



## REGULAR AGENDA ITEM NO. 8B

FOR COUNCIL: August 13, 2018

**SPONSORING DEPARTMENT:** Public Works / Community Development – Office of Economic Development

**SUBJECT:** Consideration of a Resolution designating and authorizing the project to reconfigure and resurface Front Street from Madison Street to Center Street, as a Redevelopment Project, in the Downtown-Southwest Redevelopment Project Area, at an estimated cost of \$250,000, as requested by the Public Works Department and the Community Development Department’s Office of Economic Development.

**RECOMMENDATION/MOTION:** The Resolution designating and authorizing a Redevelopment Project in the Downtown-Southwest Redevelopment Project Area be approved, at an estimated cost of \$250,000, and the Mayor and City Clerk be authorized to execute the necessary documents.

**STRATEGIC PLAN LINK:** Goal 2. Upgrade City Infrastructure and Facilities; Goal 3. Grow the Local Economy; Goal 4: Strong Neighborhoods; Goal 5. Great Place – Livable, Sustainable City. Goal 6. Prosperous Downtown Bloomington.

**STRATEGIC PLAN SIGNIFICANCE:** Objective 2a. Better quality roads and sidewalks; Objective 3a. Retention and growth of current local businesses; Objective 3b. Attraction of new-targeted businesses that are the “right” fit for Bloomington; Objective 3c. Revitalization of older commercial homes; Objective 3d. Expanded retail businesses; Objective 3e. Strong working relationship among the City, businesses, economic development organizations. Objective 4c. Preservation of property/home valuations; Objective 4d. Improved neighborhood infrastructure; Objective 5b. City decisions consistent with plans and policies; Objective 5c. Incorporation of “Green Sustainable” concepts into City’s development and plans; Objective 5e. More attractive city: commercial areas and neighborhoods; Objective 6a. More beautiful, clean Downtown area; Objective 6b. Downtown Vision and Plan used to guide development, redevelopment and investments; Objective 6c. Downtown becoming a community and regional destination.

**BACKGROUND:** Staff recommends designating a portion of the upcoming road and sidewalk project on Front Street as a Redevelopment Project to enable the use of future TIF property tax increment (when available) to reimburse the City’s Capital Improvement Fund for sidewalk and street maintenance to cover the cost of the proposed roadwork, which includes reconfiguring, resurfacing, and making other improvements.

The Public Works Department is planning road and sidewalk work on Front Street between East Street and Madison Street as part of the 2018 citywide resurfacing contract. A portion of this project lies within the boundaries of the Downtown-Southwest TIF District. The City Council

established this TIF District on October 24, 2016. The Downtown-Southwest TIF District includes commercial properties along Madison Street and Washington Street in downtown Bloomington. The Downtown-Southwest Redevelopment Project Area is intended to induce development interest within this area and make improvements to public infrastructure.

The proposed project qualifies as a TIF eligible public works project under the TIF Act and would further the objectives outlined in the Redevelopment Plan for the Area including specifically, the Plan’s objective to “Provide for safe and efficient traffic circulation within the Area.” The project is summarized below and in the attached map.

Sidewalk Improvements	\$120,000.00
Pavement Resurfacing Improvements	\$ 75,000.00
Street Lighting Work and Traffic Signal Removal	\$ 25,000.00
Wires, Poles, and Other Expenses	\$ 30,000.00
<hr/>	
<b>TOTAL</b>	<b>\$250,000.00</b>

As is routine under this and other Public Works maintenance contracts, City staff will monitor the project to ensure efficient, quality work. The work will occur during Fiscal Year 2019 as weather permits.

**COMMUNITY GROUPS/INTERESTED PERSONS CONTACTED:** In accordance with the City’s Guidelines for the Utilization of Tax Increment Financing (Resolution 2018-38, June 25, 2018), the Taxing Districts were provided with a draft copy of this agenda item.

The City of Bloomington Bicycle Master Plan, which included significant public input and recommended the proposed improvements to Front Street, was adopted by the City Council on May 11, 2015. The City Council held a Public Hearing on the Downtown-Southwest Redevelopment Plan on October 10, 2016.

In order to evaluate the potential changes and their possible impacts to pedestrian, vehicular and bus traffic, the Department of Public Works temporarily disabled the traffic signals and installed barricades mimicking the new curb lines along Front Street, from Madison Street to East Street June 13, 2018 through June 15, 2018. This test-run allowed Staff to monitor the proposed changes for compatibility with the transfer area buses, delivery trucks, and higher car volumes using the Lincoln parking deck. While minor adjustments are being made, the test showed positive results. Vehicles were still able to negotiate adequately, and pedestrians were able to cross easily.

Staff held a Public Open House for the project on Tuesday June 19, 2018 prior to discussion of the project at the Transportation Commission Meeting immediately following. Public feedback for the proposed changes was generally positive, as were comments provided by the Transportation Commission.

**FINANCIAL IMPACT:** The City’s street resurfacing and sidewalk contracts are both Capital Improvement Fund-Street Construction account expenses (40100100-72530). Stakeholders can locate information related to the Resurfacing and Sidewalk Programs in the FY 2019 Adopted

Budget Book titled “Other Funds & Capital Improvements” on pages 78, 243, 259, 270, 271, 274 and 275. The portion of the project within the TIF District is estimated to cost approximately \$250,000. This project qualifies for TIF reimbursement, once TIF funds accumulate in the Downtown-Southwest TIF Fund.

Reimbursement from the TIF Fund will only be possible if the Council approves the recommended Resolution to designate this project as Redevelopment Project prior to commencing work on the project. Reimbursement from the TIF Fund in the future will permit the City to make further investments in City infrastructure in the TIF Area and citywide. If the City Council does not adopt the proposed Resolution, the project could still proceed, as the street proposed to be resurfaced is in poor condition. However, the costs of the project will not be eligible for reimbursement from the TIF Fund.

**COMMUNITY DEVELOPMENT IMPACT:** The Neighborhoods, Utilities, Transportation, and Downtown chapters of the City’s Comprehensive Plan 2035 (Adopted August 24, 2015) includes multiple goals and objectives related to infrastructure maintenance and redevelopment projects in Downtown Bloomington:

***N-1 Ensure the compact development of the City through denser, mixed-use developments and reinvestment in the established older neighborhoods.***

N-1.1 Enhance the livability of all Bloomington neighborhoods

***UEW-1 Provide quality public infrastructure within the City to protect public health, safety and the environment***

UEW-1.1 Maintain the existing City operated infrastructure in good condition by prioritizing maintenance over building new and implementing fees to cover costs.

UEW-1.2 Expand City’s infrastructure, as needed, while supporting the overall goal of compact growth and vibrant urban core.

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

TAQ-1.1 Maintenance and development of a continuous network of arterial, collector and local streets that provides for safe and efficient movement of people, goods and services between existing and proposed residential areas and major activity centers, maximizes walkability, and provides multimodal linkages to the state and interstate highway system

TAQ-1.2 Data-driven transportation infrastructure policy and management

TAQ-1.4 Pedestrian safety for users of all transportation facilities with a Sidewalk Master Plan, and sidewalk system that provides safe access throughout the transportation network

TAQ-1.5 Plan for appropriate and safe access to major surface transportation facilities, including arterial and collector streets.

TAQ-1.6 A transportation network that facilitates prompt emergency response and management

***D-3 Protect Downtown’s historic character and encourage appropriate new development***

D-3.1 Protect the scale and character of historic Downtown and provide appropriate parameters for new development that complements its historic character

***D-5 Continue to develop a multi-modal transportation network in Downtown***

D-5.2 Enhance the walkability and bikability within and to Downtown and facilitate access to car-sharing and bicycle sharing services in the Downtown district

D-5.3 Enhance the public transit access to Downtown

The proposed project is located in the Downtown-Southwest Redevelopment Project Area (TIF District) which was established by the City Council on October 24, 2016. The objectives of the Redevelopment Plan for this TIF District are to:

1. Reduce or eliminate those conditions that qualify the Area as eligible for tax increment financing by carrying out the Redevelopment Plan.
2. Prevent the recurrence of blighting conditions.
3. Enhance the real estate tax base for the City and all overlapping taxing districts through the implementation and completion of the activities identified herein.
4. Encourage and assist private investment in the redevelopment of the Area through the provision of financial assistance as permitted by the TIF Act.
5. Provide for safe and efficient traffic circulation within the Area.
6. Complete all public and private actions required in this Redevelopment Plan in an expeditious manner.

**FUTURE OPERATIONAL COST ASSOCIATED WITH NEW FACILITY**

**CONSTRUCTION:** N/A

Respectfully submitted for Council consideration.

Prepared By: Michael Hill, Miscellaneous Technical Assistant  
Austin Grammer, Economic Development Coordinator

Reviewed By: Jim Karch, P.E., MPA, Director of Public Works

Finance & Budgetary Review By: Chris Tomerlin, Budget Analyst  
Scott Rathbun, Interim Finance Director

Water/Community Dev. Review By: Bob Mahrt, Community Development Director

Legal Review By: Jeffrey R. Jurgens, Corporation Counsel

Recommended by:



Tim Gleason  
City Manager

**Attachments:**

- Resolution
- Exhibit A
- Supporting Document

**RESOLUTION NO. 2018 - 47**

**A RESOLUTION OF THE CITY OF BLOOMINGTON, MCLEAN COUNTY,  
ILLINOIS AUTHORIZING A REDEVELOPMENT PROJECT IN THE  
DOWNTOWN-SOUTHWEST REDEVELOPMENT PROJECT AREA  
(*Reconfiguration and Resurfacing of Front Street from  
Madison Street to Center Street*)**

**WHEREAS**, the City of Bloomington, McLean County, Illinois (the “*City*”) is a duly organized and validly existing home-rule municipality created in accordance with Article VII, Section 6(a) of the Constitution of the State of Illinois of 1970 and as such may exercise any power and perform any function pertaining to its government and affairs; and,

**WHEREAS**, pursuant to the Tax Increment Allocation Redevelopment Act of the State of Illinois, 65 ILCS 5/11-74.4-1, *et seq.*, as from time to time amended (the “*TIF Act*”), the Mayor and City Council of the City (the “*Corporate Authorities*”) are empowered to undertake the development or redevelopment of designated areas within municipal boundaries of the City in which existing conditions permit such areas to be classified as a “blighted area” as defined in Section 11.74.4-3(a) of the TIF Act or as a “conservation” area as defined in 11-74.4-3(b) of the TIF Act; and,

**WHEREAS**, on October 24, 2016, the Corporate Authorities by Ordinance Nos. 2016-114, 2016-115, and 2016-116, approved a Tax Increment Financing Redevelopment Plan for the Downtown-Southwest Redevelopment Project Area (the “*Redevelopment Plan*”); designated the Downtown-Southwest Redevelopment Project Area as a “redevelopment project area” under the TIF Act (the “*Project Area*”); and, adopted tax increment financing for the Redevelopment Project Area; and,

**WHEREAS**, pursuant to the Redevelopment Plan certain goals and objectives were established including improvements to the infrastructure serving the Project Area; and,

**WHEREAS**, the City intends to resurface and make improvements to portions of Front Street within the Project Area shown on “Exhibit A” at an estimated cost of \$250,000, which proposal has been reviewed by the Corporate Authorities and has been deemed to be a project in furtherance of the Redevelopment Plan; and, therefore, is prepared to authorize the City Manager to proceed to undertake these improvements in accordance with the procedures mandated by the City Code.

**NOW, THEREFORE, BE IT RESOLVED** by the City Council of the City of Bloomington, McLean County, Illinois, that the proposed resurfacing and improvements to Front Street within the Downtown-Southwest Redevelopment Project Area in the areas shown on “Exhibit A” are hereby approved and the City Manager and staff are hereby directed to proceed with this project as a Redevelopment Projects furtherance of the Redevelopment Plan for the Downtown-Southwest Redevelopment Project Area.

**BE IT FURTHER RESOLVED** that this Resolution shall be in full force and effect from and after its passage and approval as provided by law.

**PASSED** this 13th day of August 2018.

**APPROVED** this 14<sup>th</sup> day of August 2018

AYES: 8

NAYS: 0

ABSENT: 1

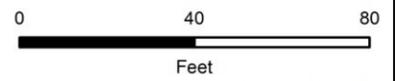
**APPROVED:**

  
\_\_\_\_\_  
Tari Renner, Mayor

**ATTEST:**

  
\_\_\_\_\_  
Cherry L. Lawson, C.M.C., City Clerk

# Exhibit A Front Street Proposed Project Area



Date: 7/30/2018



# MEMORANDUM

TO: Mayor and Alderman  
FROM: Jim Karch, PE MPA, Director of Public Works  
DATE: July 20, 2018  
RE: Front Street Improvements – East Street to Madison Street

## **EXECUTIVE SUMMARY:**

In consideration of removing the traffic signals on Front Street at Main Street and at Center Street, Public Works is moving forward with modifications to the section of Front Street between East Street and Madison Street. Changes include bumping out the curbs at the intersections at Main Street and at Center Street, installing small sections of raised medians, and other various items to make street crossings more pedestrian friendly and the area more aesthetically pleasing. Construction of the various sidewalk modifications is expected to start in August 2018 and continue into the Fall. The street resurfacing work will be likely be completed in Spring 2019.

Staff has begun completing cost estimates to finalize the scope of work. Funding is anticipated to come primarily from the Annual Resurfacing and Sidewalk Replacement programs, from which significant work on Front Street was already planned. Some smaller aspects of the work may come from other already budgeted funds. The proposed scope of work may be scaled down to match the available funding if needed. Staff is also exploring future reimbursement with TIF funds from the Downtown – Southwest TIF District for the portion of the work between Madison and Center.

## **BACKGROUND AND SUPPLEMENTAL INFORMATION:**

The intersections of Front Street with Center Street and with Main Street have been signalized since at least the 1940's or 50's when Center and Main were both major north-south streets in Downtown Bloomington. With the creation of the system of one-way streets in the 1970's, the majority of vehicular traffic was diverted to Madison Street (southbound) and East Street (northbound) within this area. The traffic signal infrastructure was modernized in the early 1980's and again in the late 1990's. While the above ground equipment has been relatively easily maintained (poles painted, bulbs replaced and ultimately upgraded to LED's), the underground conduits and wires have been largely untouched since they were installed as part of the 1980's work.

Vehicular volumes at these intersections noticeably decreased in the 1970's with pedestrian volumes increasing in the decades following. The purpose of the signals has thus shifted from solely vehicular

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efficiency to include an increasing emphasis on pedestrian accommodation. With the creation of the Connect Transit transfer area on Front Street, the number of pedestrian crossings has continued to increase. In addition, Main Street is one-way to the north, all but eliminating a vehicular need for signals at this intersection. The main purpose today of the signals at each of these intersections is to help facilitate pedestrians crossing Front Street. They are no longer warranted based on vehicular volume.

During sewer repair work in advance of the resurfacing of Front Street from Madison Street to East Street planned for later this summer, City Staff discovered severely deteriorated underground traffic signal infrastructure at the intersection of Center Street and Front Street. The cost to replace this underground infrastructure was estimated to be \$15,000 to \$20,000. Given the upcoming resurfacing work – which also includes a significant amount of sidewalk and curb ramp removal and replacement – it was determined that if the signals were to be removed, now is the time to do so.

Feedback solicited from the public and key area stakeholders in late May was significantly in favor of removing the traffic signals (~70% in favor). Specific coordination meetings were held with McLean County (who has four major facilities along Front Street) and Connect Transit to discuss their needs for the Front Street corridor.

In consideration of removing the signals, Public Works is proposing a new configuration that will make it easier for pedestrians to cross the street. An exhibit showing conceptually the new curb lines is attached. The proposed changes include bumping out the curbs at the intersections at Main Street and at Center Street and installing small sections of raised medians. The proposed changes will decrease the street width and provide a more pedestrian-friendly configuration in addition to adding green space and other streetscape elements. Raised medians are proposed to help focus pedestrian crossings to the crosswalk locations. The curb bump-outs and raised medians contribute to increased pedestrian safety by the following:

- Increasing pedestrian visibility
- Allowing pedestrians to better observe approaching motorists
- Decreasing crossing distance
- Reducing pedestrian exposure to traffic
- Can reduce vehicle speeds by visually narrowing the street
- Slowing turning vehicles

The intersection at Center Street will operate under all-way stop control. There will be no stop signs at Main Street (Main Street is one-way to the north, so stop signs are not needed). However, at Main Street crosswalk signs will be added with pushbutton-activated, high-visibility flashers (Rectangular Rapid Flashing Beacons or RRFB's). Once activated, the flashers will immediately warn drivers of the presence of a pedestrian in the crosswalk. Other features being considered include the use of decorative crosswalks at locations where crossings are desired to be focused. Information on the proposed RRFB and potential decorative crosswalks can be provided if desired.

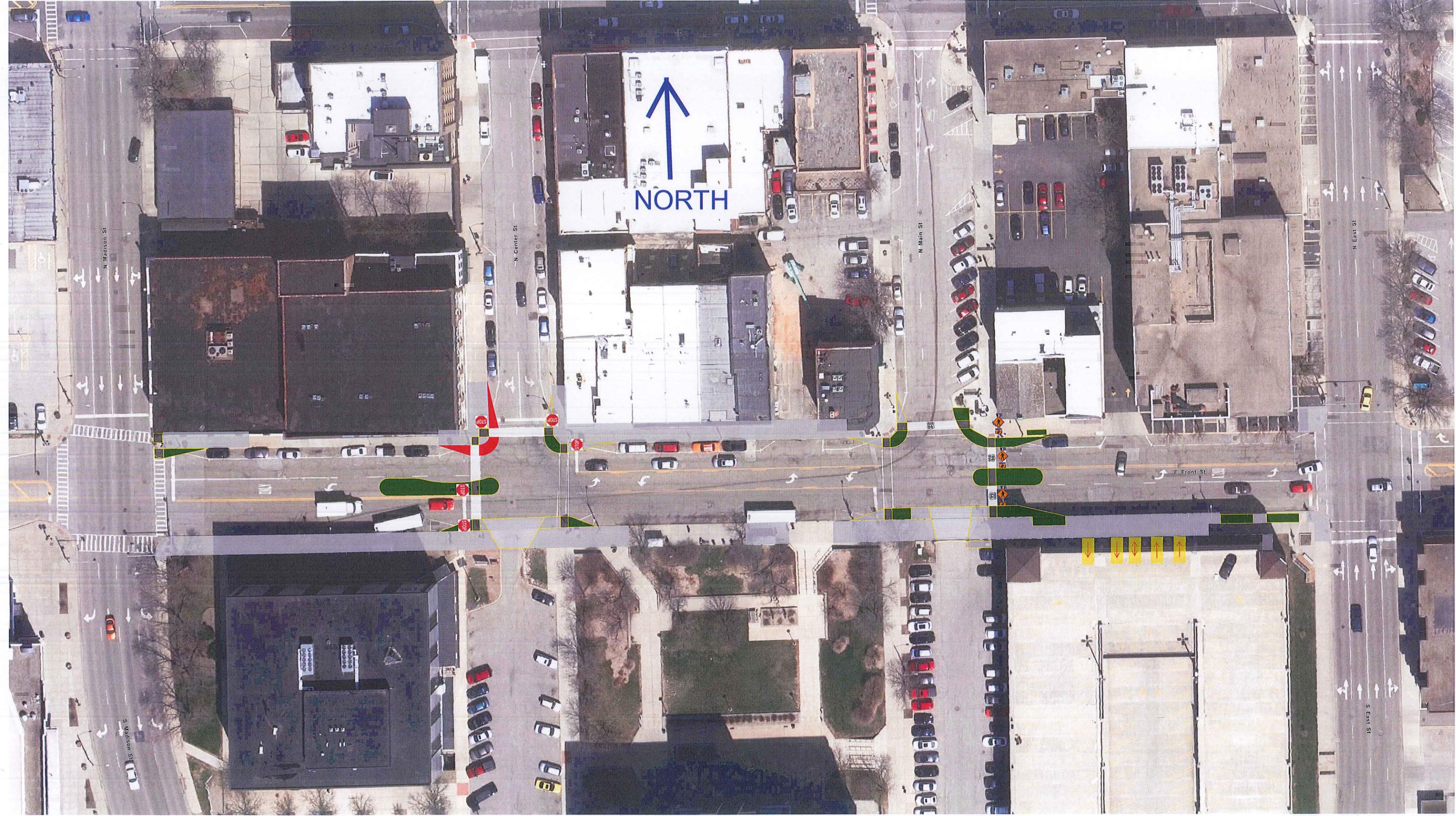
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In order to evaluate the potential changes and their possible impacts to pedestrian, vehicular and bus traffic, the Department of Public Works temporarily disabled the traffic signals and installed barricades mimicking the new curb lines along Front Street, from Madison Street to East Street June 13, 2018 through June 15, 2018. This test-run allowed Staff to monitor the proposed changes for compatibility with the transfer area buses, delivery trucks, and higher car volumes using the Lincoln parking deck. While minor adjustments are being made, the test showed positive results. Vehicles were still able to negotiate adequately, and pedestrians were able to cross easily.

A Public Open House for the project was held on Tuesday June 19<sup>th</sup> with the project also being discussed at the Transportation Commission Meeting immediately following. Public feedback for the proposed changes was generally positive, as were comments provided by the Transportation Commission.

In addition to the Annual Resurfacing and Sidewalk Replacement programs and potential TIF reimbursement mentioned previously, use of other already budgeted funds is also anticipated. For example, a small portion of the traffic signal maintenance contract with Bodine Electric may be utilized to help with the removal of the existing traffic signal equipment if larger construction equipment is required. Landscaping work will be completed by the Parks, Recreation and Cultural Arts Department. The proposed scope of work may be scaled down to match the available funding if needed.

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NORTH

N Madison St

N Center St

N Main St

N East St

S Madison St

E Front St

S East St

STOP

STOP

STOP

STOP

↓

↓

↓

↓

↓