the full ramifications of the decision in both the short- and long-range. He said the details of the decisions on the intersections and other roadway segments will have important impacts on the properties under development in the area. He urged the Committee to

Spring Creek (south) at Perryville. The long-range plan is exactly the same.

Mr. Ernst said the modeling work and traffic analysis work did not show significant differences in the various alternatives studied. Orderly land development and how to best serve the proposed developments might be the governing factors in this decision. He said he could support the Public Works Committee's recommendation.

Mr. Kretzer said the Public Works Committee looked at all the alternatives discussed. They felt extending Spring Creek to Bell School provided traffic with a number of alternatives for proceeding eastward; i.e., Rote Road, Spring Creek (north) or eventually, if demand was sufficient, a new bridge over the Tollway. The straight-through concept poses the least cost to the County because Rogers/Kleckner are willing to construct the road through their property.

Mr. Dust asked how Bell School Road, with only two lanes, would handle the traffic. Mr. Kretzer pointed out that there are so many different ways traffic can move through this corridor that there should not be a problem. The intersections at Rote/Bell School and Spring Creek/Bell School will need special designs. Mr. Ernst said he thought most persons destined for Rote Road will proceed east to Bell School -- persons destined for Spring Creek (north) will make their turn at Perryville. Mr. Petrotte said retaining the dual left turn lane at Perryville and Spring Creek (south) would direct most eastbound travelers to Perryville and Spring Creek (north). The intersection would have to be widened to provide dual left and through movements, but that would eliminate possible congestion on Bell School.

Mr. Kretzer noted the Interim LRP Exhibits do not show many continuous north-south arterial roads between Perryville and Beloit Road in Boone County. Mr. Noel said he thought there was an error on the map; Lyford Road should go all the way north to Harlem Road, and Paulson Road south is questionable. Mr. Ernst and Mr. Dust suggested extending Spring Creek (south) to Bell School Road on the Short-Range Plan and that these other issues be resolved as the Long-Range Plan is developed.

think through the entire matter before making a hasty decision on one part of this matter.

Mr. Kretzer noted that Exhibit 10 shows McFarland coming down to Spring Creek. It might be appropriate to extend McFarland all the way south to connect with Rote Road. Mr. Ernst said this would be considered

over the next three months as the Interim LRP is developed into its final form.

**Mr. Ernst moved to amend the Short-Range Functionally Classified Road network to extend Spring Creek Road (south) straight east, as an arterial, to intersect with Bell School Road. The motion was seconded by Mr. Kretzer.** Mr. McIntyre and Mr. Petrotte questioned why the Long-Range Plan would not also be amended. It is not reasonable to build an arterial roadway for only short term usage. Mr. Ernst said he expects the Long-Range network will eventually be modified to be compatible with this change. With no further discussion, Mr. Dust called the motion. **The motion to amend the Short-Range network was approved by a vote of 7-1.** Mr. Noel voted against the motion.

**8. SPRINGFIELD/HARRISON PROJECT, COUNTY REQUEST FOR STP FUNDS FOR**

**ROW:** Mr. McIntyre distributed a letter from McClure Engineering Associates, dated November 4, 1994, and a letter from W. Dale Scott & Associates, dated November 30, 1994. The letters offer differing cost estimates for the property acquisition related to the Harrison Avenue Extension. The differences between the two estimates are summarized in the W. Dale Scott letter and are shown in the following table.

HARRISON AVE. EXTENSION COST ESTIMATES		
COST TYPE	McClure	Scott
Urban Section land/property acquisition	\$859,747	\$1,400,000
Relocation, moving expenses, etc.	\$190,253	\$642,250
<b>TOTAL ABOVE (rounded)</b>	<b>\$1,050,000</b>	<b>\$2,042,000</b>

Mr. Ernst asked for an explanation of the apparent discrepancy of the above numbers. Mr. Kretzer said the low set of numbers was prepared by McClure Engineering as part of the Environmental Assessment. Mr. Dust said the impact on our ISTEAF funding must be considered. Mr. McIntyre said it could take as much as a seven-year accumulation of federal funding for the entire project. Mr. Dust suggested breaking the project into phases. Mr. Kretzer noted that property needs are

and were based on the best information available to them. The County, for some time, has felt these first estimates were low so they asked for another estimate from Scott & Associates, a firm with more expertise in property appraisals. The County feels the higher estimates are more realistic.

Mr. Kretzer restated the County's request for assistance in the acquisition of these properties through the use of Urban STP funds. He said the County is now faced with considerable construction expense. The County Board's decision to expedite the construction of Perryville Road to Harlem, Mulford Road to Perryville and Spring Creek Road has tapped deeply into the County's resources. The Toll Bridge costs also loom in the background. Construction costs on the Harrison Extension are estimated at roughly six million dollars. Adding the above land acquisition costs makes the Harrison Extension an eight million dollar project.

The County views this request as a one-time occurrence attributable to the fact that the Harrison Extension is going through an already-developed urban area. Most new road projects in our area are in open farmland where the cost is much lower.

Mr. Dust asked if there was an urgency in making this decision because some of this information is new. Mr. Kretzer said some limited property acquisition is possible prior to full project approval. There may be opportunities to purchase some homes and properties where the current owners wish to sell at this time. This could both reduce some of the property acquisition costs and would definitely reduce the inconvenience to property owners who are in a position to act now.

Mr. McIntyre asked Mr. Washburn if the design must be approved before acquisition. Mr. Washburn said there are limited exceptions to this rule where persons desire to sell at this time.

Mr. Kretzer said the County's share of this eight million dollar project will be roughly \$1.6 million plus construction management. This will be very difficult for the County to amass considering all the other demands. Funding the ROW with federal funds will reduce the County's share and could expedite the project.

more a function of the project's actual design south of Cunningham. North of Cunningham, many of the small parcels will have to be acquired in total, regardless of the design. These could be acted upon without having the design completed.

Mr. Ernst said he would like to take these numbers back to the staff and Policy members for further review before we make a recommendation on this. Mr. McIntyre discussed the federal fund balances available at this time and said he would update these for the Policy Committee meeting.

**9. COMMUNICATIONS:** Mr. McIntyre reminded all present that the Policy Committee meeting is scheduled for December 15th at 1:30 p.m. in the Rockford City Hall.

Mr. Noel announced that the County Department of Planning and Economic Development has moved its offices across the street from the Court House into what was the IBM Building (4th floor, 404 Elm Street).

Mr. Dust said the County Board recently approved an amendment to the County law requiring public sanitary sewer. Mr. Noel gave a brief overview of this ordinance. He said the initial proposal was to require sewer in the IEPA-designated "facility planning areas" of the active waste water treatment agencies in the County. These include Durand, Pecatonica, Winnebago, South Beloit, Rock River Water Reclamation, Lake Summerset, Seward and Rockton. The Homebuilders Association was concerned that these areas were too large and not potentially sewerable in pace with development and housing needs. Through further negotiations, it was agreed that the 1.5-mile extraterritorial limits would be used instead of the "facility planning areas." For the unincorporated areas of Lake Summerset and Seward, the "facility planning areas" would be used. A variance procedure is set up to allow septic system development where sewer is demonstrably impractical. In the past, the County was relying on the municipalities to exercise their extraterritorial authority. The County now imposes the requirement automatically.

In response to a question, Mr. Noel said the Health Department reports septic system failures to the County Board. As a result, the County is working to acquire a grant from DECCA for the purpose of extending sewer into the Ridgewood area near Ingersol Golf Course. Septic systems have been failing frequently in that area. Otherwise, area sanitary service agencies rely on neighborhood groups to initiate retrofits. The Rock River Water Reclamation District has a public benefit fund levy of roughly \$750,000. They have been spending this amount annually.

**10. OTHER BUSINESS:** Mr. Kretzer said the Tollway Authority will be selecting a consultant to do the financial and preliminary engineering study for the IL-173/I-90 interchange. This will be started in April of next year.

**11. ADJOURNMENT:** With no further business to conduct, Dan Jacobson moved to adjourn the meeting. The motion was seconded by David Noel and approved unanimously. **The meeting was adjourned at 11:58 p.m.**

Respectfully submitted,  
R.P. - \MIN\TECH8DC.MIN