



Chapter 2

ADMINISTRATIVE POLICIES
AND PROCEDURES

BUREAU OF LOCAL ROADS AND STREETS MANUAL

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Chapter 2
ADMINISTRATIVE POLICIES AND PROCEDURES

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Chapter 2

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2-1 APPLICABLE ILLINOIS STATUTES

The following sections briefly discuss the Illinois laws that govern the policies and procedures set forth by the Illinois Department of Transportation (IDOT). The Road, Bridge and Other Related Laws of Illinois published by IDOT is a reprint of chapters and paragraphs of the Illinois Compiled Statutes (ILCS) that deal specifically with road, street and bridge matters. This document is arranged in ascending numerical order of these chapters and is intended for use as a ready reference for road and street officials.

2-1.01 Illinois Highway Code

The Illinois Highway Code, [605 ILCS 5/1-101 et seq.](#) contains a description of the systems of highways in Illinois. It provides the legal authority for the administration of highways by the State and counties. It also provides for the administration of township and road district roads, and municipal streets. Other provisions covering highways and bridges are also included.

2-1.02 Bikeway Act

The Bikeway Act, [605 ILCS 30/0.01 et seq.](#) provides the legal authority for the construction and maintenance of bikeways.

2-1.03 Illinois Vehicle Code

The Illinois Vehicle Code contains the Rules of the Road ([625 ILCS 5/11](#)). The Rules of the Road includes the statutes on traffic signs, signals, pavement markings, speed restrictions, and parking regulations. It also contains the size, weight, and load restrictions for vehicles, and provisions for permits, and vehicle restrictions ([625 ILCS 5/15](#)).

2-1.04 Other Applicable Statutes

The following presents a brief description of the chapters in ILCS most frequently referred to by the Bureau of Local Roads and Streets (BLRS) and the local public agencies (LPAs):

1. [Chapter 5 – General Provisions](#). This chapter includes the Open Meetings Act, [5 ILCS 120/1 et seq.](#) and the Intergovernmental Cooperation Act, [5 ILCS 220/1 et seq.](#)
2. [Chapter 20 – Executive Branch](#). This chapter discusses various State agencies and certain Acts that are under the control of these agencies. This includes many of the responsibilities of IDOT.
3. [Chapter 30 – Finance](#). This chapter discusses investments of public funds, bonds, and debts.

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4. [Chapter 35 – Revenue](#). This chapter includes the Property Tax Extension Limitation Law, [35 ILCS 200/18-187 - 200/18-245](#) and the Motor Fuel Tax Law, [35 ILCS 505/1 et seq.](#)
5. [Chapter 50 – Local Government Officers and Employees](#). This chapter discusses purchase contracts and professional services selection.
6. [Chapter 55 – Counties](#). This chapter discusses powers and duties of a county board. Some of the topics discussed are as follows:
 - trust agreements for funds retained pending construction completion;
 - competitive bids;
 - names of streets and highways, including numbers of buildings and lots;
 - removal of obstructions from streams, lakes, ponds, and other water courses;
 - county motor fuel tax; and
 - establishment of building or set-back lines.
7. [Chapter 60 – Townships](#). This chapter includes discussion on the corporate power of townships and the procedure for vacancies in offices.
8. [Chapter 65 – Municipalities](#). This chapter includes the Illinois Municipal Code, [65 ILCS 5/1-1-1 et seq.](#). The Illinois Municipal Code establishes the organization, territory, finance structure, local improvements, and the corporate powers and functions of the municipality. Some of the pertinent topics include the following:
 - local improvement procedures restricted to certain municipalities,
 - improvements affecting property not within municipality,
 - general powers over streets and public ways,
 - certain joint municipal and township construction projects,
 - persons displaced by Federal-aid system of streets and highways, and
 - jurisdiction over roads by agreement.
9. [Chapter 220 – Utilities](#). The Public Utilities Act, [220 ILCS 5/1-101 et seq.](#), Illinois Underground Utility Facilities Damage Prevention Act, [220 ILCS 50/1 et seq.](#), Telegraph Act, [220 ILCS 55/0.01 et seq.](#), and the Telephone Company Act, [220 ILCS 65/0.01 et seq.](#) are included in this chapter.
10. [Chapter 415 – Environmental Safety](#). The Environmental Protection Act, [415 ILCS 5/1 et seq.](#) covering air, water, land pollution, special waste, and the Illinois Groundwater Protection Act, [415 ILCS 55/1 et seq.](#) are included in this chapter.
11. [Chapter 505 – Agriculture](#). This chapter includes the Farmland Preservation Act, [505 ILCS 75/1 et seq.](#)
12. [Chapter 520 – Wildlife](#). This chapter includes the Illinois Endangered Species Protection Act, [520 ILCS 10/1 et seq.](#)

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13. [Chapter 820 - Employment Wages and Hours](#). This chapter includes the Prevailing Wage Act, [820 ILCS 130/0.01 et seq.](#)

2-2 UNITED STATES CODE AND CODE OF FEDERAL REGULATIONS

The following sections briefly discuss federal laws and regulations that govern policy and procedures set forth by IDOT for Federal-aid projects.

2-2.01 United States Code (U.S.C.)

The U.S.C. is the codification by subject matter of the general and permanent laws of the United States. It is divided by broad subjects into 50 titles. The following titles most frequently affect federally funded highway projects.

1. Title 23 – Highways. This title covers Federal-aid highways, highway safety, and research and technology.
2. Title 42 – The Public Health and Welfare. This title includes the National Environmental Policy (Chapter 55), the Uniform Relocation Assistance and Real Property Acquisition Policies for Federal and Federally Assisted Programs (Chapter 61), and other environmental laws.
3. Title 49 – Transportation. This title discusses the operation of the United States Department of Transportation.

2-2.02 Code of Federal Regulations (C.F.R)

The C.F.R. is a codification of the general and permanent rules published by the executive departments and agencies of the federal government. It is divided into 50 titles that correspond with the U.S.C. titles and represent broad areas subject to federal regulation. Each title is divided into chapters that usually bear the name of the issuing agency. Each chapter is further subdivided into parts covering specific regulatory areas. Federally funded highway projects are mainly affected by the following titles:

1. Title 23 – Highways. Chapter 1 of this title contains the regulations of the Federal Highway Administration.
2. Title 40 – Protection of Environment. This title contains regulations of the Environmental Protection Agency and the Council on Environmental Quality.
3. Title 49 – Transportation. This title contains regulations issued by the Office of the Secretary of Transportation.

2-3 BLRS POLICIES AND PROCEDURES**2-3.01 Legal Authority and Responsibility****2-3.01(a) State Statutes**

When federal, State, or Motor Fuel Tax (MFT) funds are used in whole or in part for the construction of a local road or street, IDOT approval is mandatory. The responsibility for general oversight has been delegated to BLRS, with direct oversight given to the district.

2-3.01(b) Federal Laws and Regulations

Authority for the construction of Federal-aid highways in Illinois is given to IDOT. IDOT is not relieved of its responsibility by authorizing performance of the work by a LPA. IDOT must ensure the LPAs comply with all federal laws and regulations.

2-3.02 BLRS Manual

The BLRS Manual (the Manual) contains the policies and procedures for the construction and maintenance of local roads and streets with federal, State, and MFT funds under the supervision of IDOT.

The Manual is divided into four parts. Part I presents general information about the operation of IDOT, the road system, funding, and other issues not affected by funding type. Part II discusses the policies and procedures for MFT and State funded projects. Part III discusses the policies and procedures for federally funded projects. Part IV contains project design criteria that are required to be used regardless of fund type.

This Manual provides information on:

- the BLRS's responsibilities for vouchering MFT funds and Township Bridge Program (TBP) funds to the LPAs;
- the LPA (i.e., municipalities, counties, road districts) responsibilities for maintaining complete records of disbursements, refunds, transfers, and balances involving all MFT and State funds transferred to the LPAs;
- design guidelines for local roads and streets including functional classification, engineering analyses, roadway design, sidewalk and shared-use paths, Americans with Disabilities Act (ADA), traffic control devices, pavement design, bridges and culverts, and hydraulics;
- guidelines for selecting engineering services, addressing environmental impacts, right-of-way acquisitions, railroads, and utilities;
- policies and procedures for preparing plans, specifications, estimates, proposals, contracts, highway system revisions, resolutions, agreements, and other miscellaneous documents;

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- letting, award, and construction procedures;
- maintenance administration and operations for local facilities; and
- guidelines and procedures for projects involving federal funding, including:
 - + environmental analyses and reports,
 - + public involvement guidelines, and
 - + FHWA coordination, review, and approval.

The Manual will be updated on a regular basis to reflect changes in policies and procedures.

2-3.03 BLRS Procedure Memoranda (PM)

It is often necessary to revise existing policies and procedures and provide new information to the districts and to the LPAs in a timely manner prior to revising the Manual. The Central BLRS (CBLRS) will issue Procedure Memoranda (PM) to disseminate such information.

2-3.04 BLRS Circular Letters (CL) and Regional Engineer Memoranda

It is often necessary to issue notices or information that does not create new policy or change existing policy. The CBLRS will issue Circular Letters (CL) and Regional Engineer Memoranda to disseminate such information.

The CLs are used to update or issue BLRS pamphlets and booklets, special provisions, and forms, to announce special funding opportunities, and to provide advisory or general information issued by other IDOT bureaus and other agencies. The CLs are sent to the county engineers, public works directors, municipal engineers, other officials, and consulting engineers, if appropriate. These letters can also be received electronically through the [CBLRS subscription service](#) under the “Stay Connected” tab. Copies and an up-to-date list of current CLs may be obtained from [IDOT’s website](#) under the “LPA Resource” tab.

Regional Engineer memoranda are circulated only within IDOT. They provide the district with information and procedure changes that do not directly affect LPAs.

2-3.05 Forms

2-3.05(a) General

To maintain uniformity and simplicity in the administration of federal, State, and MFT funds for LPAs, BLRS has provided forms for the LPA’s use. These forms include general requirements for LPA projects processed through BLRS; however, they are not intended to address specific situation for every LPA. All forms are periodically revised to meet the latest statutory and/or regulatory requirements. The current versions of all forms are available on [IDOT’s website](#). In order to ensure that the most recent forms are used, LPAs should consult and/or obtain forms from [IDOT’s website](#).

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2-3.05(b) Signature Requirements

All forms submitted to IDOT must contain the original signature of the appropriate local official. Signatures applied by rubber stamp are not acceptable. An official other than the official designated on the form may sign a form if authorized by resolution or ordinance of the governing body. This resolution/ordinance giving signature authority must contain the name of the individual, title, the forms in which the authority is given, and any ending date for this authority. The resolution must be submitted to the district annually and the district notified if the signature authority is rescinded.

In the case of a road commissioner, a letter or other document giving this same authority to the county engineer or a member of the county engineer's staff must be notarized and on file. Multiple road commissioners may be listed with their signatures on one document. This document does not need to be submitted to the district but must be made available upon request. A change/departure of any individual listed, a new/revised document will be required.

In the district, the forms must be signed by the Regional Engineer or someone authorized to sign for the Regional Engineer. The Regional Engineer may delegate approval authority to another individual on the Regional Engineer's staff when appropriate.

2-3.05(c) Modifications

If a standard IDOT form is modified by any LPA, all department references shall be removed from the form. This includes the IDOT logo, form number, revision/effective date, and any other distinguishing mark. Unless otherwise noted in the Manual, each District or CBLRS may elect not to accept a non-standard form.

2-3.06 Policy and Procedures Exceptions

Policies and procedures set forth in this Manual have been developed in accordance with the federal and State laws and regulations in cooperation with the Illinois Association of County Engineers (IACE), the Illinois Municipal League (IML), the Township Officials of Illinois (TOI), and other agencies and organizations. When it is impractical to meet the requirements or procedures set forth in Parts I, II, or III of this Manual, a LPA may submit an exception request to the district substantiating the reason for such request. The district, in consultation with the CBLRS, will approve the request if it is acceptable. The procedure for obtaining exceptions of design criteria is discussed in [Section 27-7](#).

2-4 PROJECT IDENTIFICATION

2-4.01 LPA Section Designation

All LPA projects processed through IDOT must have a section designation. The section designation is assigned by the LPA in coordination with the district using the following guidelines.

The section designation has four parts separated by hyphens (e.g., 03-00132-01-RS). The four parts of the section designation from left to right include:

1. Year. The first two digits are the last two digits of the calendar year in which the section is established.
2. Agency Sequence. The second sequence consists of five characters, usually all numeric. Each LPA usually assigns these sequence numbers in numerical order. For township or road district projects, the first two characters represent a code number assigned to each township or road district by alphabetical order for each county. When an improvement is made to a location that had previously been constructed, the original sequence number may be retained. When a road, street, or bridge is to be improved in two or more stages or possibly other future improvements planned, the same sequence number should be used for all stages or other planned future improvements.

Each park district, forest preserve district, and conservation district will be assigned a five-character sequence to be used for all projects, with the first character being alphabetic.

3. Subsection. The subsection for the first use of any sequence number is 00. The subsection number is increased numerically for each use of the same sequence number by the LPA.
4. Section Suffix. The last of the section designation consists of two letters describing the type of work. See Figure 2-4A for a list of section suffixes based on the type of work.

Section numbers for general maintenance are discussed in [Section 14-2](#).

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Suffix	Type of Work	Suffix	Type of Work
AA	Agency Authorization	MB	MFT Bond
AC	Agency Credit	MG	Building and Maintain County Garage
AM	Asset Management	MS	Miscellaneous
AS	Aggregate Surface	PA	Painting
BD	Building Demolition	PL	Planning
BI	Bridge Investigation	PK	Parking Lots
BR	Bridge	PP	Pavement Preservation
BT	Bike Trails	PV	Pavement
CG	Curb and/or Gutter	PW	Pavement Widening
CH	Channelization	RD	Roundabout
CS	County Engineer's Salary	RF	IMRF or Social Security
DR	Drainage	RP	Rigid Pavement
EG	Engineering	RR	Railroad Crossing
ES	Engineering Study	RS	Resurfacing
EQ	Equipment (<i>District 1 and 8 only</i>)	SC	Surface Treatment
FL	Railroad Crossing Protection	SD	Shoulders
FP	Flexible Pavement	SG	Signing
GB	General Obligation Bond	SM	Special Maintenance
GM	General Maintenance	SP	Safety Project
GR	Guardrail	SS	Storm Sewer
GS	Grade Separation	ST	Striping
HA	Holding Account	SW	Sidewalk
HP	Historic Preservation	TD	Mass Transit Allocation
IC	ICC Order (CBLRS Only)	TL	Traffic Signals
JT	Jurisdictional Transfer	TR	Training
LA	Land Acquisition	WR	Widening and Resurfacing
LS	Landscaping		
LT	Lighting		

SECTION SUFFIX DESIGNATIONS

Figure 2-4A

2-4.02 State Job Numbers

A State job number is needed for any project involving State or federal funds. Each phase of a project must have a unique state job number. State job numbers are generated by the State Job Number Generator System (SJNG). State job numbers starting with a "P" indicates the planning phase / Phase I engineering, occasionally it may represent both Phase I and II engineering for simpler projects or projects with a single stage. A "D" indicates the design

phase / Phase II engineering, a “R” represents there is a land acquisition, a “C” represents construction and construction engineering / Phase III engineering, and there are a few others not typically used for LPA projects.

The SJNG system requires the user to provide:

- Route – The federal route identification,
- Section Number,
- Location – Either the County or Municipality should be provided,
- County, and
- Project relationships (documents associated phases).

2-4.03 Federal Project Numbers

Each phase of a project using federal funds requires a unique federal project number. The federal project number consists of seven alphanumeric digits randomly generated by the SJNG System. When the user establishes a State Job Number in SJNG, the user indicates the project is federal and the unique federal project number is assigned. The relationship between the state job number and the federal project number is one to one.

The alpha prefixes that precede the federal project number in many systems designate the federal fund type. They are not generated by the SJNG system, as they are not part of the unique federal project number. However, users should continue to input those prefixes into PPS or other systems as required.

2-4.04 MFT System

The MFT is a computer system used by the CBLRS and the districts for cost accounting of the LPA’s MFT, State, and federal funds designated for use by the LPA. The system also provides a means of tracking projects that use these funds.

The MFT System provides a record of all MFT allotments and transactions, and a current balance of MFT funds for each LPA. It also contains a project record of each LPA project. The records are available by the LPA MFT section number. Contact the district to obtain specific information.

2-5 IDOT PUBLICATIONS

There are various publications issued by IDOT, federal and State agencies, and engineering groups relative to transportation facilities matters. A list of some of these publications may be found in the following locations.

2-5.01 IDOT Website

2-5.01(a) General

IDOT operates an official [website](#) that contains general information about the Department and its programs. Several manuals, policy memoranda, forms, and other information needed in the development of a project are available.

2-5.01(b) Subscription Service

BLRS offers a [subscription service](#) under the “Stay Connected” tab on IDOT website for LPAs and others. Electronic versions of circular letters, notices of web updates, and other information not circulated during normal course of business are sent automatically to subscribers. Use the subscriber web page to enroll.

2-5.02 BLRS Publications

In addition to the Manual, other publications issued and maintained by BLRS and listed on the [Technology Transfer Center \(T2\)](#) can be viewed or downloaded. Printed versions of these publications can be obtained by contacting CBLRS. Listed below are a few of the more popular BLRS documents available on the IDOT website:

1. [Highway Jurisdiction Guidelines for Highway and Street Systems](#). This booklet provides LPA officials with a quick reference to assist in formulating, analyzing, and resolving jurisdiction/maintenance disputes. The importance of evaluating each situation in light of its own peculiarities cannot be overemphasized. It is intended that the provisions of this pamphlet be a reference and not the final authority.
2. [Signing of Road District and Township Highways](#). This booklet provides highway commissioners with a quick reference to signs and their uses, and traffic control devices. Any reference to the “manual” is to the *Manual on Uniform Traffic Control Devices (MUTCD)* or the [Illinois Supplement to the Manual on Uniform Traffic Control Devices \(ILMUTCD\)](#). This publication should not be used as a substitute for engineering judgment. It is intended that the provisions of these guidelines be a reference and not the final authority on the signing of township highways. Conformance with the latest editions of the [ILMUTCD](#) is required by the Illinois Vehicle Code, [625 ILCS 5/11-304](#).
3. *Motor Fuel Tax Funds – Source, Distribution, and Use – [Counties](#), [Municipalities](#), and [Road Districts](#)*. These booklets provide the LPA officials with a quick reference to the source, distribution, and uses of MFT funds. It is the intent that provisions of these

documents are a reference and not the final authority on the receipt or expenditure of MFT funds.

4. [Specifications and Special Provisions – Development and Usage for Local Agencies](#). This booklet provides LPAs and consultants with a quick reference to the development and use of specifications and special provisions. It is intended that the provisions of this booklet be a reference and not the final authority.
5. [Road, Bridge and Other Related Laws of Illinois](#). This book is issued for the convenience of road and street officials and others. It contains various chapters of the [Illinois Compiled Statutes](#), which are related to road and bridge matters. Users should always verify if statutes have been amended by current legislation.
6. [Illinois Grade Crossing Protection Fund: Resource Guide](#). This booklet provides LPA officials with a quick reference to the Grade Crossing Protection Fund (GCPF) as established by the Motor Fuel Tax Law, [35 ILCS 505/8](#). It is the intent that provisions of this booklet be a reference and not the final authority.

2-5.03 Other Department Documents

IDOT publishes a variety of manuals and documents. These publications disseminate IDOT's policies, standards, specifications, and procedures to be followed in the design, construction and maintenance of streets and highways on the State highway system. Some also have application to the local highway system. Reference to these IDOT publications are at the end of each of the appropriate chapters in this manual and typically will be hyper-linked within the chapters.

Many of these publications are available for review and/or downloading on [IDOT's website](#). IDOT is moving away from printing hard copies. The printed manuals are available free in limited quantities to LPA, from the Division of Highways Manual Sales Office. Consultants and other individuals can purchase these manuals from the Manual Sales Office. An order form with a list of available documents can be obtained from [IDOT's website](#) or by contacting the Manual Sales Office.

2-5.04 Federal Publications

There are several publications by both federal agencies and/or national associations (AASHTO, ATSSA, ITE, TRB, etc.), which disseminate various policies, standards, specifications, and procedures which may have been adopted or used in developing IDOT's policies, standards, specifications, and procedures in the design, construction, and maintenance of streets and highways on the State highway system. Many have application to the local highway system. Reference to these federal publications is at the end of each of the appropriate BLRS Manual chapters.

2-6 ACRONYMS

This is a summary of the acronyms used within this chapter.

AASHTO	American Association of State Highway and Transportation Officials
ADA	Americans with Disabilities Act
ATSSA	American Traffic Safety Services Association
BLRS	Bureau of Local Roads and Streets
CFR	Code of Federal Regulations
CL	Circular Letter
FHWA	Federal Highway Administration
GCPF	Grade Crossing Protection Fund
IACE	Illinois Association of County Engineers
IDOT	Illinois Department of Transportation
ILCS	<u>Illinois Compiled Statutes</u>
ILMUTCD	<u>Illinois Supplement to the Manual of Uniform Traffic Control Devices</u>
IML	Illinois Municipal League
ITE	Institute of Transportation Engineers
LPA	Local Public Agency
MFT	Motor Fuel Tax
PM	Procedure Memoranda
SJNG	State Job Number Generator System
T2	Technology Transfer Center
TBP	Township Bridge Program
TOI	Township Officials of Illinois
TRB	Transportation Research Board
USC	United States Code

2-7 REFERENCES

1. [Highway Jurisdiction Guidelines for Highway and Street Systems](#), IDOT, March 2006.
2. [Signing of Road District and Township Highways](#), IDOT, August 2013.
3. [Illinois Supplement to the Manual on Uniform Traffic Control Devices \(ILMUTCD\)](#), IDOT, June 2014.
4. *Motor Fuel Tax Funds – Source, Distribution, and Use – [Counties](#), [Municipalities](#), and [Road Districts](#)*, IDOT, July 2017.
5. [Specifications and Special Provisions – Development and Usage for Local Agencies](#), IDOT, June 2001.
6. [Road, Bridge and Other Related Laws of Illinois](#), IDOT, 2014.
7. [Illinois Compiled Statutes](#)
8. [Illinois Grade Crossing Protection Fund: Resource Guide](#), IDOT, September 2015.