

# FY 2027 Unified Planning Work Program

## Draft Document

### Introduction

This Unified Planning Work Program (UPWP) identifies all of the planning activities to be conducted by Region 1 Planning Council (R1) during the fiscal year 2027 (July 1, 2026 through June 30, 2027). These activities are funded with federal, state, and local resources. The UPWP is a federally-required statement of work identifying the planning priorities and activities to be carried out within a metropolitan area. It is required to provide descriptions of the planning work and resulting products, who will perform the work, time frames for completing the work, and the cost of said activities.<sup>1</sup>

This program has been developed in cooperation with the Illinois Department of Transportation (IDOT), Rockford Mass Transit District (RMTD), and local governments in accordance with “Final Ruling on Statewide and Nonmetropolitan Transportation Planning; Metropolitan Transportation Planning” (23 CFR Parts 450 and 771/49 CFR Part 613).

### The Metropolitan Planning Organization

Region 1 Planning Council (R1), acting as the Rockford Metropolitan Planning Organization (MPO), is responsible for planning and coordinating decisions regarding the Rockford Metropolitan Planning Area’s (MPA) surface transportation system. It is the responsibility of the MPO to conduct a continuing, cooperative, and comprehensive (3-C) transportation planning process and fulfill the following five core functions:

- Establish a fair and impartial setting for effective regional transportation decision making in the metropolitan area;
- Evaluate transportation alternatives, scaled to the size and complexity of the region;
- Maintain a long-range transportation plan covering a 20-year planning horizon;
- Develop a four-year Transportation Improvement Program (TIP) and prioritize projects; and
- Involve the public.

Due to the size of the Rockford urbanized area, the Rockford MPO has an additional designation, known as a Transportation Management Area (TMA). A TMA is an urbanized area with a population of over 200,000 individuals, as defined by the U.S. Census Bureau. MPOs with this designation have additional roles and responsibilities to the core functions identified above, including the development of a congestion management process (CMP) and project selection for the sub-allocation of Surface Transportation Block Grant (STBG) funds, including the Transportation Alternative (TA) Set-Aside program, and Carbon Reduction Program (CRP) funds.

The MPO is empowered and governed by an interagency agreement known as the MPO Cooperative Agreement that was developed and mutually adopted by the cities of Rockford, Loves Park, and Belvidere; the counties of Winnebago and Boone; the Village of Machesney Park; Rockford Mass Transit District; and the State of Illinois acting through the Illinois Department of Transportation (IDOT).

The activities of the MPO are directed by a Policy Committee that consists of the top elected officials from the above entities plus the IDOT Region 2 Engineer and the Chairman of the Rockford Mass Transit District Board. The Policy Committee receives technical recommendations and assistance from a 22-member Technical Committee comprised of planners and/or engineers from the above entities plus various other local partners,

such as the Chicago Rockford International Airport and the Four Rivers Sanitation Authority. **Table 1-1** lists the MPO participating agencies serving on the MPO Technical Committee.

**[EXHIBIT: Table 1-1. Technical Committee]**

Much of the technical work of the MPO transportation planning function is done by a professional staff under the management of the Director of Planning (MPO Director) in close coordination with R1's Executive Director. This interaction is graphically illustrated in **Figure 1-1**. Appendix B displays the current organizational structure of the MPO as well as how the MPO fits into the broader regional framework for collaborative planning.

**[EXHIBIT: Figure 1-1. Organizational Structure]**

## The Planning Area

The Rockford Metropolitan Planning Area (MPA) is located in north-central Illinois, near the state border of Wisconsin. As shown in **Figure 1-2**, the Rockford MPA is smaller than the boundaries of Boone, Ogle, and Winnebago counties and covers approximately 680 square miles. The region has relatively flat terrain and is at the confluence of four major river systems in northern Illinois, including the Kishwaukee River, Pecatonica River, Sugar River, and Rock River, the largest and most central.

The City of Rockford forms the primary urban core of the region and is the fifth-largest city in Illinois, encompassing approximately 64 square miles. In total, the MPA encompasses 15 municipalities, including the cities of Belvidere, Byron, Loves Park, and Rockford and the villages of Caledonia, Cherry Valley, Davis Junction, Machesney Park, Monroe Center, New Milford, Poplar Grove, Roscoe, Stillman Valley, Timberlane, and Winnebago. While many of the incorporated jurisdictions within the MPA are a mix of urban and suburban development patterns, some municipalities and unincorporated areas of the MPA are largely agriculturally-based.

**[EXHIBIT: Figure 1-2. Rockford Metropolitan Planning Area]**

## Summary of Federal & State Regulations

Unified planning work programs (UPWPs) are required by federal transportation legislation and fall under the responsibility of metropolitan planning organizations (MPOs). The development and maintenance of UPWPs are subject to the regulations set forth under the Infrastructure Investment and Jobs Act (IIJA) and preceding federal transportation bills. Specifically, they are subject to the regulations outlined under 49 U.S.C. 5303(j) and 49 CFR Part 613. Under this regulation, MPOs are required to:

- Document planning activities performed with funds provided under title 23 U.S.C. and title 49 U.S.C. Chapter 53;
- Cooperate with the State and public transportation operator in the development of the UPWP, including discussion on planning priorities for the MPA;
- Identify work proposed for the next 1- or 2-year period by major activity and task (including activities that address the federal planning factors);
- Provide sufficient detail to indicate who will perform the work, the schedule for completing the work, the resulting products, the proposed funding by activity/task; and
- Provide a summary of the total amounts and sources of Federal and matching funds.

**[SIDEBAR: Federal Planning Factors – (1) Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency; (2) Increase the safety of the transportation**

system for motorized and non-motorized users; (3) Increase the security of the transportation system for motorized and non-motorized users; (4) Increase accessibility and mobility of people and freight; (5) Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns; (6) Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight; (7) Promote efficient system management and operation; (8) Emphasize the preservation of the existing transportation system; (9) Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and (10) Enhance travel and tourism. Source: 23 CFR § 450.306]

## Transportation Funding Sources

The transportation planning process coordinated through the MPO is typically funded through several subsidies and programs:

- FHWA-PL: Funds provided through the Federal Highway Administration (FHWA), annually sub-allocated to the MPO by the Illinois Department of Transportation (IDOT); used primarily for highway planning, but can be used for other related multi-modal transportation planning work. (20% match required).
- FTA 5305(d): Funds provided through the Federal Transit Administration (FTA); annually sub-allocated to MPO and other MPOs throughout the State by IDOT: aimed primarily at planning needs related to public transit and paratransit. Public transit agencies typically use 5307 or other sources for their planning activities. (20% match required)
- State (IDOT) Planning Funds (SPF): Funds directly from the State of Illinois (IDOT) for MPO transportation planning purposes only.
- State Planning & Research Funds (SPR): Allocated to the States via federal legislation for use on unique planning, research and feasibility studies. The funds are sometimes passed on to local governments for the same purposes. When the MPO receives these funds, a separate intergovernmental agreement is developed and authorized by IDOT and the local governmental body. (20% match required).
- Local Contribution Funds (LC): Funds provided by local MPO participants for related planning purposes.

## Annual Development Process

Each year the MPO undertakes the following steps to develop the upcoming fiscal year's UPWP, in accordance with the "IDOT Metropolitan Planning Organization Cooperative Agreements Manual":

1. **Budget for Federal Planning Marks** (November – February): The MPO receives notice from IDOT regarding the amount of Federal funds (FHWA-PL and FTA 5305(d)) available for the next FY to carry out planning activities captured in the UPWP. Once notice is received, the MPO develops and submits a line-item budget for IDOT for approval.
2. **Draft the Program** (January – March): The MPO will draft the UPWP in consultation with the MPO Policy Committee and the IDOT Metro Manager throughout all stages.
3. **Preliminary Review** (April): The first draft of the UPWP is provided to the IDOT Metro Manager for preliminary review. The Metro Manager will review the draft UPWP for inconsistencies and ensure that the UPWP budget and scope of work are appropriate and in accordance with federal planning guidance and requirements. IDOT will then return the draft to the MPO for final revisions as necessary.

4. **Approval Process** (May): The MPO releases the draft UPWP for a 30-day public comment period. Following this period, MPO staff presents the draft document to the MPO Technical Committee and MPO Policy Committee for recommendation and adoption, respectively.
5. **Final Review** (May): Once the MPO Policy Committee has approved it, the document is officially submitted to IDOT via the designated IDOT Metro Manager. After receiving the UPWP from a TMA, IDOT submits the document to USDOT for approval.

### Agency Outreach & Public Engagement

In the development of the FY 2027 UPWP, stakeholder and public input was afforded throughout the development. The timeline provided below, highlights those opportunities:

- January 22, 2026: MPO Technical Committee Meeting
- January 30, 2026: MPO Policy Committee Meeting
- March 30, 2026 – April 30, 2026: Public Comment Period
- April 16, 2026: MPO Technical Committee Meeting (Recommendation)
- May 1, 2026: MPO Policy Committee Meeting (Approval)

Public comments will be accepted any time before or after adoption and most aspects of this proposed program are amendable for reasonable cause. However, the public is encouraged to provide input as early as possible. Suggestions regarding MPO planning-related work may be directed to the Technical and Policy Committees at their respective monthly meetings throughout the year. Staff contact information and meeting dates, times, and locations are available at <http://r1planning.org>.

A full list of comments received during the public comment period for this UPWP can be found in Appendix C.

### Intergovernmental Agreement

The Federal and State funds referred to in this UPWP will be awarded via an Intergovernmental Agreement (IGA) between the Illinois Department of Transportation and the MPO. The terms of that IGA supersede this program and govern the use of all Federal and State transportation planning funds and the procedures for obtaining reimbursements for expenses incurred under the terms of the Agreement and this program.

Under the IGA between the MPO and IDOT, the MPO will summarize all activity and reimbursement requests, prepare the required documentation, and submit the requests to IDOT for each month in fiscal year within a timely fashion following each reporting period. Reimbursements from IDOT are sent to the MPO for each invoice submitted.

## Work Program

### Work Element #1. Management & Administration

#### Task 1.1 Program Support

**Objective.** Under this task, the general administration work necessary for the day-to-day operations of Region 1 Planning Council (R1) is conducted.

#### Activities.

- Administer and maintain operations of the MPO, including the fiscal management, contracts, handling of personnel matters, and the procurement of equipment and supplies required for operations.
- Manage contracts and agreements between the MPO and participating agencies or subcontractors.
- Support contract implementation, management, and compliance.

- Assure equal opportunities to Disadvantaged Business Enterprises (DBE) and minorities in contracts and subcontracts.
- Maintain financial records for departmental contracts and ensure payment of invoices.
- Oversee information technology (IT) needs, including coordinating service providers and completing IT inventory and replacement.
- Procure necessary supplies, office space, and capital equipment, such as computer equipment, and similar equipment necessary for gathering, displaying, or disseminating information.
- Hire and supervise employees.
- Manage employee benefits, perform employee evaluations, set and disburse salaries.
- Prepare accounting and payroll information.
- Administer the Personnel, Affirmative Action, Equal Employment Opportunity (EEO) Programs, and other R1 policies.
- Participate in planning-related organizations, such as the Association of Metropolitan Planning Organizations (AMPO), National Association of Regional Councils (NARC), American Planning Association (APA), American Association of State Highway Transportation Officials (AASHTO), and other organizations that enhance the planning process.
- Attend, participate in, or present at transportation-related conferences, training sessions and meetings at the local, regional, state, and national levels for professional development and to enhance implementation of activities listed in this UPWP and the MPO planning processes.

**Products.** Billing, invoicing, and purchasing documentation; annual performance and expenditure report; and documentation for audit and informational purposes

### **Task 1.2 Unified Planning Work Program Development**

**Objective.** Region 1 Planning Council staff will develop, monitor, and coordinate the Unified Planning Work Program (UPWP) to ensure that the region's transportation and metropolitan planning needs and priorities are identified and addressed. Region 1 Planning Council will also develop amendments to the UPWP that address new issues or requirements, new planning needs, efforts by partners, and enhance implementation of tasks.

#### **Activities.**

- Maintain the 2027 UPWP, reflecting current plans, programs, and regional priorities.
- Track implementation of the 2027 UPWP.
- Complete all the grant reporting and grant management tasks required to remain compliant for IDOT, FHWA, and FTA.
- Develop and adopt the FY 2028 UPWP, per schedule determined by staff in coordination with other transportation partnering agencies, including IDOT.
- Weekly department meetings to monitor progress of activities identified in the UPWP.

**Products.** FY 2027 Unified Planning Work Program amendments; draft FY 2028 Unified Planning Work Program; and progress reports to IDOT/FHWA

### **Task 1.3 Public Involvement & Communications**

**Objective.** Region 1 Planning Council will conduct open, continuous, and participatory meetings with the public and other stakeholders pertaining to transportation planning. The purpose of this task is to involve and educate the public about all aspects and phases of transportation planning with a focus on early and continuous gathering of information from the public in order to facilitate optimal transportation decision making.

**Activities.**

- Ensure an open planning process that support early and continued public involvement, timely public notices, and full public access to information regarding key transportation decisions.
- Support public outreach activities, and provide administrative support for public meetings including public legal notices, press releases, and advertisements, public meeting arrangements, and education materials for distribution at meetings.
- Host in-person and hybrid meetings for the Technical and Policy Committees, and other subcommittees, providing live streaming when required or appropriate.
- Utilize online engagement tools/platforms/software, including surveys and/or polling, for various projects within the region to increase citizen participation.
- Publish regular newsletters containing current information on transportation projects, studies, and other R1 activities.
- Create graphics and other visualizations to deliver information to interested parties through digital media communications, including websites, social media, video and audio technologies, and photography.
- Develop partnerships with community organizations to provide information on regional transportation issues, projects, and studies.
- Conduct specific outreach to traditionally underserved, hard to reach, or environmental justice communities.
- Review and update the Public Participation Plan, as needed, including conducting public outreach to gather input and feedback from stakeholders, partners, and the general public.

**Products.** Updated Public Participation Plan; committee meeting materials (e.g., agendas, notices, minutes); public engagement materials (e.g., notices, visuals, presentations); and educational and outreach materials; digital media communications (e.g., websites, webinars, social media, newsletters)

**Task 1.4 Youth Engaged in Planning (YEP!)**

**Objective.** The objective of the YEP program is to provide primary and secondary school age children on education in transportation trends and topics and key urban planning issues facing the region.

**Activities.**

- Communicate with school district staff regarding classroom visits, presentations, and participation in career fairs.
- Conduct classroom visits, including the development of agendas, presentations, and activity materials.
- Participate in various job fairs, sponsored by school districts, community colleges, and universities.
- Host walking tours with high school students to supplement classroom presentations and activities.

**Products.** Presentations, fact sheets and other materials

**Work Element #2. Data Development & Management****Task 2.1 GIS Support & Data Collection**

**Objective.** Work in this task involves the gathering, maintaining, monitoring, and forecasting of a wide variety of data and information needed for a comprehensive transportation planning process. It also encompasses work associated with developing and maintaining geospatial data for specific projects to assist in various analyses.

**Activities.**

- Track census data including demographics and socioeconomic characteristics, and analyze changes in characteristics.
- Support efforts to identify, acquire, and update data sets pertaining to transportation, environment, land use, safety, socio-economic trends and conditions, and health from various external sources.
- Analyze relationship between demographics, socioeconomic characteristics, and travel patterns, and clearly identify the characteristics of communities of environmental justice concern.
- Support long-range transportation planning by assembling and analyzing land-use, demographic, and economic data.
- Focus on monitoring and analyzing changes in regional land use, including the development of methods for utilizing local data from member jurisdictions in support of planning IJJA.
- Support regional and subregional geographic information system (GIS) mapping and data distribution for community and transportation planners, ensuring data consistency and relevance across various scales.
- Use geospatial software to effectively visualize and analyze trends and conditions that influence transportation systems or travel demand.
- Create and provide data, maps, and program/project information as needed, ensuring accessibility and utility for various planning needs.

**Products.** Expanded and updated data files; maps and other visualizations; geodatabase and network files; and ArcGIS online applications

## Task 2.2 Travel Demand & Economic Modeling

**Objective.** Under this task, staff will continue to develop, enhance, and maintain R1's transportation and economic models in support of transportation planning activities within the Rockford MPA. The models encompass regional travel demand models, transportation data analysis tools, and other relevant methods. Staff will also provide travel demand modeling support for transportation planning activities conducted by local public agencies.

### Activities.

- Update the regional travel demand model incorporating updated modeling practices and theories, and new travel survey data. Consultant services will be utilized to assist in travel demand model (TDM) development. The services include:
  - Update the Travel Demand Model platform.
  - Provide model support with the processing and implementation of the travel data collected through various surveys and other means for the enhancement of the regional travel demand and forecasting models.
- Build internal capacity and skills for operating the updated regional travel demand model and its procedures.
- Provide support and prepare travel demand forecasts for the Transportation Improvement Program (TIP) and Metropolitan Transportation Plan (MTP).
- Provide technical and analytical support to regional transportation agencies, local governments, and their consultants in support of regional transportation planning activities and studies.
- Develop land-use, population, and employment forecasting scenarios to support the travel demand modeling system and other planning activities.

**Products.** Updated TDM; working papers and memorandums, with traffic forecasts, maps and other visualizations; and travel model files

## Work Element #3. Long Range Planning

### Task 3.1 Metropolitan Transportation Plan

**Objective.** As the designated MPO for the region, R1 is responsible for developing and maintaining a long-range transportation plan that establishes goals and objectives, articulates priority areas of investment, and coordinates local and state efforts to improve the performance of the regional transportation system. This task ensures that the region's transportation investments are linked to the 2050+ Metropolitan Transportation Plan.

#### Activities.

- Continue work to implement the planning-related recommendations in the 2050+ MTP, including leading or assisting in other special studies and assistance to local municipalities with their planning initiatives.
- Amend the 2050+ Metropolitan Transportation Plan (MTP), as necessary, by monitoring changes to planning and project assumptions.
- Continue tracking and analyzing performance measures associated with MTP goals.
- Conduct planning to support strategies identified in an environmental justice planning report and to address transportation issues that disparately affect environmental justice communities.
- Serve as a resource for planning partners in meeting Title VI, Environmental Justice (EJ), and Americans with Disabilities Act (ADA) requirements.

**Products.** 2050+ MTP modifications and amendments, as needed, and Transportation Equity Assessment Report

### Task 3.2 Performance Management

**Objective.** Under this task, the MPO sets targets for the performance of the transportation system. With the targets set, staff will monitor the conditions, report on the progress of achieving targets, and adjust targets, as needed. The federal performance measures include safety; the asset management of pavement, bridges, and public transportation; personal and freight travel reliability; congestion; and public transportation safety.

#### Activities.

- Gather and analyze data, determine trends, and develop performance measure targets across all the required federal performance areas.
- Coordinate with IDOT, local governments, and providers of public transportation to collect data for evaluating and setting regional target values.
- Update federal performance measure targets for safety (PM1), pavement and bridge condition (PM2), system performance (PM3), transit asset management (TAM), and public transportation safety (PTASP).
- Updated system performance reports to be included in the TIP and MTP.
- Develop performance measures webpage and scorecards for performance measures identified in the MTP.

**Products.** Analysis of performance measure data and coordination with IDOT and transit providers

### Task 3.3 Active Transportation Planning

**Objective.** The intent of this task is to improve local and regional active transportation network through continued planning efforts and the implementation of the currently adopted Bicycle and Pedestrian Plan.

#### Activities.

- Continue to implement the Bicycle & Pedestrian Plan by following the recommendations outlined in the plan, providing assistance to local public agencies as needed including data collection and analysis, and providing recommendations on best practices.
- Work with local public agencies to ensure that appropriate bikeway connections and extensions and on road facilities are incorporated into corridor and development plans.
- Maintain the web-based bikeways mapping tool.
- Participate in events to promote bicycling and walking as a viable and safe mode of transportation.
- Integrate a public health component into transportation planning and project prioritization, emphasizing the benefits of using alternative modes of travel and personal active transportation to reduce the growing incidence of illnesses tied to an inactive lifestyle and pollution.
- Identify strategies and funding to implement the Mobility Hubs Feasibility Study.
- Provide planning and technical support for implementation of Safe Routes to School (SRTS) best practices in the region.
- Provide technical support for regional and local applications for Illinois Transportation Enhancement Program (ITEP).

**Products.** Bicycle & Pedestrian Plan modifications and amendments, as needed; updated online bikeways map and associated GIS layers; and SRTS and ITEP letters of support and/or applications

### Task 3.4 Freight Planning

**Objective.** This task is intended to maximize the Rockford Region's position in the global economy by promoting cooperation within the local freight communities and implementing regional strategies from the Comprehensive Economic Development Strategy (CEDS), in accordance with state and federal guidance. This task will allow staff to continue work efforts related to the Rail-Served Industrial Park Feasibility Study and pursue other studies that improve considerations of the economic and transportation impacts of freight and aviation.

#### Activities.

- Identify and explore major trends and issues facing the region's freight system.
- Support state-level planning efforts, such as freight parking, the Illinois Freight Advisory Committee meetings, and other state-level efforts as needed.
- Monitor and update the Critical Urban Freight Corridors and work with partners to identify deficiencies on the network and potential projects.
- Continue to provide support in the development of the Rail-Served Industrial Park.

**Products.** Meeting attendance/coordination; working papers/reports

### Task 3.5 Regional Transportation Initiatives

The most recent iteration of the Metropolitan Transportation Plan proactively identifies the region's transportation planning needs and priorities for current and future issues. Regional transportation planning initiatives focus on special studies and plans designed to present information on a specific topic that was noted in MTP or identified as an emerging opportunity. These documents can take form as program or modal plans, feasibility or case studies, research papers, or corridor studies. In the next fiscal year, the MPO will pursue the following initiatives:

#### 3.5.a Regional Pavement Toolkit

**Objective.** The intent of this subtask is to create a pavement toolkit that will develop a region-wide pavement toolkit to guide roadway design, maintenance, and investment decisions across northern Illinois. The study will

evaluate currently available pavement types, assessing their performance, durability, cost, and ease of implementation within the region's climate and roadway conditions. It will also document which pavement materials and construction approaches are already in use throughout the region to better understand existing practices and outcomes. Based on this analysis, the toolkit will provide clear recommendations for pavement selection in new roadway construction as well as best practices for maintaining and rehabilitating existing roadways, helping local agencies make more informed, cost-effective infrastructure decisions.

**Activities.**

- Complete a Regional Pavement toolkit.
- Conduct a review of pavement technologies and materials currently available on the market, with a focus on performance in cold-weather and freeze–thaw climates.
- Inventory and analyze existing pavement types across the region, where different materials and construction methods are currently used and evaluating their observed performance, maintenance needs, and lifecycle costs.
- Assess cost, constructability, and maintenance considerations for each pavement type.
- Engage local agencies and stakeholders through surveys, interviews, or workshops to gather insights on current pavement practices, challenges, and future needs.
- Develop a regional pavement guidance document that provides recommendations for pavement selection in new roadway construction as well as best practices for maintaining, rehabilitating, or replacing existing roadways.

**Products.** Regional Pavement Toolkit; Pavement standards and guidance materials; and public engagement materials

### 3.5.b Emerging Technology Study

**Objective.** This subtask will build upon the FY 2026 Connected and Autonomous Vehicle (CAV) Preliminary Study by engaging transportation industry professionals to better understand the current knowledge base surrounding CAV technology and identify regional perspectives on how supporting infrastructure should be implemented in the Rockford region. The assessment will include an evaluation of the region's roadway network to determine its level of readiness for CAV adoption and to identify locations where infrastructure improvements may be necessary. Based on the findings, the project will develop recommendations for strategic actions that would help prepare the Rockford area for the future integration and widespread adoption of connected and autonomous vehicles.

**Activities.**

- Review and monitor emerging transportation technologies, including technology development, deployment trends, potential impacts, peer activities, and industry actions and trends.
- Develop a regional emerging technology document to address planning and infrastructure needs for the region to ensure the safe and efficient operation of public roadways.
- Liaise with stakeholders on autonomous and connected vehicles, implementation and deployment, and other emerging transportation technologies.
- Develop a plan that identifies the potential areas for infrastructure improvements, the cost of implementation strategies and the ease of implementation to improve the operation of connected and autonomous vehicles.

**Products.** Emerging technology (CAV) study and meeting attendance/coordination

### 3.5.c Green Streets Plan

**Objective.** Under this subtask, R1 will continue to expand upon its first Green Streets Guide, which aims to transform the region’s streets and sidewalks into green, resilient spaces. The Green Streets Guide was developed in FY 2026 as the first step in a broader effort to create a regionwide Green Streets Plan for the Rockford MPA. The Green Streets Plan will apply the previously researched recommendations to analyze specific corridors (particularly those along high-risk flood zones) and identify opportunities to implement green street elements while prioritizing improvements to pedestrian and bicycle infrastructure based on public engagement feedback.

#### Activities.

- Draft and adopt a region-wide green streets plan and/or policy.
- Identify specific corridors across the region that would benefit most from green street improvements and cross reference those corridors with high-risk flood zones.
- Conduct a public survey to evaluate and rank green streets elements, based on factors like visual appeal, perceived functionality, and how well they align with the community’s character.
- Hold discussions with key stakeholders, including local government officials, planners, public works representatives, and community members to facilitate an in-depth exchange of ideas on the design and implementation of sustainable street infrastructure.
- Create an illustrated, educational material outlining the components of a Green Street.

**Products.** Green Streets Plan; meeting attendance/coordination; public survey; and educational material

### 3.5.d Community-Based Transportation Plans

**Objective.** This subtask will establish a framework for directing transportation and community infrastructure improvements to locations where coordinated planning can strengthen neighborhood vitality and regional mobility. The project will identify and evaluate potential neighborhood centers, corridors, and opportunity areas where strategic improvements to transportation infrastructure and public realm design could catalyze broader community benefits. The resulting plan will outline implementation strategies that improve multimodal access, strengthen local commercial districts, and enhance neighborhood environments.

#### Activities.

- Draft a report on the relationship between community level enhancements and transportation infrastructure in the Rockford Region.
- Map neighborhood center corridors and opportunity areas at a community level.
- Collect data on current status of transportation infrastructure, including public transit amenities, pedestrian and bicyclist resource at a community/neighborhood level.
- Host community engagement sessions to gather input on transportation needs and preferences.
- Conduct community surveys to assess interest in which strategic improvement would provide the greatest benefit to the region.

**Products.** Community-Based Transportation Report; meeting attendance/coordination; and public survey

## Work Element #4. Short-Range Programming

### Task 4.1 Transportation Improvement Program

**Objective.** Under this task, R1 prepares, amends, and documents a four-year Transportation Improvement Program (TIP), which lists and sets priorities for transportation investments over the next four fiscal years (FY) and assures projects are financially feasible, as well as coordinated with other improvements and developments.

**Activities.**

- Maintain the FY 2027-2030 TIP by making amendments and modifications as needed, including updates to the interactive TIP maps.
- Develop the FY 2028-2031 Transportation Improvement Program.
- Publish the annual listing of projects for which federal funds have been obligated during the previous fiscal year.
- Review proposed projects by IDOT, local public agencies, and RMTD for transportation and Title VI impacts and consistency with the Metropolitan Transportation Plan.
- Participate in all necessary trainings for e-TIP.
- Convert TIP database to e-TIP platform.

**Products.** Final FY 2027-2030 TIP; draft FY 2028-2031 TIP; annual Metropolitan Transportation Planning Process Self-Certification; FY 2027-2030 TIP amendments and modifications; annual listing of obligated projects; and e-TIP database

**Task 4.2 Funds Management**

**Objective.** The Rockford Urbanized Area receives an annual allocation of federal formula funding from the U.S. Department of Transportation for various capital programs. These programs provide funding for regional transportation projects and initiatives as determined by the Policy Committee. This task administers and monitors these programs to ensure that projects are solicited, evaluated, programmed, and implemented consistent with the regional policies and priorities.

**Activities.**

- Administer the annual allocation of federal funding and ensure that projects are solicited, evaluated, programmed, and implemented consistent with regional policy and priorities.
- Analyze projects submitted in the project selection process and evaluate them for consistency with the regional transportation plan.
- Conduct meetings and workshops for the local project sponsors to advise them on the project selection requirements.
- Monitor projects that are programmed in the TIP to ensure proper funding and priorities are being met, and ensure successful project delivery.

**Products.** Annual call for projects; meeting coordination; memorandum of project evaluation; and TIP amendment

**Task 4.3 Transit Network and Rail**

**Objective.** This task supports the development of and participation in transit planning studies. Work includes evaluating proposed services or facilities, analyzing regional and corridor-level transit access, studying first- and last-mile connectivity with transit, and examining the relationship between land use and transit for specific sites or corridors. It also includes examining future transit network components including Bus Rapid Transit (BRT) corridors and intercity rail.

**Activities.**

- Complete an update to the Coordinated Human Services Transportation Plan.
- Program FTA Section 5310 projects in coordination with Illinois Department of Transportation and Rockford Mass Transit District.

- Continue to work with the Human Services Transportation Plan (HSTP) Committee to coordinate transportation needs in the region.
- Provided planning and technical support to transit and paratransit providers.
- Collect and maintain transit data (ridership, service network) to support regional planning efforts.
- Maintain the regional transit network map.
- Continue to provide data and other support to complete planning efforts for the Bus Rapid Transit (BRT) projects along an east-west corridor and a north-south corridor.
- Support implementation of passenger rail service to/from the Rockford Region.
- Conduct research and share resources designed to support transit-oriented development (TOD) to improve first- and last-mile connections, and economic potential of rail and transit station areas.

**Products.** Coordinated Human Services Transportation Plan; meeting attendance/coordination; expanded and updated data files; maps and other visualizations; and working papers

#### Task 4.4 Infrastructure Priorities

**Objective.** Under this task, R1, in coordination with the Northern Illinois Council of Governments (NorthCOG), will produce an Infrastructure Priorities Report. This report is an annual list of priority infrastructure projects shared with state and federal legislators at the beginning of the new legislative session.

##### Activities.

- Solicit infrastructure priority project applications.
- Analyze projects submitted in the project selection process and evaluate them for consistency with the regional transportation and economic development plans.
- In coordination with the NorthCOG, develop the 2027 Infrastructure Priorities Report.
- Publish and distribute the Infrastructure Priorities Report to elected officials, legislative advocates, and members of the public.

**Products.** Annual call for projects and 2027 Infrastructure Priorities Report

## Work Element #5. Special Planning Projects

### Task 5.1 Safety Planning

**Objective.** This task supports the goals of the 2050+ MTP, Regional Traffic Safety Action Plan, and the USDOT's and IDOT's Strategic Highway Safety Plans. It seeks to improve the safety of the region's transportation system, while maintaining acceptable levels of accessibility and efficiency.

##### Activities.

- Support and encourage the development, implementation, and promotion of proven safety countermeasures and other Safe System Approach strategies that align with the Regional Traffic Safety Action Plan.
- Assist with local road traffic safety action plan projects.
- Provide technical assistance to LPAs for Safe Streets for All (SS4A) and Highway Safety Improvement Program (HSIP) applications.
- Create and provide educational/informational materials, as needed, including managing and posting education material to social media accounts.
- Participate in statewide transportation safety initiatives for Illinois.

**Products.** Meeting attendance/coordination; expanded and updated data files; maps and other visualizations; and working papers

### **Task 5.2 Congestion Management & Operations Planning**

**Objective.** The overarching goal of this task is to further strengthen linkages between operations and planning to solve operational problems, improve system performance, strengthen communication across transportation agencies, and reduce congestion.

**Activities.**

- Monitor the Congestion Mitigation Process (CMP) document and ensure alignment with regional goals and priorities in the 2050+ MTP.
- Monitor and implement the Transportation System Management and Operations (TSMO) Plan.
- Work with IDOT and local partners to coordinate and collaborate on TSMO initiatives, such as traffic signal coordination and travel demand management.

**Products.** Congestion Mitigation Process documentation

### **Task 5.3 Corridor, Project-Level, and Special Studies**

**Objective.** Under this task, staff ensures intergovernmental coordination amongst regional entities, provides technical support on corridor steering committees, and conducts other research and technical assistance activities on transportation-related projects conducted by LPAs. Special short-term studies are also included under this task.

**Activities.**

- Coordinate with and provide technical assistance to state and local agencies on transportation planning issues, studies, and initiatives.
- Serve on project steering committees, as requested, and attend stakeholder workshops and public hearings for transportation projects occurring in the region.

**Products.** Meeting attendance/coordination; maps and other visualizations; and working papers/reports

### **Task 5.4 Environmental Planning**

**Objective.** This task focuses on the development and implementation of strategies that maintain healthy ecological systems, improve water quality, protect open space and natural areas, mitigate risks posed by natural hazards, reduce pollution, promote environmental justice, and incorporate environmental stewardship principles into transportation investments.

**Activities.**

- Continue to monitor status of National Ambient Air Quality Standards (NAAQS) and greenhouse gas emissions requirements, climate change and resilience, stormwater management, and their impact on the transportation system.
- Collaborate with partner agencies on transportation-related air and water quality initiatives, programs, and requirements.
- Further development of a regional carbon reduction strategy, as identified in the IJJA.
- Monitor the Greenways Plan for the three-county region.
- Incorporate environmental screenings of transportation projects in MPO planning documents and programs.

**Products.** Meeting attendance/coordination; and working papers/reports

### Task 5.5 Housing Coordination

**Objective.** The task will include coordination activities with local public entities to identify regional housing opportunities that align with existing and proposed development.

**Activities.**

- Monitor the Regional Housing Coordination Plan for the Rockford Region and associated toolboxes.
- Continue to support regional efforts to integrate land use and transportation planning that results in development within existing neighborhoods, diverse housing and transportation options, and meaningful community engagement.
- Provide support and technical assistance to LPAs seeking to increase the supply and variety of housing types available in their community.
- Review local comprehensive land use plans in regards to future residential developments and affordable housing efforts.
- Monitor residential construction, demolition, and change relating to their impact on transportation.
- Coordinate with the local housing authorities, real estate and building associations, and other organizations engaged in housing development and management.

**Products.** Housing Coordination Plan toolkits implementation; and meeting attendance/coordination

### Task 5.6 Livable Communities Initiative

**Objective.** Under this task, R1 provides technical assistance to neighborhoods and local public entities to create quality, mixed-use places and promote multi-modal transportation options through a subarea study that highlights policy and programmatic recommendations and implementation projects.

**Activities.**

- Manage day-to-day operations and administration of the Livable Communities Initiative (LCI) program including, but not limited to, budgets, schedules, and program reviews.
- Manage planning activities for the LCI Technical Assistance program, including but not limited to the annual solicitation process, communicating with awarded entities, coordinating community outreach efforts, and conducting a continuing, comprehensive, and cooperative planning process.
- Publish an annual or biannual report on trends in study areas funded under the LCI program.
- Convene the LCI Advisory Committee.
- Facilitate communication and information sharing on the program with the LCI Advisory Committee, Community Advisory Forum, neighborhood associations, and members of the public.

**Products.** LCI subarea study; implementation of approved LCI projects, annual call for projects; and meeting attendance/coordination

[EXHIBIT: Table 2-1. Summary of Work Projects]

[EXHIBIT: Table 2-2. Work Elements & Planning Factors]

## Budget Summary

The total estimated cost to implement this Unified Planning Work Program (UPWP) is **\$1,308,643.66**. The five work elements are developed around the federal planning marks (PL) and matching funds from the State of Illinois Metropolitan Planning Funds (SPF) and local match. Partner organizations also provide local contribution funds (LC) to address transportation and land use planning elements necessary for the region which surpass the

eligibility requirements of the Federal and State sources. The funding breakout for the FY 2027 by source is provided in Figure 3-1.

**[EXHIBIT: Figure 3-1. FY 2027 UPWP Funding Sources, by Source]**

Accordingly, all five transportation planning elements have highway (PL) and transit (5305(d)) aspects as well as state planning funds and local contributions that are equally distributed. The anticipated expenditures per work element is provided in Table 3-1.

The cost allocation methodology for FY 2027 will be in accordance with Region 1 Planning Council (R1) policies and procedures and the same as used and approved in previous years. Region 1 Planning Council will submit those charges for reimbursement that can be defined as eligible costs under the terms and conditions as determined in the Intergovernmental Agreement (IGA) between the MPO and IDOT.

**[EXHIBIT: Table 3-1. Expenditures by Work Element]**

Direct and indirect costs expended by R1 to carry out this work program fall within 19 different line item expenses, aligning with the Illinois Grant Accountability and Transparency Act (GATA). Labor costs are specific personnel costs (salaries and wages) and fringe benefits attributed directly to the ten work elements and toward achieving the goals described in this UPWP. Non-labor cost includes rental and maintenance costs, payroll, insurance, audit, telephone, copier, postage, office supplies, travel, education and training, subscriptions, dues, advertising, and other office equipment. Table 3-2 displays the revenue and expenditures representing information in the required GATA budget template.

**[EXHIBIT: Table 3-2. FY 2027 Line Item Budget]**

Salaries and benefits account for approximately **80.48** percent of the budget and constitutes the largest expenses for the MPO. The second largest expense, at **10.41** percent of the budget is for contractual payments for services (contractual and consulting) performed for R1 in accordance with the terms and agreements of a written agreement. This line item includes accounting, human resource, legal, and subject-matter expertise, if needed. The remaining **9.11** percent of the budget, is attributed to the day-to-day operations necessary to run the MPO, including, but not limited to, office supplies, printing, rent, and training opportunities, and professional dues.

## Appendices

### A. Glossary of Terms & Acronyms

#### List of Acronyms

3-C	Continuing, cooperative, and comprehensive
AASHTO	American Association of State Highway and Transportation Officials
ADA	Americans with Disabilities Act
AMPO	Association of Metropolitan Planning Organizations
APA	American Planning Association
BRT	Bus Rapid Transit
CEDS	Comprehensive Economic Development Strategy
CFR	Code of Federal Regulations
CMP	Congestion Mitigation Process
CRP	Carbon Reduction Program

DBE	Disadvantaged Business Enterprises
EEO	Equal Employment Opportunity
EJ	Environmental Justice
EV	Electric Vehicle
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
FY	Fiscal Year
GATA	Grants Accountability and Transparency Act
GIS	Geographic Information System
HSIP	Highway Safety Improvement Program
HSTP	Human Service Transportation Plan
IDOT	Illinois Department of Transportation
IGA	Intergovernmental Agreement
IIJA	Infrastructure Investment and Jobs Act
IT	Information Technology
ITEP	Illinois Transportation Enhancement Program
ITS	Intelligent Transportation System
LC	Local Contributions
LCI	Livable Communities Initiative
LEP	Limited English Proficiency
LPA	Local Public Agencies
MPA	Metropolitan Planning Area
MPO	Metropolitan Planning Organization
MTP	Metropolitan Transportation Plan
NAAQS	National Ambient Air Quality Standards
NARC	National Association of Regional Councils
PM1	Safety Performance Management Measures
PM2	Pavement and Bridge Condition Measures
PM3	Performance of the National Highway System, Freight, and CMAQ Measures
PL	Federal Planning Marks
PROTECT	Promoting Resilient Operations for Transformative, Efficient, and Cost-saving Transportation
PTASP	Public Transportation Agency Safety Plan
R1	Region 1 Planning Council
RMAP	Rockford Metropolitan Agency for Planning
RMTD	Rockford Mass Transit District
SPF	State Planning Funds
SPR	State Planning and Research
SRTS	Safe Routes to School
SS4A	Safe Streets for All
STBG	Surface Transportation Block Grant
TA	Transportation Alternatives
TAM	Transit Asset Management
TDM	Travel Demand Model

TIP	Transportation Improvement Program
TOD	Transit-Oriented Development
TMA	Transportation Management Area
TSMO	Transportation System Management & Operations
UPWP	Unified Planning Work Program
USC	United States Code
USDOT	United States Department of Transportation
YEP	Youth Engaged in Planning

## B. Public Comment

The draft version of the FY 2027 UPWP was distributed to the Technical and Policy Committees and made available on the Region 1 Planning Council (R1) website on March 30, 2026. Public comment period for the FY 2027 UPWP was from March 30, 2026 until April 30, 2026.

Comments should be direct to:

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 Region 1 Planning Council  
 127 North Wyman Street, Suite 100  
 Rockford, IL 61101  
 Telephone: 815-319-4180  
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## C. Title VI

A significant goal of the MPO is to assure that the delivery of public transportation services and the priority setting for transportation infrastructure improvements does not disproportionately persons or groups with low income or economic status. Conversely, these efforts also seek to assure that the adverse or detrimental consequences of transportation services or improvements are not disproportionately burdened upon groups of persistent poverty.

The MPO has monitored the delivery of public transportation services, the implementation of transportation improvement projects, and conducted transportation planning activities. With regard to public transit, this work was performed under specific long-standing guidance issued by the FTA and FHWA. With regard to improvement project prioritization and planning MPO techniques have involved the assessment of where work was being planned or programmed in comparison to the spatial demographics of the community.

The MPO examines the benefits and burdens of transportation investments using Geographic Information Systems by overlaying current and proposed projects with datasets such as demographics, density, access to transit, and several others. The Alternative Transportation Committee also includes representatives that provide the MPO substantial input on the mobility and accessibility needs of low income and transit dependent populations as well as the needs of elderly and disabled persons. Furthermore, a Limited English Proficiency plan has been developed and is currently being implemented to assist those persons with language barriers.

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<sup>i</sup> Final Ruling