

Future Growth and Implications

4 CHAPTER

This chapter quantifies the expected future growth of the Town and assesses the implications of that growth in terms of how it is likely to impact the Town's land use and infrastructure, including transportation and community facilities. It begins with an overview of expected future trends in employment and population growth, and presents the population projections that were developed for the Town, along with a series of assumptions on which those projections were based. These population forecasts provide the basis for the predictions of future housing demand and land use requirements as well as the expected future demands for transportation and community facilities which are also presented in this chapter. Many of the illustrations in the chapter are based on the data contained in Appendix B of this report.

EMPLOYMENT TRENDS

If current trends in labor force and employment growth continue, both will approximate 35,000 by the end of the planning period as illustrated in Chart 4.1. A major reason for the Town's growth in employment since 1980 has been the dramatic growth of

the professional and related services sector and the finance, insurance and real estate sector, as well as the personal, entertainment and recreation services sector (see Chart 4.2). Most other sectors exhibited stable or more moderate employment growth with the exceptions of retail trade, which showed a moderate loss in employment.

The unlikelihood of the recent growth in professional, finance and entertainment employment being sustainable over the next two decades means that more substantial employment growth in other sectors will be necessary in order to continue current trends in total employment growth. Although the strength and diversity of the Town's other economic sectors could make this possible, the more likely scenario is a gradual and slight decline in total employment growth by the end of the planning period. The result would be continued economic growth, but at a somewhat reduced rate from that of recent years.

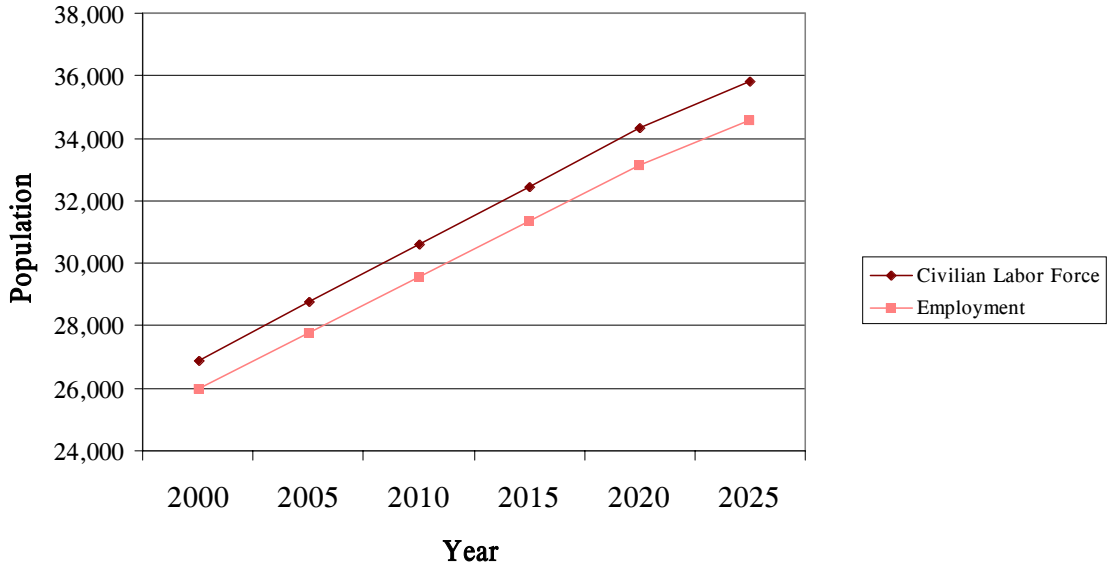
POPULATION PROJECTIONS

Projections of future population growth provide the basis for designing the comprehensive plan. This section presents the



Heartland Community College

**Chart 4.1
Labor Force and Employment Trends, 2000-2025
Town of Normal**



Note: Employment projections are based on an assumed unemployment rate of 3.5 percent.

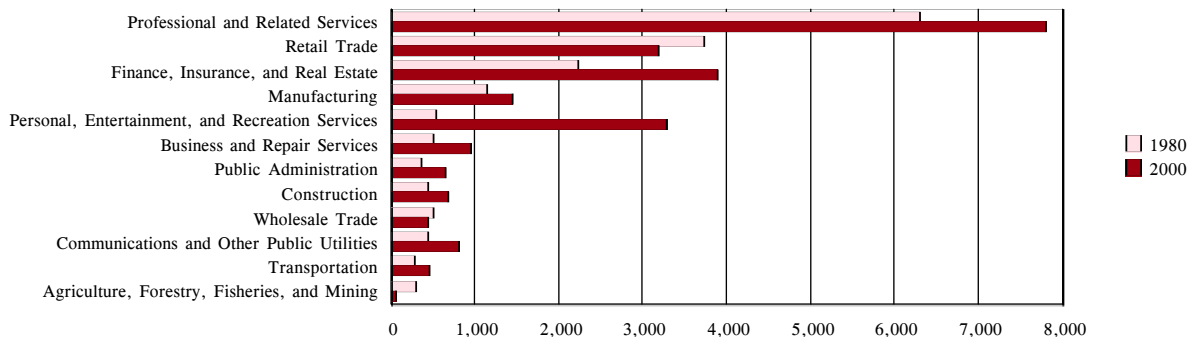
Source: U.S. Department of Labor Statistics, 2004; Census 2000, SF3 Table P43. Sex by Employment Status for the Population 16 years and Over; MCRPC (see Appendix B, Table B.1)

assumptions made and the corresponding population projections developed for the Town by five-year increments as well as by age group and gender.

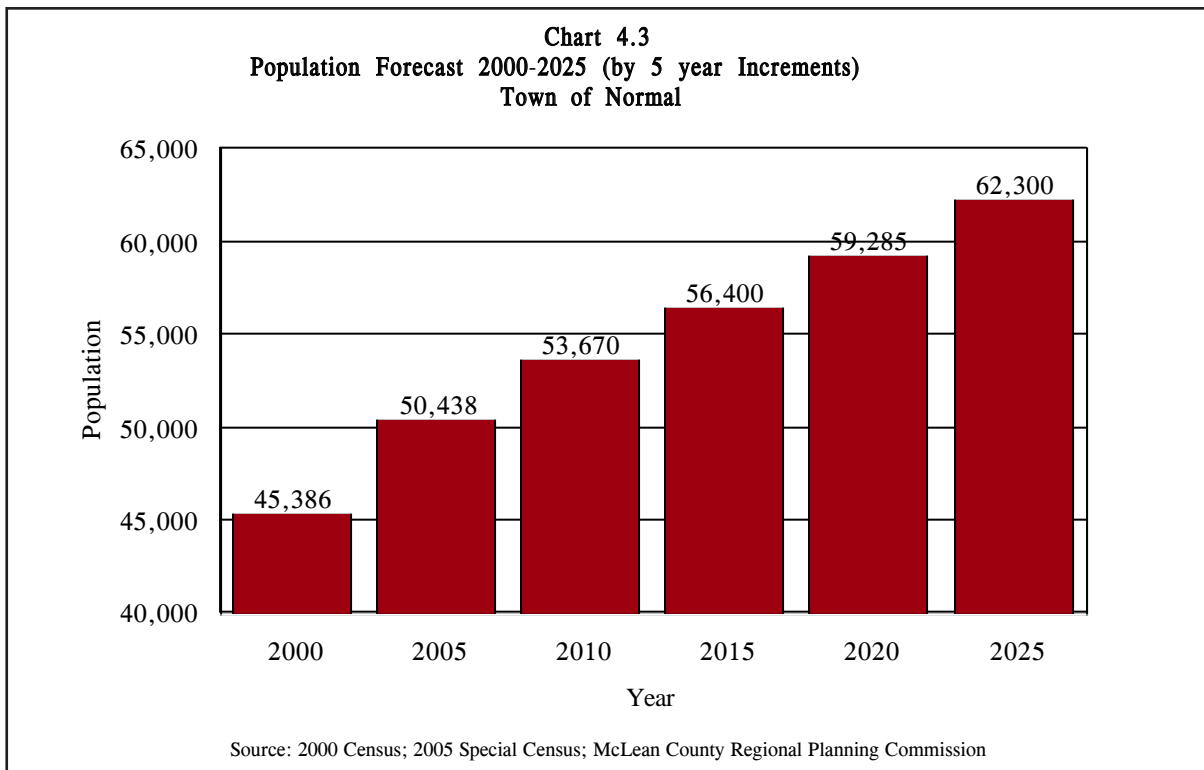
Assumptions

The assumptions presented in this section reflect the conclusions of the foregoing population and economic analyses. These assumptions provide the framework for the

**Chart 4.2
Change in Industry of Employed Persons, 1980-2000
Town of Normal**



Source: 1980, 1990 Census; Census 2000, Table P49, Sex by Industry for the Employed Civilian Population 16 Years and Over (see Appendix B, Table B.2)



population projections developed as the design basis of the Town’s comprehensive plan and are outlined below:

- The location, economic and quality of life factors which have shaped the Town’s and region’s economic growth over the last several decades will continue to sustain a robust rate of growth well into the future.
- The diversified local economy will not be adversely impacted to any significant degree by national or state economic recessions.
- Future growth trends in Normal and McLean County will not be significantly impacted by natural or manmade disasters.
- Reductions in employment levels and/or reductions in the rate of employment growth in one economic sector or industry will be partially offset by gains in other sectors or industries, but will nevertheless result in a slightly lower rate of economic growth in the Town and region through the year 2010 and somewhat lower yet beyond 2010.
- The Town will not institute regulatory controls aimed at limiting population

growth.

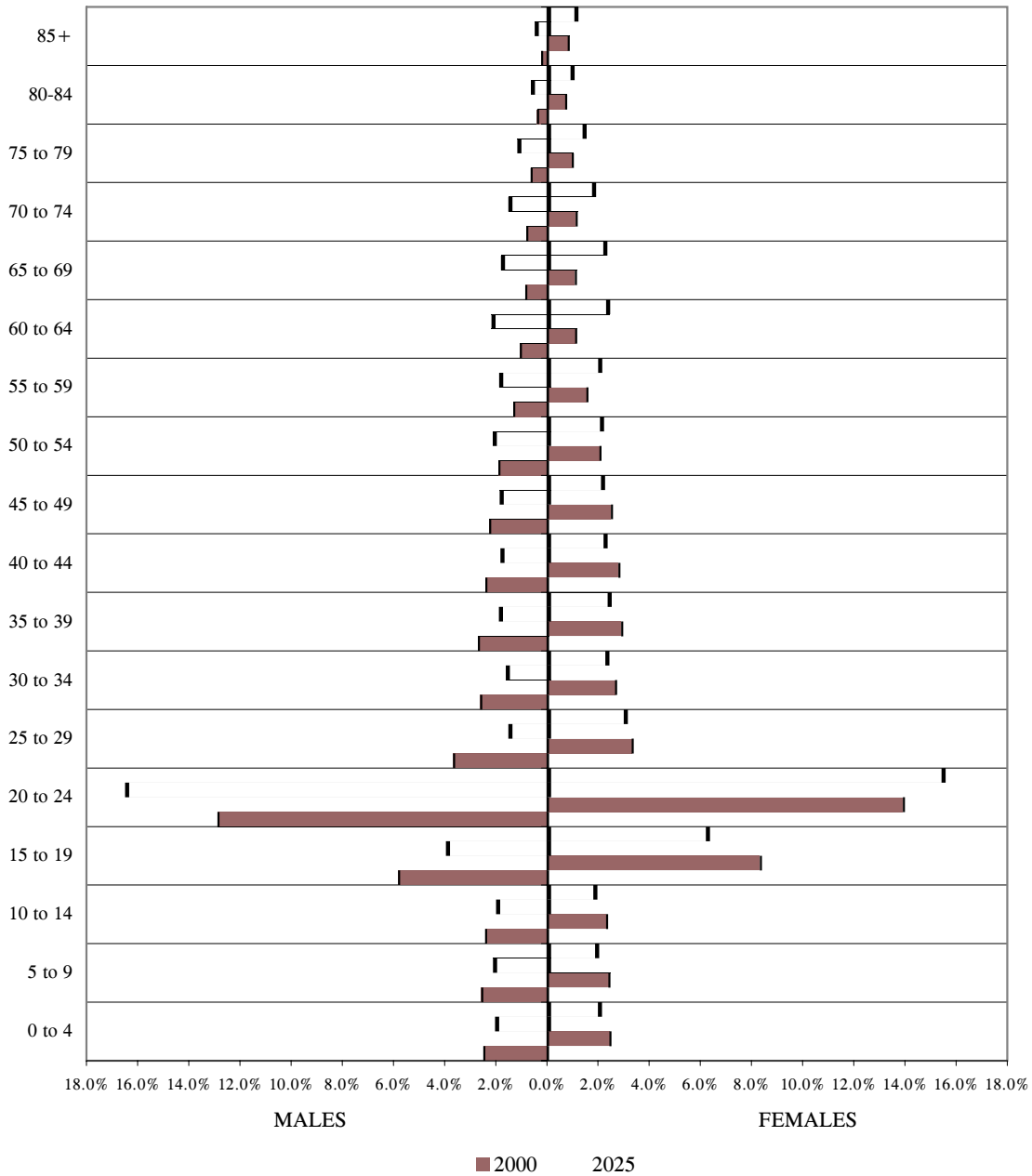
Projections by Five-year Increment

Population projections for the Town by five-year increment are presented in Chart 4.3. The 2025 population is projected to reach 62,300. This represents an increase of over 37 percent over the 2000 population of 45,386. Although quite robust, this projection reflects a somewhat lower growth rate from earlier decades. The projections reflect an annual population increase of 1.0 percent from 2005 to 2025, as compared to an annual increase of 1.34 percent from 1990 to 2000.

Projections by Age Group

The age group projections were developed through the cohort projection method, which estimates population changes for each five-year age group based on rates of births, deaths and migration. Although the Town's projected growth will result in population gains for nearly all age groups, (See Appendix

Chart 4.4
Population by Age and Gender 2000 and 2025
 (as percentage of total population)
 Town of Normal

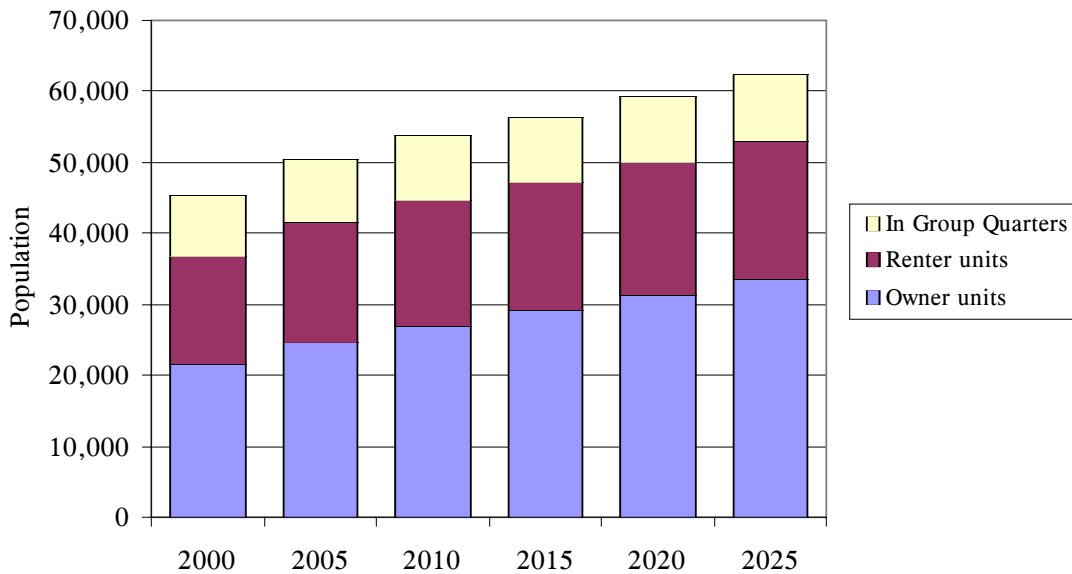


Source: Census 2000; McLean County Regional Planning Commission (see Appendix B, Table B.3)

B, Table B.3), the relative age distribution is expected to continue to follow the national trend towards a gradual aging of the population through 2025. This trend is graphically illustrated in Chart 4.4. The proportion of adults aged 50 to 70 is projected to rise by 5.7

percent, while a decline of slightly more than 5 percent among younger adults aged 25 to 40 is expected. The ratio of young children aged 0 to 14 will also decline slightly, by nearly 3 percent. The young adult children of the increasing group of older adults, and the con-

Chart 4.5
Projected Population by Housing Type
Town of Normal, 2000 - 2025



Source: Census 2000; Special Census 2005; McLean County Regional Planning Commission (see Appendix B, Table B.4)

tinued in-migration of older teens seeking higher education will foster some increase in the proportion of older teens and adults in their early twenties. As noted, the age group projections were developed through the cohort projection method, which estimates population changes for each five-year age group based on rates of births, deaths and migration.

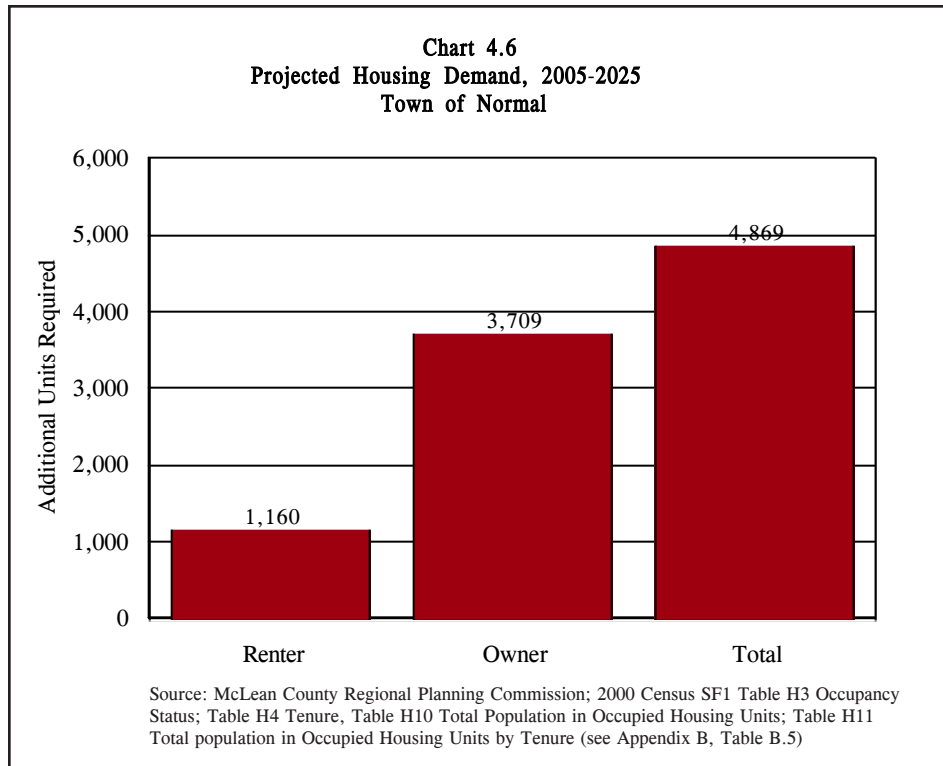
HOUSING DEMANDS

Forecasts of the percentage of the population expected to live in various forms of housing provide the basis for predicting future housing and land use requirements. Key to projecting future demand is estimating the numbers of people who will reside in conventional and group housing. The age group projections presented earlier provide a basis on which to make these projections.

It is anticipated the percentage of residents living in conventional housing versus group quarters will increase only slightly, although the actual number of residents in housing will increase substantially as depicted

in Chart 4.5. The proportion of those living in owner occupied housing is expected to continue to increase in relation to those living in rental housing and group quarters. The proportion of owner residents is expected to increase from just over 47 percent of the population in 2000 to nearly 54 percent in 2025. This will equate to an increase of more than 12,000 people residing in owner occupied housing by the end of the planning period (2025). Although the corresponding proportion of the population in rental housing will decrease slightly, the actual number of people in rental housing is projected to increase by nearly 4,000.

The expected reduction in the percentage of Town residents living in “group quarters” will result in a more moderate increase in that population. A substantial proportion of the population living in group quarters consists of college students living in university housing; stable university enrollment will result in university-housed students accounting for a declining percentage of the total population. Other forms of group housing, both institutional and non-institutional, are project-



ed to account for less than 2 percent of the total population.¹ Less than 1 percent of older adults are expected to reside in nursing homes, as was the case in the year 2000.

The projected increase in the Town’s population will generate a demand for over 4,800 additional housing units by 2025 (see Chart 4.6). This projected housing demand reflects the above noted distribution of projected population in owner and renter units and group quarters, as well as an assumed vacancy rate of 3.5 to 3.9 percent as compared to the 2000 vacancy rate of 3.47 percent. Over three-fourths of the total projected housing demand are predicted to be for owner units and nearly one-fourth for renter units. Thus, a healthy housing market is expected to continue in the Town throughout the planning period.

With continued growth will come an increasing challenge to provide affordable

housing for all residents of the Town.

Although general prosperity is expected to prevail, there will most likely be an increasing demand for low to moderate income housing. The challenge lies in not only meeting this demand in terms of number of affordable housing units provided, but also in the distribution of those units. Innovative approaches will need to be considered to avoid concentrations of lower income families and the corresponding social problems that often result. Planning efforts should focus on providing complete neighborhoods that offer a wide variety of housing choices for all income levels and age groups, and that offer convenient access to community services and amenities by a variety of transportation modes.

LAND USE REQUIREMENTS

Based on a continuation of current

¹ Institutional group quarters are defined by the Bureau of the Census as institutions in which people live under “formally authorized, supervised care or custody” (see Bureau of Census at <http://www.census.gov>), and includes correctional facilities, juvenile care facilities, certain hospital facilities and nursing homes. Non-institutional group quarters do not involve supervision or control of residents, and include college dormitories and other university-sponsored housing (including off-campus housing), group homes, emergency and transitional shelters and quarters for military personnel and members of religious orders.

density trends, the Town's future growth is expected to require over 5,000 acres of land for development (see Chart 4.7). The largest acreage requirement will be for residential development to meet the projected housing demand. The vast majority of this will likely be new suburban development, with a relatively small, though significant, amount of infill and redevelopment. Significant amounts of commercial and industrial development are also projected, although proportionately less than residential growth as is typically the case. The demand for streets and roads will likely increase dramatically, as will the demand for public and semi-public land including parks and greenways (see Chart 4.7).

The Town's future land use composition is expected to become more typical of the "average city." Residential areas, especially low to medium density, are expected to comprise a somewhat higher percentage of total land use (see Chart 4.7). The proportion of commercial and public land is not expected to change significantly, despite substantial increases in the acreages expected to be devoted to those uses. The proportion of industrial land is expected to increase substantially due to an expected demand for office and industrial space, combined with the availability of prime industrial sites.

The areas of greatest land development are projected to be in fringe areas where the greatest amount of undeveloped land exists. However, some infill and redevelopment activity is also expected, particularly in the downtown and surrounding neighborhoods where this trend is well underway.

TRANSPORTATION DEMANDS

The extensive land development projected for the Town will create greatly increased demands on the transportation system and will present significant challenges in meeting those demands. Greater numbers of people, houses and businesses will place greater demands on the existing transportation network and create demands for new facilities

and services. Following is a summary of the key demands for streets and roads and alternative transportation that will have to be addressed.

Traffic Circulation Network

The Town's network of streets and roads will need to be extended, and in some cases, upgraded to meet the demands of the anticipated future growth, unless automobile usage rates drastically decrease due to increased transit ridership or other factor. Although most new land use developments include the provision of streets, the Town will most likely have some responsibility for extending arterials and collectors of sufficient capacities into developing areas of planned growth. Moreover, care will need to be taken to ensure that new local streets provide proper connections to the Town's arterial and collector network. New local streets should provide for a sufficient number of connections to the Town's existing street system and to neighboring areas of existing and potential future land use development. The Town's subdivision ordinance, and when needed, the TND ordinance will help ensure appropriate standards for local streets are met.

Two planned projects for major arterial roads will be extremely important to the Town's ability to adequately meet future transportation demands. One is the completion of Mitsubishi Motorway on the Town's far west side from Route 9 to Interstate 55 at Shirley. This facility has been planned for a number of years, and right-of-way is being preserved. The other is the East Side arterial roadway that will connect Interstate 55 on the north side of the urban area to Interstate 74 in the vicinity of Downs on the south. The *East Side Transportation Corridor Feasibility Study* confirmed a need for a major transportation facility to serve the east side of the urban area, and examined a number of alternatives. Bloomington, Normal and McLean County have each passed a resolution agreeing to continue to study this issue to determine the type

and specific location for such a facility.

Transit Service

An expanding urban area of predominantly low density development will make it difficult to maintain the relative extent of transit coverage within the Town. The transit system will not only need to retain existing service areas, but will also need to consider additional connections to future growth areas as feasible in order for public transit to be a viable form of alternative transportation for Town residents. The principal challenge for the transit system is to determine the best mix of services that can be provided with limited resources. While currently funded through local, state and federal government sources, the transit system may need to consider alternate funding streams such as the creation of a transit taxing district to provide for future requirements.

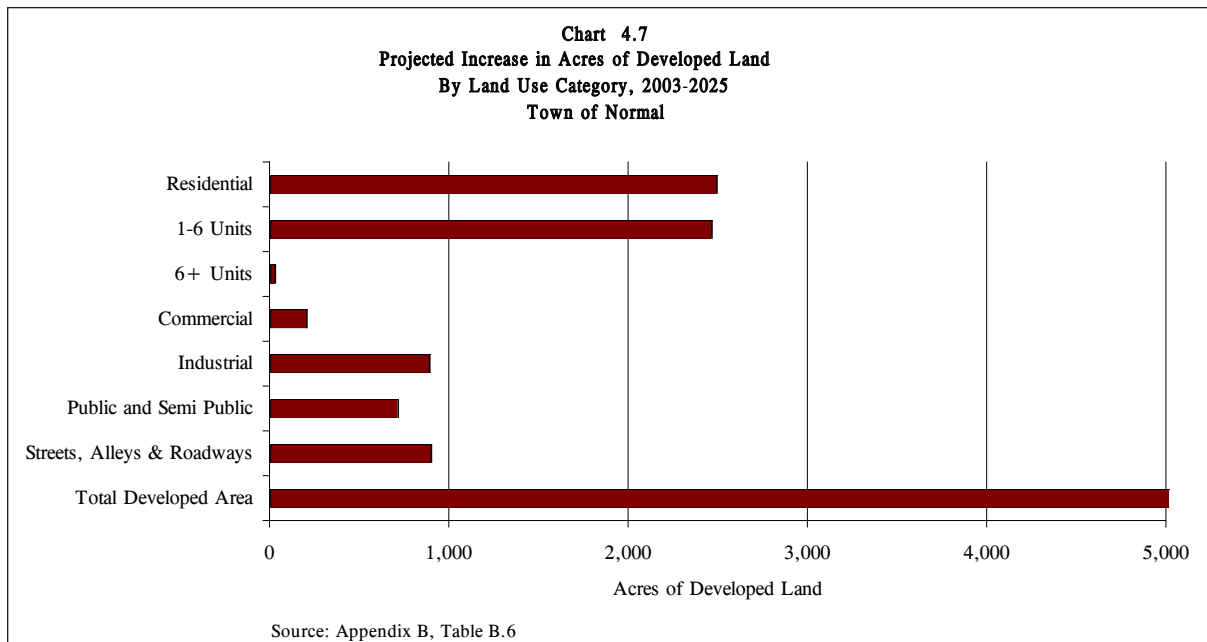
Bicycle/Pedestrian Facilities

Facilities for bicycle and pedestrian transportation will need to be provided in developing areas. Future trail segments will

need to connect with existing segments to form a continuous trail network throughout the Town. The Town’s anticipated future growth provides a unique opportunity to incorporate bicycle and pedestrian transportation as a quality of life amenity in developing areas. Future development will need to accommodate the needs of bicycle and pedestrian transportation, and existing development will need to be retrofitted whenever possible, such as through developing trails along streams and greenway corridors.

Although the Town trail system is a wonderful amenity, there are a number of development related challenges facing those who wish to use the bicycle as a mode of transportation in Normal. The first challenge is that modern subdivision design tends to limit street connectivity within and between neighborhoods and other destinations. Limiting the interconnection of neighborhoods reduces the roadway options for those who wish to travel outside their neighborhoods. It also increases vehicular traffic and corresponding safety risks on streets that do connect neighborhoods.

The second challenge is that most commercial and many public buildings are designed for easy access by the automobile but offer few bicycle accommodations. Many are



located along the major street system with limited interconnection between complexes, making them difficult to access by bicycle. The Town's future growth areas should include logical destinations for bicycle and pedestrian connections such as neighborhood commercial and mixed use activity centers. The Town's requirement for sidewalks on both sides of streets in new subdivisions will also enhance pedestrian transportation.

COMMUNITY FACILITIES DEVELOPMENT

The future growth projected for the Town will have major implications for expanding community facilities and services.

Schools

Additional schools will most likely be needed to accommodate the Town's projected

increase in land development and population, including school age population. The actual number and types of schools needed will be affected by development demand and corresponding shorter range enrollment projections, which are normally developed by the school districts. The possible need for additional school facilities should, therefore, continue to be closely monitored and evaluated in context with the Town's comprehensive plan. The plan as it pertains to schools (Chapter 5) offers some suggestions for the coordinated development of school facilities as the Town continues to grow.

Public Building Needs

Public building needs will for the most part be limited to providing necessary expansion of existing structures and constructing new buildings to serve expected growth areas. There is a current need for some enhance-

**Table 4.1
Projected Library Needs
Town of Normal**

Facilities	Existing Library	Minimum Requirements for Projected 2025 Population*
Number of Volumes/Capita	2.9	4.35
Total Number of Volumes	140,000	271,000
Total Sq. Ft./Capita	0.9	1.1
Total Square Footage	44,000	68,530
Number of Seats per 100 Population	5	5
Total Number of Seats	200	311

*62,300

Source: Normal Public Library, 2005; Illinois Library Association, Public Library Management Forum, Standards Review Committee, *Serving Our Public: Standards for Illinois Public Libraries*, Revised Edition, 1997.

ments to the existing library facilities, and there will be a need for new public buildings including an additional fire station to serve developing areas. Library enhancements and additional fire station facilities that will be needed to serve projected growth are summarized in the following paragraphs.

Library Enhancements

By 2025, 131,000 additional volumes will be needed to meet minimum requirements, and the minimum number of square footage required will increase to 68,530 (see Table 4.1). In order to continue to serve the existing and future populations of the community as well as it is presently doing, the library will need an expansion within the next 5-7 years at its present site. Depending on the demographics and geographic areas of population growth, one or more branch libraries may also be needed within the next 10 to 15 years.

Additional Fire Station

According to design criteria presented in Appendix C, fire protection capabilities will need to be expanded to meet future demands. An additional fire station will most likely be needed as growth continues eastward.

Park and Recreation Needs

The Town's projected growth will create a demand for additional neighborhood and community parks, as well as for a new parks and recreation administration building. The Town of Normal Park & Recreation Plan, prepared by Woolpert Inc., presents the results of a needs assessment study and contains recommendations for future park and recreation development. The plan is designed to meet the demands of the Town's projected growth for the next 5 to 10 years. The Town's park plan was developed by the consultant concurrently with the development of this

comprehensive plan and should be consulted for additional information on future parks and recreation demands.

Water Supply Demands

Based upon consumption patterns of the last 10-15 years and projected growth figures, the Town's current water system with a few relatively minor improvements should be adequate through 2020. Future anticipated improvements to the Town's water system include maintenance of existing water supplies, minor upgrades to the existing wells and treatment facilities, and extensions, upgrades and maintenance of the existing and future distribution system.

Sewer System Needs

The two treatment plants, operated in tandem by the Bloomington-Normal Water Reclamation District (BNWRD), will not only serve the development forecast for the year 2025, but will have the capacity to serve a much larger area. An application submitted by BNWRD to expand the Town's Facilities Planning Area (FPA) boundaries has recently been approved by the Illinois Environmental Protection Agency. The FPA expansion will allow for the extension of service to areas of anticipated growth.

Stormwater Management Needs

Effective stormwater management will become increasingly important as the Town continues to grow and the amount of impervious ground cover increases due to urbanization. Urban growth will potentially increase the volume of stormwater runoff and could generate contamination as well due to additional lawn chemicals, erosion from construction sites, and petro-chemical residues from streets and driveways.