

**2013 US DOT Planning Certification Review
Chicago, Illinois Transportation Management Area**

**Advanced Review Questionnaire
Chicago Metropolitan Agency for Planning**

ORGANIZATION AND ADMINISTRATION OF THE PLANNING PROCESS

- A.1 Does CMAP consider IDOT funding to be a reliable and sustainable revenue source to match Federal planning funds? Are other sources of funding considered for producing the local match for these Federal funds? What non-UWP revenues does CMAP claim for Fiscal Year 2014?

The matching funds for the Federal planning funds have been provided through IDOT since CMAP was established in 2007. The source of the funds was originally from the Comprehensive Regional Planning Fund (CRPF), a fund established by the Illinois General Assembly and the source of funds was from the State General Fund. Starting in SFY 11, the CRPF was not included in the State's appropriations and IDOT provided the match of the Federal planning funds. Subsequently, the CRPF was dissolved and since that time, IDOT has provided the match for the Federal funds. This source of funding has been reliable. At this time, there are no other sources of funds being considered for the local match of the Federal funds.

In addition to the UWP funds, the FY 2014 budget contains revenue from the Illinois Environmental Protection Agency, the U.S. Department of Housing and Urban Development, contributions from local sources, and miscellaneous reimbursements, product sales, fees and interest. It is also anticipated that other grants could be received during the fiscal year.

- A.2 The U.S. Department of Housing and Urban Development provided funding through a Sustainable Regional Planning Grant that helped establish the Local Technical Assistance Program (LTA). Discuss how LTAP will be funded as the program moves forward in the absence of HUD funding. What oversight of LTA is anticipated by the UWP Committee?

The Sustainable Communities Regional Planning grant from HUD that initiated the Local Technical Assistance (LTA) program will expire at the end of 2013. While HUD would ideally be able to fund the Sustainable Communities Regional Planning program in future years, this does not look likely. Therefore, CMAP intends to continue the LTA program using a variety of funding sources, including a significant portion of UWP funds.

In the current fiscal year, the LTA program is funded through a combination of HUD, UWP and IDOT Road Fund for the first half of the year (July-December 2013), transitioning to primarily UWP funds in the second half of the year (January-June

2014). A number of additional sources have been sought to supplement the UWP funds. A grant of \$250,000 from the Illinois Attorney General related to the national foreclosure settlement was announced in July 2013; this will support CMAP's housing work. Based on informal conversations with the granting agencies, CMAP also expects to receive a grant of \$500,000 from the Economic Development Administration to fund CMAP's human capital work with a focus in economically disadvantaged communities; a \$150,000 grant providing general support to the LTA program is also expected from the Chicago Community Trust. Additional applications for housing, land use planning, and climate change adaptation have recently been submitted to HUD and local philanthropic organizations, and discussions with other state and local agencies are underway. CMAP has included a specific "External Resource Development" project in its FY 14 work plan; the purpose of this project is to prioritize potential external funding sources and submit applications as appropriate.

However, the funding sources listed above, while significant, are not yet equal to the HUD grant that initially funded the LTA program. Therefore, the LTA program will rely more heavily on UWP funds than it did during its first three years. This will impact the project types that are selected, as projects funded through UWP will have strong transportation components.

The selection process for the LTA program includes a high degree of coordination with the agencies that make up the UWP committee. During the selection process, CMAP discusses the applications received with each of the six working committees. CMAP also reaches out individually to a number of groups to hold special meetings or encourage written comments. In summer 2013, CMAP held special meetings with the City of Chicago, County planning directors, and transit agencies (CTA, Metra, Pace, and RTA), and requested comments by email from the Council of Mayors; together, these groups make up the membership of the UWP committee.

During the development of the FY 15 UWP program, CMAP will discuss involvement in LTA project selection with the UWP committee. In past years, the committee has not formally reviewed or approved the LTA program – largely because UWP committee members have been given adequate opportunity to comment at other points in the project evaluation and selection process.

A.3 Describe the methodology for determining the UWP share of multi-disciplinary planning activities. What alternative sources of funding can the region use to fund planning projects where transportation is not the primary focus (e.g. a local land use study)?

CMAP believes that planning for transportation and land use are inextricably linked. Our agency was formed specifically to integrate planning for transportation and land use in this region, and it has been a central part of our mission since that time. GO TO 2040, which serves as a comprehensive plan rather than solely a transportation plan, is a key example of that linkage; it recognizes that investment in

transportation systems help to drive development patterns, and development patterns in turn influence where transportation investment is needed.

For this reason, the vast majority of projects that CMAP undertakes through its Local Technical Assistance (LTA) program include transportation as a strong component. The two most common project types, comprehensive plans and subarea plans, always include significant analysis of the transportation system and specific transportation-related recommendations, as well as land use policies that support the transportation recommendations.

However, CMAP sees value in also working on issues that affect our region's future sustainability and prosperity but have less relevance to transportation, such as water supply, local food, and workforce development. To support our work on these topics, we have sought and had some success in securing non-transportation funding sources, as described in Question A.2. We intend to use these funding sources to supplement UWP funds, with some future projects fully funded by external sources and some partially funded. This is consistent with the approach we have taken since the adoption of GO TO 2040, which has involved using a combination of UWP funds as well as funds from HUD, EPA, DOE, and philanthropic organizations to support a range of activities.

A.4 Discuss how both “core” and “discretionary” UWP activities are developed, selected, and prioritized. Please include how past project performance influences future UWP development?

The UWP development process begins each fall. The UWP Committee works to set program priorities in alignment with the recommendations and implementation actions of the region's long range plan. GO TO 2040, which was adopted in October 2010 by the CMAP Board and MPO Policy Committee, is the region's long range comprehensive plan and serves as a blueprint for selecting planning projects in the UWP. CMAP's Transportation Committee also considers the UWP priorities prior to the annual project selection process.

Eligible agencies develop project proposals and submit them to the UWP Committee for review. Projects required to meet federal regulations are selected first in the Core Program, typically in early February. A second tier of projects focusing on select emphasis areas are reviewed and selection takes place in March. The UWP Committee prepares a draft program consisting of all the funded UWP projects and submits it to the Transportation Committee for consideration. Following their review, the draft program is sent to the MPO Policy Committee and CMAP Board for consideration of endorsement at their June meeting.

In addition, the UWP Committee considers past UWP-funded projects that have not been completed in a timely manner. Additional information will be required in the selection process. Presentations are made to the UWP Committee of the completed UWP projects.

SUSTAINABLE COMMUNITIES

B.1 The Illinois Legislature specifically enabled CMAP to review the regional and intergovernmental impacts of proposed major developments, infrastructure improvements, and major policies and actions by public and private entities on natural resources, neighboring communities, and residents. The review process for Developments of Regional Importance (DRI) was effective August 1, 2009 and thus far, there have been no DRI reviews. Why has the region not embraced or even attempted to fulfill this aspect of the Regional Planning Act?

1. Prior to adopting its [DRI procedure](#), CMAP undertook a robust one-year and a half [stakeholder process](#) to develop thresholds that define a DRI and the criteria by which they are evaluated. Though a CMAP DRI review can result in a positive endorsement of a proposal, the overall DRI process was perceived by many stakeholders as a vehicle by which regional-scale projects might be hampered by parochial objections. There was also a concern that the DRI process would usurp local land use authority or private property rights. In addition, the procedure was purposefully designed to not duplicate other regional-scale evaluations such as those required by NEPA or the MPO process. As a result, the DRI procedure applies primarily to large-scale development of private property. Concern among stakeholders that the DRI process would unnecessarily delay or disrupt economic development opportunities resulted in very high thresholds of regional significance and a narrow time window for CMAP to review and act.
2. Projects of sufficient magnitude to meet DRI thresholds are more typical of a strong regional economy where sufficient private capital exists to risk large land use ventures such as new housing tracts, shopping centers, office parks or industrial operations. During the extensive stakeholder process, several existing developments were identified that were of sufficient magnitude to meet the required DRI threshold. With the collapse of the real estate market and the subsequent economic downturn, however, the region has witnessed very few developments of this scale in the past several years.

Associated Materials/Websites:

- <http://www.cmap.illinois.gov/developments-of-regional-importance>

B.2 Provide a summary of the successes of the Local Technical Assistance Program. As the region's HUD Regional Planning Grant nears completion, what lessons learned can be documented for the integration of these work activities with the traditional DOT funded transportation planning process?

CMAP considers the LTA program to be a success, in terms of the quantity and the quality of its products. As of August 2013, 46 LTA projects had been fully completed, with more than 50 others actively underway. As one of the most visible implementation actions of GO TO 2040, CMAP believes it to be important to have a large, widespread LTA program that includes projects in all parts of the region, and the number of projects completed through the program has exceeded our initial estimates. While more difficult to attach numbers to, the quality of products has

also been very high, as reflected in positive reactions from the communities and partner organizations, positive media coverage, and receipt of several local and national awards.

Several elements of the program are worth noting for their contributions to the program's overall success. First, the program is **locally-driven** – projects are selected through application to CMAP by communities. This has built a strong relationship between local governments and CMAP; because local governments are the ultimate “owners” of each project, CMAP is very responsive to their interests and needs, and has found a high degree of satisfaction with the plans produced to date. This has strengthened the overall relationship between CMAP and local governments, and has given CMAP more on-the-ground knowledge of community priorities than any regionally-driven program could.

Another important element of the LTA program is that it primarily provides **staff assistance**. While some projects – about 30% of the total – are contracted to consulting firms, CMAP does most of the work using its own staff. This ensures that the local responsiveness described earlier is balanced by a clear understanding of regional priorities and a consistent effort to remain faithful to the recommendations of GO TO 2040. It also has built institutional knowledge and deep familiarity with many of the region's communities by CMAP staff. The skills needed to prepare local plans were not fully present at CMAP before the initiation of the LTA program, so ten new staff were hired in early 2011 to support the unique needs of the LTA program.

Working on the local level has also clearly illustrated the **links between transportation and other planning topics**. Most plans produced through the LTA program include transportation components, but also address land use, the natural environment, housing, economic development, and similar issues. Local leaders often do not differentiate between these as separate fields, but instead see them as mutually reinforcing elements that contribute to quality of life in their communities. CMAP's experience in the LTA program has confirmed the agency's belief that transportation, land use, and other forms of planning cannot be conducted in isolation, but should be part of a comprehensive approach.

B.3 Provide the status of the policy document entitled “Policies to Encourage the Preservation of Regional Green Infrastructure in Northeastern Illinois.”

This document is still in draft form, but we expect to finalize it in fall 2013. By way of background, Chicago Wilderness, a consortium of organizations that tries to bring a regional approach to conservation, had been very active with CMAP during the development of GO TO 2040. Chicago Wilderness encouraged the use of its "Green Infrastructure Vision" (GIV) map document to help guide transportation investment and urban development as part of GO TO 2040. CMAP used the GIV to identify mitigation needs and opportunities in the Regional Mobility section of the plan.

While the original GIV provides useful information, CMAP staff felt technical improvements to the map were needed, including higher resolution mapping, a

documented and objective method, and so forth. CMAP completed those upgrades in partnership with Chicago Wilderness in 2012 (now referred to as "GIV 2.0"), and since then CMAP has been exploring how to bring the GIV more concretely into planning and programming decisions. The "Policies to Encourage the Preservation of Regional Green Infrastructure in Northeastern Illinois" is our vehicle for this exploration.

We have been discussing the use of the GIV with the agencies who would be responsible for the implementing the recommendations in the policy document. Discussions have been held with the Army Corps of Engineers Regulatory Branch and with the Fish and Wildlife Service regarding the wetlands permitting and NEPA recommendations. Local agencies have also provided feedback. Planners at the Illinois Tollway have responded fairly positively and provided useful feedback. IDOT has been difficult to engage on the issue and not provided feedback formally or informally. We are working with Chicago Wilderness to develop resolutions for member agencies to use the GIV to guide land acquisition.

Finally, we want to mention that Chicago Wilderness has emerged as a model for similar conservation coalitions across the US. Likewise, the concept of green infrastructure planning appears to be making its way into long-range transportation planning in a number of regions. CMAP staff participated in a national webinar in 2012 with the Volpe Center on green infrastructure in transportation planning and project development.

B.4 How does CMAP coordinate land use plans, policies, and strategies throughout the region? What other non-transportation factors (housing, tax policy, education, other infrastructure, etc.) are the most critical development variables that CMAP monitors for the region?

Development in a region as complex as the Chicago metropolitan area is driven by many factors. Local land use regulations determine what can be constructed on a site, but whether development occurs depends also on infrastructure access and quality, tax rates, availability of local amenities, overall business climate, and developer perceptions. In some cases, incentives from the local government also play a part. Finally, of course, national economic and housing market conditions also influence development trends.

Most of CMAP's work on land use is conducted through the LTA program, which involves working directly with local governments on a variety of projects, most of which address land use in some way. Since each local government has responsibility for land use regulation, the most effective way to address this topic is by working and communicating directly and individually with local leaders.

Some of the other elements that influence development are addressed on a regional basis. For instance, CMAP has actively analyzed elements of state and local tax policy and convened a Regional Tax Policy Task Force to provide recommendations to the CMAP Board. In general, the CMAP Board has reiterated that the agency should continue to play a leadership role in facilitating a regional

perspective on these issues, since CMAP's work focuses on the nexus of land use, transportation, and economic development, issues that are directly impacted by tax policies.

CMAP also actively monitors regional housing and development issues throughout the region. By utilizing and supplementing the agency's existing land use data resources (land use inventory and development database), staff have released robust quarterly updates on housing trends, and in state fiscal year 2014 this work will be broadened to include analysis on station area change, commercial development trends, residential connectivity, and land use planning along transportation corridors.

Finally, CMAP conducts research on the use of local economic development incentives, which are widely used by local governments. CMAP's recently released report, [*Examination of Local Economic Development Incentives in NE Illinois*](#), notes that communities often utilize local economic development incentives for goals that align with GO TO 2040, such as redeveloping an underutilized site, developing affordable housing, or meeting other reinvestment strategies. On the other hand, communities also use local incentives to compete for new developments, sometimes with each other, on undeveloped land, which typically does not entail extraordinary development costs.

Associated Materials/Websites:

- [Regional Tax Policy Task Force Report](#)
- [Housing Policy Blog example](#)

B.5 How is CMAP seeking to reduce per capita VMT and increase transit ridership?

[Increase commitment to public transit](#) is a chapter in GO TO 2040, making it a priority of CMAP. The recommendations include improving the fiscal health of transit by increasing investment levels and addressing cost increases; improving the operations of the region's transit system, focusing investments on maintenance and modernization; pursuing a limited number of high-priority major capital expansion projects; and conducting supportive land use planning, making small scale infrastructure investments, and providing other local support to make transit work better. CMAP is working to implement these recommendations.

More broadly, indicators of success in regional planning are influenced by many factors, but the most significant probably is the overall form of growth in the Chicago region. The Preferred Regional Scenario in GO TO 2040 emphasizes investment in existing communities, accommodating half of household growth through infill development. A more compact form of development is expected to increase the proportion of non-motorized trips and bring trip ends closer together, reducing VMT. At the same time it is expected to increase transit ridership by giving transit a viable market in more places and would be aided by investments in the transit system to attract choice riders, such as the modernization improvements recommended by GO TO 2040.

Programmatically, CMAP has invested significant funds for transit supportive projects under both the CMAQ and STP programs. Historically, about half the CMAQ program has funded transit projects although there is no established allocation for project categories. Additionally, local Councils of Mayors and the city of Chicago both have invested STP funds in transit related projects.

B.6 Discuss the status of efforts working towards fare and schedule coordination between the transit operators.

Fare Coordination:

CTA and Pace are moving to Ventra™ as a new payment system that will allow customers to use a single fare card to pay for CTA and Pace bus and train rides with the following contactless payment methods:

- Ventra Card, a transit and prepaid debit card that can be used for transit and everyday purchases;
- Ventra Tickets, for single-ride and 1-Day passes; and
- Personal, bank-issued credit or debit cards.

On August 5th, Ventra™ launched for U-Pass schools. Throughout August other select user groups (other U-Pass schools, Chicago Public Schools) began using Ventra™. On September 9th, Ventra™ will be fully functional and available for use across the CTA and Pace systems. That day also marks when RTA will begin issuing new Ventra™ permits to Reduced Fare, Ride Free and ADA Paratransit customers. RTA will issue the new permits between 9/9 and the end of November.

Metra already accepts personal bankcards at close to 100 stations, so starting September 9th the bankcards that many customers have in their wallets today can be used on all three service boards.

During the summer and fall of 2012, RTA staff worked with CTA, Metra and Pace to develop an interagency fare policy. On December 28, 2012 an interagency fare policy endorsed by the RTA Board was submitted to the Service Boards in accordance with Illinois Public Act 97-0085.

CTA and Pace integrated the principles of the RTA-endorsed policy into a new intergovernmental agreement governing the allocation of interagency fare revenue within the Ventra™ system. The new agreement, approved in March 2013, allocates revenue from transit stored value and interagency passes based on how many rides were taken by customers. Previously, revenue was allocated differently for each type of interagency fare product. This new agreement results in a more equitable allocation of revenue between CTA and Pace that will respond appropriately to changes in ridership patterns and fares.

Schedule Coordination:

The RTA hosts quarterly service coordination meetings with CTA, Metra and Pace. The meeting objectives are: coordinate on planning more cost effective service

delivery in overlapping areas; and coordinate interagency transfer opportunities to increase customer opportunity to use multiple service boards.

The frequency at which meetings occur is determined by each service board's bus and rail pick cycles. Information exchange about contemplated service changes for the upcoming picks occurs well before the changes are communicated to the public and before schedules are cut. While the majority of the work at the meetings is discussion of proposed service changes, each meeting addresses construction schedules and/or holiday service coordination.

B.7 How does CMAP support or advance strategies and activities conducted in the region designed to improve accessibility for mobility impaired populations through paratransit or other services.

The CMAP [Human and Community Development Working Committee \(HCD\)](#) seeks to create a safe, healthy, vibrant, diverse and inclusive region where all residents contribute to the region's growth and have equal access to the region's assets, including, but not limited to quality transportation. Representing various community development sectors including persons with disabilities, the aging population, transportation and health, HCD members further the committee's vision by providing advisory input to CMAP staff and the CMAP Board on the implementation of the GO TO 2040 comprehensive regional plan; GO TO 2040 supports the expansion of paratransit services.

The HCD members often participate by reviewing local land use plans CMAP staff are working on, with an eye toward identifying opportunities to improve transportation options and access for community residents. Through this process the committee has often charged staff to explore whether communities have access to paratransit services or not. If a community does not have access to paratransit service, committee members make suggestions as to how local plans can recommend services be improved through better coordination with the appropriate service providers. An example of this would be the [Village of Westchester Comprehensive Plan](#), which will be approved by the Village Board during the fall of 2013. In addition to paratransit services, HCD members have provided input on other transportation access issues, including traffic-calming measures and intersection improvements which can improve safety for all pedestrians along roads.

Finally, an important item of note is that the HCD member, representing the RTA, provides the committee with updates about the RTA's Coordinated Public Transit-HSTP, which plans for the needs of seniors and individuals with disabilities in the region. Through this connection, HCD members have been able to provide public comments about the RTA's HSTP, as this plan directly affects those who are mobility impaired.

CMAP participates in a number of activities to improve accessibility for mobility impaired populations.

Human Service Transportation Planning Project Advisory Committee (PAC):

CMAP is a member of the Regional Transportation Authority's (RTA) Human Service Transportation Planning Project Advisory Committee (PAC). This committee is responsible for developing the region's Human Services Transportation Plan (HSTP) in fulfillment of the coordinated planning requirement found in FTA's Section 5310: Enhanced Mobility for Seniors and Individuals with Disabilities program. In addition to participating in the committee CMAP provided technical assistance in the development of the updated HSTP. Additionally, as noted above, the HSTP was presented to various CMAP committees such as the Human and Community Development committee for public comment and to solicit feedback from committee members. The MPO Policy Committee will be asked to endorse the HSTP at its October meeting.

Job Access Reverse Commute (JARC)/New Freedom (NF)/ Section 5310 Enhanced Mobility for Seniors and Individuals with Disabilities:
Under SAFETEA-LU, JARC and NF funds were suballocated to the urbanized area. The MPO Policy committee approved the splitting of these funds between NW Indiana, SE Wisconsin, and NE Illinois. The RTA, as the designated recipient for these funds, put together a five member project selection team. CMAP has 2 members on the project selection team and helped in the evaluation of applications and development of a program of projects. These projects are also included in the TIP.

Under MAP-21, Section 5310: Enhanced Mobility for Seniors and Individuals with Disabilities funds are now suballocated to the region. The MPO Policy committee approved the splitting of these funds between NW Indiana, SE Wisconsin, and NE Illinois, with RTA and IDOT being the designated recipients of these funds. As there was for JARC and NF there will be a project selection team for Section 5310 funds and CMAP will again have 2 members. The projects that are selected using 5310 funds will also be included in the TIP. Pace regularly uses CMAP's facilities to host meetings for their Chicago paratransit citizen advisory group where users of the paratransit system discuss issues related to paratransit service.

- B.8 Provide an update on CMAP's activities in advancing transportation plans and programs to minimize greenhouse gas emissions that contribute towards climate change? Besides mitigation, are Climate Change adaptation efforts incorporated in the planning process?

As part of CMAP's Model Plans, Ordinances, and Codes project, staff recently completed a Climate Change Adaptation Toolkit report for municipalities in the Chicago region. The toolkit surveys climate change impacts in the Chicago area and suggests potential adaptation measures for municipalities to address them. That report and other adaptation resources are available at <http://www.cmap.illinois.gov/climate-adaptation>. CMAP will encourage municipalities to apply for staff assistance to implement adaptation strategies in the upcoming call for Local Technical Assistance (LTA) applications in May of 2014. Staff are also working to secure philanthropic support of these efforts.

Mitigation was also addressed extensively in the [Manage and Conserve Water and Energy Resources](#) section of GO TO 2040. For mitigation, one of the most significant strategies is managing the overall form of growth in the Chicago region. As discussed in B.5, reduced per-capita VMT will play a major role. Energy efficiency in buildings is also a major opportunity. CMAP's 2010 greenhouse gas inventory found that almost 65% of greenhouse gases produced by the region are associated with electricity and natural gas usage. To that end, CMAP's [Energy Impact Illinois](#) program has sought, in concert with a number of public and private sector partners, to build up a market for residential and commercial energy efficiency retrofits.

While greenhouse gases are not specifically targeted under the CMAQ and TAP programs, projects that contribute to reductions in VMT and that promote cleaner fuels will also help to reduce greenhouse gases.

PERFORMANCE MANAGEMENT

C.1 Discuss the outcomes of the Peer Exchange on Performance Based Planning and the Regional Performance Based Planning Workshops.

Performance-based programming continues to be a top priority for CMAP. In April 2013, CMAP published its "[Performance-Based Funding for Transportation: A Compendium](#)", a compilation of the agency's work in this area over the past two years. The compendium includes a summary of findings from the two peer exchanges held in 2012.

In response to direction from the CMAP Board, staff launched the [Performance-Based Funding microsite](#) in May 2013. The microsite provides an interactive, visual platform to explain the policy issues related to performance-based funding. It provides background information on the topic and features CMAP's recommended approach to performance-based funding, which is largely based on the North Carolina DOT example presented at the 2012 peer exchange. Staff also published a brochure version of the microsite, which was mailed out to northeastern Illinois state legislators in late spring 2013.

CMAP staff will continue to provide educational materials on performance-based programming, and to promote the concept with state legislators and transportation agencies. In FY 2014, CMAP staff has begun the process of assessing its own programming practices and data sources. Performance-based programming is a core component of the [FY 2014 work plan](#), and includes projects related to TAP and the CMAQ program, the prioritization and development of regional performance measures, modeling and analytical development for programming, data management, and targeting infrastructure investment for plan implementation.

C.2 CMAP has expended significant time and resources on promoting an end to the State of Illinois "55/45 Split". What specific priorities or recommendations does the MPO promote for improving the Statewide programming process? What should programming decisions be based upon?

CMAP has advocated for an end to the 55/45 split and a move toward [performance-based funding](#). Performance-based funding uses a variety of performance measures to assist in prioritizing and selecting projects for funding. This data is used as part of a transparent, public process that also relies on the professional judgment of transportation stakeholders and, in some cases, the general public.

Because transportation dollars are scarce, it is especially important to ensure that they are spent wisely and transparently. Performance-based funding promises a more credible and accountable process for programming road and highway projects.

CMAP recommends that IDOT organize its highway funds into three broad categories: maintenance, modernization, and expansion. Each of these categories,

or "buckets", would have clear, transparent criteria to use in evaluating projects, and projects' scores would be publicly reported. Using these rankings as well as the input of local agencies, decision-makers would make final selections of projects for funding.

While CMAP has not recommended specific criteria for the State to use in its programming, examples of evaluation criteria could include pavement and bridge condition ratings for highway maintenance projects; lane widths, turning radii, congestion reduction, crash statistics, and emissions reduction for highway modernization projects; and congestion reduction, emissions reduction, change in economic output and jobs, change in accessibility of jobs and housing, development impacts, and consistency with regional plans for highway expansion projects.

For more information, see the various resources linked to in response to Question C.1 above.

C.3 Given the MPO's interests in advancing Performance Based Planning, why are Surface Transportation Program Urban funds suballocated to each of the Councils of Mayors simply by their percentage of regional population?

Performance based programming occurs at the regional council level. Each of the Councils of Mayors has established procedures for selecting projects. The split by population has its origins in the pre-TEA era of FAU funding. Prior to 1992, federal aid urban funds were distributed by federal formula to the city of Chicago and the urban portion of Cook County, Lake Urban, DuPage Urban, Bolingbrook, Kane Urban, Joliet Urban, Round Lake Beach, Wauconda, Crystal Lake, Harvard, McHenry and Woodstock. It was in 1972 that the MPO Policy Committee decided to distribute the FAU funds to the regional councils by population.

When ISTEA was approaching, the transportation officials in Illinois agreed to share any increase or decrease in federal funds by an equal percentage between the IDOT and the local elected officials. Thus, when ISTEA was enacted, the amount of STP funds to be programmed by local elected officials was based on a percent of the IDOT's core programs rather than using the formulas in the Act. Through a collaborative consultation process, the MPO Policy Committee decided that the local share of Surface Transportation Program funds would be programmed through the already successful structure of the Council of Mayors, with the collar county Councils now encompassing all communities within their boundaries, and STP funds would be available to the entire metropolitan planning area. The distribution to the suburban councils by population was seen as a logical extension to the distribution of STP funds at a national level which is also done by population. It should be noted that each of the suburban Councils would qualify as a Transportation Management Area (TMA) since none has a population less than 200,000; and, the number of municipalities within each council ranges from twelve to forty-seven.

Also as part of that collaborative process, the Policy Committee directed that the split between the city of Chicago and the suburban Councils of Mayors would be 57.4% to the City and 42.6% to the suburbs. This was amended in 1999 to a 50/50

split and in [2008](#) to 5% off the top for a project or projects of mutual benefit and then 45% to the City and 55% to the suburban Councils.

It is anticipated that as CMAP's performance-based programming efforts advance, the councils will continue programming STP funds and CMAP may assist them in considering livability in their funding decisions. At a future date, the distribution by population may be revisited.

Associated Materials/Websites:

- [Findings from Regional Peer Exchange on Capital Programming](#)

C.4 Describe in detail the procedures used in determining the sub-allocation of all transit formula funding among the States in the urbanized area and for the transit operators in Northeastern Illinois. Demonstrate how the amounts distributed for Section 5307 funds to these entities are not based alone on predetermined percentages or formulas.

The RTA has followed the FTA's approach for the sub allocation of funds among the states. The FTA, Washington DC staff has provided the national methodology and data assistance the RTA used in determining the distribution between Illinois and Indiana and Illinois and Wisconsin. This is consistent with guidelines, Section 2002, Apportionment of Appropriations for Formula grants of MAP-21 (H.R.4348) for which 2011 National Transit Database data and 2010 census data are used to apportion funding.

The RTA and the FTA have mutually agreed that discussion on the Service Boards funding allocations would be a very pertinent topic for the next Triennial review. Currently, at the operator level, funding is related to population and ridership and is negotiated amongst the Service Boards each budget year through an iterative process of information exchange and project/program justification of purpose and need. The CTA, Metra, and Pace also have undergone a capital asset condition assessment each year beginning in 2009 that further determines program needs. The Capital Asset Condition Assessment and Updates are available on the RTA website and report average program needs that correlate very closely to the historic Service Board funding distribution. The RTA is committed to collaboratively working with the Service Boards toward meeting State of Good Repair through effective planning and programming of capital funding.

The RTA recently commissioned a study by Delcan to look at operating and capital funding allocation to the Service Boards. Attached is a copy of the Interim Report ("Determining the Equitable Allocation of Public Funding for a Regional Transit System") dated August 16, 2013. The results of that study, combined with feedback from the RTA Board, are expected to inform further discussion with the FTA. These options range from the current 2013 allocation to proposals that provide awards for improved performance, options that emphasize a competitive process, allocations based on sub-area equity, and formula-based allocations. Advantages and disadvantages of each option are presented. These options explore competitive allocation and performance based allocation with potential bonus. Any potential

change needs to consider many factors including the need for stability for capital funding. At this stage, the options represent a conceptual framework. The next step is for Delcan to analyze these options and assess their respective impacts in detail. Options will be fully developed as part of the Final Report on Funding Allocation Scenarios, after capital and formula programs have been integrated into the impact assessment. There is concern that any change to current practice has the potential to increase funds for some Service Boards and reduce it for other – unless changes are linked to increased funding.

Associated Materials/Websites:

- [Determining the Equitable Allocation of Public Funding for a Regional Transit System](#)

C.5 What data has been requested or volunteered to IDOT for use in the State's performance measures initiative?

CMAP staff participated in the MPO Technical Advisory Group meeting hosted by IDOT in Springfield on May 3, 2013. In advance of that meeting, CMAP staff prepared a detailed memo in response to a data request from IDOT staff. That letter requested "CMAP targets" relevant to the seven national goals identified in MAP-21. CMAP does not yet have established "targets" for these goals; U.S. DOT is still identifying performance measures through its rulemaking process, and MAP-21 requires state departments of transportation to first set performance targets before MPOs set their targets.

Rather, CMAP staff responded to IDOT's request by summarizing the status of the agency's performance measures as they may apply to the seven national goals. Additionally, CMAP's memo also identified any relevant performance targets as set in GO TO 2040. CMAP staff is active in collecting various performance data as a component of the Congestion Management Process, Freight Snapshot, and Northeastern Illinois Greenways and Trails Plan. The staff memo also directed IDOT to these resources.

IDOT has recently been in contact with CMAP staff to reconvene the Technical Advisory Group on October 7, 2013.

Associated Materials/Websites:

- Delano Letter 4/4/13 (Available in print materials only)

C.6 How are performance metrics utilized in the development of the CMAQ program? In the CMAP administered portion of the Transportation Alternatives Program?

Traditionally the benefits of CMAQ-funded projects have been reported as kilograms of VOC, NOx, and fine particulate matter reduced, trips eliminated or diverted, and VMT eliminated. Project benefits are reported both in absolute terms

and as cost per kilogram removed, trip reduced, etc. In practice, projects are sorted into categories (traffic flow improvements, transit service, bike facilities, etc.) and within each category the cost-effectiveness of VOC removal is used to rank projects. For projects aimed at "direct emissions reductions," such as repowering engines or buying fleet vehicles, fine particulate matter reduction is the chief metric.

For the past few years, these assessments of air quality benefits have been supplemented through review by experts on CMAP's Bicycle and Pedestrian Task Force (BPTF) and Regional Transportation Operations Coalition (RTOC) as well as the ad-hoc Transit Focus Group and Direct Emissions Reduction Group. These "modal committees" have examined a wider range of benefits and project targeting strategies, using their analysis to develop a list of recommended projects for the CMAQ Project Selection Committee to consider, although it is not bound to do so. For example, RTOC ranked projects according to the level of congestion and frequency of crashes in the corridor for which the project was proposed, using travel time index and planning time index to quantify congestion. Calculating these benefits was only possible because a vendor allowed CMAP to use arterial speed data from vehicle probes on a trial basis. The Transit Focus Group, by contrast, used qualitative ratings to score how well a project contributed to regional priorities. The BPTF used completion of the Regional Greenways and Trails Plan, population and employment density near the project; transit boarding's near the project, and several other quantitative criteria to rank projects. Lastly the Direct Emissions Reduction Group examined proximity to sensitive populations and asthma rates as well as several qualitative criteria to rank projects.

The Transportation Alternatives program at CMAP is just beginning. The evaluation criteria we expect to use are (1) completion of the Regional Greenways and Trails Plan, (2) expected market for the facility, and (3) a semi-quantitative "safety/attractiveness rating" that measures improvement in conditions for bicyclists and pedestrians. These criteria are derived from work done by the BPTF. We also anticipate giving bonus consideration to projects that provide additional local match or that are further along in the project development process. CMAP will be seeking feedback on these criteria from its working committees during the month of September 2013.

Lastly, CMAP is undertaking a process review of the CMAQ program during FY14, much of which will focus on the metrics and the methods used to illustrate project benefits and consistency with regional priorities.

C.7 What evidence or support can be provided to document the effectiveness of the Regional Indicators project/website? What are the next steps for the Regional Indicators project?

The Regional Indicators were developed as tracking indicators to judge the effectiveness of different policies or investments to address the GO TO 2040 Regional Vision. A number of workshops were held around the region to solicit input on the indicators from various stakeholders (including county and municipal

governments, federal and state agencies, and transit agencies). Based on the input provided by stakeholders and a general consensus on what would reflect a favorable change in the indicator moving forward, a final set of Regional Indicators was developed.

The GO TO 2040 Indicators are a specific subset of the Regional Indicators. These performance measures are included in the region's long-range land use and transportation plan, and are intended to serve as benchmarks for monitoring the progress of plan implementation. These measures will help quantify the results of actions taken throughout the region in order to achieve the goals in GO TO 2040. While still in the beginning stages of implementing GO TO 2040, [Moving Forward 2012](#) establishes baseline values and attempts to show progress that has been made in achieving the plan's goals. Indicators are also being used to help understand and measure the [efficiency](#) and [equity](#) of the regional tax system.

Next Steps:

Over the past two years, CMAP staff has been assessing the feasibility of continuing to use the existing GO TO 2040 performance measures as metrics for measuring plan progress. Where appropriate, initial recommendations (available in print materials only) have been made to modify and even replace selected indicators, and have been presented (available in print materials only) to agency management. During CMAP fiscal year 2014, staff will build on work from the past two years to develop a set of GO TO 2040 Indicators to use in the plan update. A final report on the revised set of GO TO 2040 Indicators is anticipated in November 2013, followed by a report on revised short-term and long-term indicator targets anticipated in March 2014.

Performance-based funding is a transportation policy priority for CMAP. Efforts over the coming year will prioritize a set of performance measures to be used to examine trade-offs for funding the Congestion Mitigation and Air Quality Improvement Program and the Transportation Alternatives Program. Additionally, a set of non-transportation indicators focusing on livability will be developed to assist in programming decisions, and a set of indicators will be developed to document the region's economic trends.

CMAP staff are focusing efforts on maintaining a more sustainable set of indicator databases.

C.8 How has CMAP been engaged with performance analysis being conducted for the 2013-2018 RTA Strategic Plan?

CMAP staff attended the February 5, 2013 strategic planning workshop at RTA. At this meeting, CMAP provided feedback and guidance about the overall priorities of the strategic plan. Subsequently, CMAP provided detailed comments to the RTA about the draft strategic plan. In general, CMAP finds the overall vision and goals of the document to be consistent with GO TO 2040. CMAP supports the RTA draft's emphasis on livable communities, achieving a state of good repair for the region's

transit assets, and modernizing the transit system, as well as its interest in innovative financing approaches to help meet investment needs.

However, CMAP also encouraged the RTA to add more specificity on its methods to reach these high-level goals. In correspondence to the RTA, CMAP encouraged:

- The development of a more unified capital funding strategy and an outline of the steps the RTA Board and staff should undertake to advocate for changes in transportation finance and policy.
- More specificity about community planning programs, funding, and the allocation of RTA staff to these important efforts.
- More specificity about the RTA's objectives in implementing a true performance-based system for making capital investment decisions. Performance-based funding is a top priority for CMAP, and the draft would be improved by outlining a more specific process to move the region's transit programming in this direction.

These comments are summarized in the attached CMAP correspondence to the RTA on June 21, 2013.

Associated Materials/Websites:

- CMAP strategic plan comments to RTA (Available in print materials only)

REGIONAL TRANSPORTATION PLAN

D.1 What have been the implementation successes of GO TO 2040? What aspects of the Plan have been the most challenging to implement?

Since the plan's adoption in October 2010, CMAP has issued two annual Moving Forward implementation reports, available at <http://www.cmap.illinois.gov/moving-forward/>. The [first report](#) in 2011 summarized dozens of GO TO 2040 implementation examples at the local, regional, state, and federal levels. Most of those activities continue and many are referenced by the [second report](#) (available in C.7 for print materials) in 2012. Rather than provide another qualitative summary, the 2012 report emphasizes data visualizations that help shed light on particular issues addressed by the plan.

The second annual report takes a quantitative approach with informational graphics that describe progress on regional challenges identified by GO TO 2040.

Some of the best examples of implementing GO TO 2040 are happening in communities across the region with support from CMAP's Local Technical Assistance (LTA) program. As of August 2013, LTA had initiated 108 planning projects that advance the principles of GO TO 2040, of which 44 have been completed, 55 are fully underway, and nine will be actively underway in the near future. In conjunction with the RTA's Community Planning program, CMAP held a call for LTA projects in spring and summer 2013. Applications were due on June 26, 2013. A [memo](#) summarizes applications received and the review process. See videos of an [overview of the LTA program](#) and "[Planning Locally for Livability](#)."

CMAP and its partners also continue to address challenges of implementing GO TO 2040 at the regional, state, and national levels. These are tracked via short CMAP [Policy Updates](#) and longer reports, including a series of "[drill-downs](#)" into freight, manufacturing, and other industry clusters that drive the metropolitan Chicago economy. These analyses provide mechanisms to establish connections among new and existing partners, including through CMAP's extensive committee structure whose representatives play important roles of informing and disseminating the agency's research. CMAP has begun a data-driven [campaign](#) to persuade the State of Illinois and the Illinois Tollway of the need for deployment of express toll lanes (referred to as "congestion pricing") on five GO TO 2040 expressway projects. The agency also launched a website to advocate for [performance-based funding](#), in the belief that Illinois taxpayers will support investing in a transportation system that improves their quality of life. Performance measures are among the reforms contained in the MAP-21 federal transportation reauthorization, which CMAP has closely monitored and sought to influence. Another national policy area with significant state, regional, and local implications is freight. CMAP has been active in making Congress and the Administration aware of metropolitan Chicago's importance as the U.S. freight hub and of the need for a national freight policy. MAP-21 has prompted the formation of a [National Freight Advisory Committee](#), on which our region is represented. And within the region, CMAP has formed an

advisory freight task force (as recommended by GO TO 2040) that will report to the CMAP Board in 2014.

These are selected highlights, some led by CMAP and many by the agency's partners, as described in the two implementation reports. One indication of success is the number of significant awards that have recognized GO TO 2040's widespread influence, including recognition by the American Planning Association, Metropolitan Planning Council, U.S. Environmental Protection Agency, Transportation Research Board, Federal Highway Administration, Federal Transit Administration, and Urban Land Institute Chicago.

D.2 How does CMAP disseminate information on the status of fiscally constrained and unconstrained Major Capital Projects?

On a quarterly basis, CMAP releases a status update on Major Capital Projects, and this information is disseminated to the Transportation Committee and posted on the CMAP Web site. These updates focus primarily on fiscally constrained projects; however, unconstrained projects that are moving forward are also summarized. CMAP routinely invites project implementers to present on the status of Major Capital Projects to CMAP committees. Most recently, the Regional Coordinating Committee has heard presentations from the Illinois Tollway (Central Lake County Corridor), IDOT (Elgin O'Hare Western Bypass) and the City of Chicago (CREATE program.)

Please find the attached example of the [Major Capital Projects quarterly report](#).

D.3 What technical and policy challenges did the inclusion of the Circle Interchange Amendment present to the GO TO 2040 Plan? Describe the process that was subsequently put in place for considering Amendments to GO TO 2040? Are additional refinements to the policy for considering Amendments anticipated?

1. Technical and Policy Challenges - The primary technical challenge was resolving the allocation of project costs for reconstruction according to the Plan's guidance for different investment categories. The project was originally filed as an amendment to the TIP; essentially for "reconstruction in-kind". When the capacity-adding components of the project were subsequently determined to be necessary, the project was deemed to require a Plan amendment. This required balancing the project's costs among financial plan categories for maintenance vs. capital expansion. This, in turn led to the primary policy challenge for the Circle Interchange Project; major capital projects in GO TO 2040 undergo a comprehensive evaluation of the costs and benefits as incurred by the four themes covered in the Plan: Livable Communities, Human Capital, Efficient Governance and Regional Mobility. The policy audience and the range of questions and concerns for a Plan amendment, therefore, is much more broad. For the Circle Interchange project, there was insufficient time to perform a thorough evaluation and allow a full discussion of the project's comprehensive impact among the full spectrum of project stakeholders.
2. Amendment process - From this experience, CMAP immediately implemented [Evaluation Process and Guidelines](#) for Plan amendments that prescribes a

minimum six-month evaluation period prior to the requested MPO Policy Committee action. The purpose of these guidelines is to ensure that treatment of proposed amendments is consistent with the original major capital selection process used for GO TO 2040. The evaluation process itself consists of both a qualitative assessment of the proposal with regard to GO TO 2040's policy intent and a quantitative assessment of the project's contribution to regional targets. The remainder of the guidelines establishes protocols for communication and data transmittal as well as an evaluation schedule to ensure that there is sufficient time for a full discussion on the merits of the proposal among all concerned stakeholders. These guidelines received their first test in IDOT's subsequent request to amend the Illiana Corridor Project into the Plan. So far, the guidelines have achieved their primary objectives; greater transparency of data and information, a more thorough evaluation of the merits of the project and a longer period for informed discussion among stakeholders and the public. Following a MPO Policy Committee decision on the Illiana project, CMAP will revisit the guidelines both to inform the treatment of major capital projects in the upcoming GO TO 2040 Update and also to improve the decision-making transparency associated with any subsequent requests for amendment.

Associated Materials/Websites:

- [Circle Interchange Memo](#)

D.4 Discuss the timeline and process to adopt an update to GO TO 2040.

Overview

The GO TO 2040 Update will include new elements required by MAP-21 and other necessary updates. Given the long time horizon of GO TO 2040, positive impacts documented in the past two annual Implementation Reports, and the success of the Local Technical Assistance program, staff do not anticipate changing the text plan chapters or recommendations as part of the update. GO TO 2040 indicators will be updated with the most recent data to measure plan performance. The implementation action areas (matrices) at the end of each chapter of GO TO 2040 will also be updated in coordination with the nearer term Plan Implementation Report project. The plan update will include an updated list of fiscally constrained major capital projects. The projects identified in GO TO 2040 will be used as a baseline. These projects, as well as projects that are currently considered fiscally unconstrained, will be re-evaluated in the context of the updated financial plan and socioeconomic forecasts. Implementing agencies will also have the ability to suggest new projects to be evaluated and considered.

Process

Staff will provide regular program updates and seek input from CMAP committees throughout the life of the project. The Regional Coordinating Committee will play a key role in advising the CMAP Board and MPO Policy Committee. Below is a brief description of each project's process and a rough timeline for interim deliverables. Staff will conduct other outreach activities to engage the counties, Councils of Mayors, project implementers, and other stakeholders throughout the process as appropriate.

Financial Plan

GO TO 2040 includes a fiscal constraint for transportation investments, totaling \$385 billion in core and reasonably expected revenues over the plan period. This project's objective is to update revenue and expenditure information and the overall fiscal constraint of the plan. Staff anticipates that revenues and expenditures necessary to maintain the region's transportation system will be confirmed by January of 2014. Funding will be allocated by project category, including the relatively small portion of overall expenditures devoted to major capital projects, by March of 2014.

Major Capital Projects

The GO TO 2040 update will include a fiscally constrained list of major capital projects, per federal requirements. The projects identified in GO TO 2040, as adopted in October 2010 will be used as a baseline. These projects, as well as projects that are currently considered fiscally unconstrained, will be re-evaluated in the context of the updated financial plan described above and socioeconomic forecasts updated by staff. Implementing agencies will also have the ability to suggest new projects to be evaluated and considered. Staff anticipates that the universe of major capital projects will be identified by November of 2013. Measures used to evaluate the list of major capital projects will be final by January of 2014. Both fiscally constrained and unconstrained major capital projects will be finalized in April of 2014.

Implementation Actions

The update to GO TO 2040 will not involve rewriting the plan's text. However, it will involve updating the implementation action area tables that describe how the recommendations of GO TO 2040 will be implemented. Staff anticipates that these tables will be updated to reflect current implementation status by January of 2014. Work on this project will take place in coordination with the nearer term GO TO 2040 Implementation Report project.

Indicator Updates

GO TO 2040 includes a set of indicators to track the plan's progress toward implementation. The Year 2 implementation report for GO TO 2040 included updates on several of these indicators, including modifying the way in which the indicator is measured to respond to data availability. This project will build upon that analysis to update the GO TO 2040 indicators, including modifying measures and future targets if appropriate. Staff anticipates that a report on the selection of new indicators in cases where they are necessary, or confirmation of use of initial indicators, will be final by November of 2013. An updated set of indicators and long-term and short-term targets will be completed by March of 2014.

Plan Preparation

The GO TO 2040 update will consist primarily of updated indicators, updated implementation action area tables, and an updated list of fiscally constrained major capital projects. These updated materials will be released for public comment in

June 2014. This project involves the preparation of the materials that will be released for public comment by June of 2014.

- D.5 How are population and employment forecasts developed? What coordination occurs with partner agencies on these forecasts? How should differences in regional planning and project level forecasts be considered in the planning process? In the project development process? How do implementers utilize CMAP traffic projections?

How are the forecasts developed?

A primer describing CMAP's [Socioeconomic Validation and Forecasting Method](#) is available at our website. In summary:

1. Base conditions and reference scenario - A regional economic input/output model is used to estimate total regional population and employment for the year 2040. These totals are geographically allocated according to the distribution prescribed by the previous regional plan. This produces a "reference" scenario that serves as a starting-point for testing the effects of new land-use and transportation strategies on the future geographic allocation of activity.
2. Forecasting Urban Activity - To produce the "preferred" scenario forecasts, the land-use strategies, planning policies and transportation investments appearing in the Plan are represented as mathematical equations that quantify the outcome of successful implementation. These equations have the effect of forecasting greater growth in locations to which preferred land-use development policies are implemented and the improved accessibility resulting from recommended transportation investments.

What coordination occurs with partner agencies on these forecasts?

The means for collaborating among regional planning partners on the forecasts is outlined in [CMAP's Forecasting Principles](#). This document instructs planning partners in the use and process for collaborating in forecast development. In summary:

1. The purpose, method and intended use of the forecasts.
2. Guidelines for partners desiring to use the forecasts.
3. Guidelines for partners desiring to prepare alternative forecasts.
4. Guidelines for partners seeking CMAP concurrence on proposals evaluated using alternative forecasts.

As stated in the Principles: CMAP recognizes and applauds all cooperative efforts to improve the quality, reliability and usefulness of our regional planning forecasts. In the course of continued work, it is likely that we will arrive at superior methods, discover systematic flaws and uncover mistakes that contributed to the current preferred regional forecast. In these cases, we invite collaboration in improving CMAP's forecasting methods going forward. The next release of CMAP forecasts is anticipated to coincide with the scheduled update of GO TO 2040 in 2014.

How should differences in regional planning and project level forecasts be considered in the planning process? In the project development process?

As outlined in [CMAP's Forecasting Principles](#), we encourage the use of the preferred scenario forecasts for all regional planning evaluations. CMAP recognizes that many evaluations are based on the systematic comparison of two or more sets of input assumptions; i.e., the value of a single project, program or strategy is best articulated by comparing it with the regional outcome in its absence. It is important that the method used to quantify alternative assumptions is consistent with that used for the preferred scenario. To accomplish this, the Principles articulate steps to be followed by those developing alternative forecasts. Following these steps permits CMAP to concur on valid technical methodologies and ascertain the consistency of the alternative forecast with the fundamental policy direction of GO TO 2040. Also as outlined in the Principles: "for any project, program or strategy evaluation requiring CMAP approval, inclusion of the preferred scenario is required. Results of alternative forecasts may be presented as evidence intended to support or refine a project, program or strategy already included in GO TO 2040. Alternative forecasts, however, may not be substituted for preferred scenario forecasts with the intent of enhancing or diminishing a particular outcome. Alternative forecasts that contradict or undermine the outcome of the preferred regional scenario will not be considered.

How do implementers utilize CMAP traffic projections?

CMAP staff prepares customized traffic projections, on request for specific projects. The individual project is modeled using GO TO 2040's preferred scenario background assumptions. The base-year traffic estimate surrounding the project location is validated at the link level with comparable observed traffic counts. The future-year projections may be corrected if necessary to compensate for estimation errors introduced by the modeling procedures. This service is intended to give project designers and engineers the most precise estimate possible relying on both the policy assumptions of the Plan as well as empirical observation of current conditions.

Associated Materials/Websites:

- <http://www.cmap.illinois.gov/population-forecast>

- D.6 Describe the process to reach consensus on cost estimates for the categories of maintenance and enhancement/modernization. How will revenue estimates in the financial plan be derived for each of the respective major governmental units? What non-traditional revenue sources may be considered reasonably available for the GO TO 2040 Update?

To develop cost and revenue estimates for the financial plan update, CMAP is engaging with its partners as well as performing analysis on historical data. The general process and methodology will be consistent with how the GO TO 2040 financial plan was developed. Regarding highway maintenance cost estimates,

CMAP has convened a small group of state and local implementers to develop unit costs for capital maintenance for highways. For transit, CMAP will request feedback from the RTA regarding methodology. For the cost of enhancements and modernization, CMAP intends to address these costs holistically, rather than individually, in order to provide the region with flexibility on how to best utilize its limited resources for these purposes.

Regarding revenues, CMAP has worked with staff from the RTA on developing revenue estimates. In addition, CMAP received toll revenue forecasts from the Illinois Tollway that were developed by their consultant. For other revenue estimates, CMAP uses historical data to forecast revenues to 2040. For example, highway revenues to the region like federal highway funds or state highway funding sourced from vehicle registration fees are forecast using historical revenue trends. Motor fuel tax revenues will be forecast using historical data on vehicle miles traveled as well as projected vehicle fuel economy. Preliminary analysis published in a [September 2012 CMAP Policy Update](#) indicated that given tighter fuel economy standards announced over the past two years, state motor fuel tax revenues to the region are likely to decline during the planning period.

CMAP will also be bringing forecasts to its Tier II Consultation group for feedback. After forecasts are developed, CMAP's Transportation Committee will provide feedback on all revenue and expenditure forecasts.

In GO TO 2040, non-traditional revenue sources such as congestion pricing and variable parking pricing were included as reasonably-expected revenue sources. Due to declining motor fuel tax revenues, CMAP may consider including a long-term replacement for motor fuel taxes in the GO TO 2040 update, such as a vehicle miles traveled fee. The Tier II Consultation group will have the opportunity to provide feedback on these revenue sources.

D.7 What performance measures will be used to identify deficiencies or weaknesses in the transportation system? How will Major Capital Projects be prioritized for inclusion in the fiscally constrained portion of the GO TO 2040 update?

CMAP is currently in the process of developing a set of performance measures that will be used to identify deficiencies and/or weaknesses in the transportation system. The performance measures will cover broad categories that can be directly related to GO TO 2040 and will be used to evaluate the major capital projects in the GO TO 2040 plan update. The transportation performance measure categories include:

- System preservation
- Safety
- Mobility
- Reliability
- Accessibility
- Air quality
- Environmental justice

These performance categories may change as the GO TO 2040 plan update progresses. Each performance category will have one evaluation measure, two at the most. CMAP staff is in the process of reviewing evaluation measures that will best fit each performance category. The best evaluation measures will respond to changes in the region's transportation system.

CMAP is also in the process of evaluating the Highway Economic Requirements System – State Version (HERS-ST) model. The HERS-ST model was created by the FHWA for states to have a tool to estimate the funding levels required to maintain their highway system. HERS-ST uses both engineering and economic principles to identify and select road improvement projects.

Major Capital Projects will be prioritized for inclusion in the fiscally constrained portion of the GO TO 2040 update through an evaluation process that is currently being developed. Each major capital project will be evaluated for inclusion in the fiscally constrained list using the updated financial plan, updated socioeconomic forecast and updated evaluation measures, including air quality conformity and environmental justice. Projects will also be evaluated on their support for GO TO 2040 priorities.

D.8 How will the development of the GO TO 2040 Update use analytical processes to examine the benefits and burdens of transportation investments across all socio-economic groups?

In implementing GO TO 2040, CMAP has used a variety of analytical processes to both provide technical assistance to high needs communities and to develop policies that improve access to the region's amenities for all socioeconomic groups. These amenities include public transportation, safe housing, and high quality schools.

One of the primary means by which CMAP is implementing the recommendations of GO TO 2040 is through the agency's Local Technical Assistance (LTA) program. Originally funded through a HUD Sustainable Communities Regional Planning Grant, staff select LTA projects through a competitive application process. Local governments and community organizations submit simple applications for one or more planning projects. Among other criteria, staff use indicators of community need in determining which projects are ultimately selected. These include median household income, Equalized Assessed Value (EAV), and community size; communities that have lower median incomes, lower property values, and smaller sizes are categorized as higher-need. The highest need communities in the region are typically small, lower-income suburbs with small tax bases. Applicants with higher levels of need are typically good candidates for products like comprehensive plans, zoning ordinance revisions, or other basic planning documents. According to CMAP's methods, 22% of the region's communities are considered to have high or very high need. In the first two years of the program, 45 projects (41% of total projects selected through the program) were in these types of communities.

As a requirement of the Sustainable Communities Regional Planning Grant, CMAP completed a regional [Fair Housing Equity Assessment](#) (FHEA) in August of 2013. This report was developed through a partnership between CMAP and the Chicago Area Fair Housing Alliance (CAFHA), a regional consortium of fair housing and advocacy organizations, government agencies, and municipalities committed to the value of fair housing, diversity, and integration.

While all racial and ethnic groups are geographically concentrated to some degree, the report finds a stark difference between where white and African American residents live; for the most part, white and African American residents live in entirely separate neighborhoods and send their children to entirely separate schools. Differences persist even once the analysis accounts for income, meaning that even when the ability to afford a home is considered, there are dramatic differences in where people of different races live. The report identifies Opportunity Areas, or places in the region with stable housing, low crime, good schools, easy access to jobs, and many amenities – in other words, features that contribute to a high quality of life – and finds that these very rarely include communities that are primarily African American or Latino.

Segregation holds back our region economically. African American and Latino children make up an increasing share of the students in our schools and therefore the workforce of tomorrow. Housing segregation leads to segregation in education, which is connected to disparities in educational attainment – meaning that large portions of the region’s future workforce are not receiving the education they need to succeed. Segregation is not simply an issue of equity, but affects the future economic viability of our region.

Finally, the FHEA presents recommendations for addressing the negative impacts of segregation on our region. Some recommendations are directed to CMAP for inclusion within the LTA program, including making resources available to communities that want to address fair housing issues. Many recommendations are also directed to local governments, and identify proactive methods by which local leaders can welcome diversity in their communities and improve quality of life in isolated and disinvested communities.

Moving forward CAFHA and CMAP will continue to collaborate on developing a Fair Housing Toolkit for local governments in 2014 under the agency's [Model Plans, Ordinances, and Codes](#) project. Both groups have applied to HUD for shared funding that would enable them to provide training workshops for local government officials to learn more about positive, proactive ways to affirmatively further fair housing. CMAP staff will also encourage local governments interested in implementing such policies to apply for technical assistance in 2014 through the LTA program. Finally, staff are also analyzing a proposed new HUD rule (<https://www.federalregister.gov/articles/2013/07/19/2013-16751/affirmatively-furthering-fair-housing>) on affirmatively furthering fair housing. The public comment period for the proposed rule ends September 17, 2013.

D.9 How will the GO TO 2040 Update be coordinated with partners in Northwest Indiana and Southeast Wisconsin?

CMAP staff plan to coordinate the GO TO 2040 Update with neighboring MPOs in northwest Indiana and southeast Wisconsin. CMAP has a strong history of working closely with our neighbors because we know that people, goods, water, and transportation networks do not stop at state lines. The GO TO 2040 Update will be shared with the staff of both the Northwestern Indiana Regional Planning Commission (NIRPC) and the Southeastern Wisconsin Regional Planning Commission (SEWRPC) at key points in the decision-making process. The Executive Directors of SEWRPC, NIRPC, CMAP and SWMPC meet quarterly to discuss issues of common interest. Additionally, CMAP may coordinate presentations to each MPO's Board of Directors to ensure that we are being good neighbors. Additionally, they are both members of the CMAP Transportation Working Committee.

PUBLIC PARTICIPATION AND CIVIL RIGHTS

- E.1 Discuss the latest update to Public Participation Plan (PPP) including what metrics or performance measures are used to determine the effectiveness of the MPO's public participation efforts?

CMAP's [Public Participation Plan](#) (PPP) was updated in 2013 to better reflect GO TO 2040 and lessons learned from the public engagement that occurred to develop the plan. The updated PPP describes how CMAP will begin each public engagement process developing a strategy that identifies targets, states the project timeline, and describes potential outreach activities to be undertaken. Staff will then document the public engagement results and course correct if the strategy does not achieve the results set forth in the initial strategy document. Because there are many factors that determine the level of engagement of individual communities, or regions, there is no hard line number of participants engaged that must be achieved on each project. Instead, staff will work using a variety of appropriate mechanisms, including public meetings, web and social media, and connecting with civic and community-based organizations, to ensure that each planning process is inclusive and representative.

- E.2 Discuss the membership and purpose of the CMAP Citizens Advisory Committee. What influence has the Committee had on CMAP planning processes internally or externally?

As CMAP focuses on the implementation of GO TO 2040, the Citizens Advisory Committee (CAC) plays an important role in providing feedback on how GO TO 2040 programs and policies are playing out on the local level. Because CMAP can't be at all places in the region at all times, CAC members are invaluable local advisors and disseminators of information about CMAP programs and activities. Members of the CAC are required to be full-time residents of the CMAP service area. The CAC is comprised of 15 members nominated by CMAP Board members. The CAC members were selected to ensure diverse representation of geography, gender, age, ethnicity, and experience. Members must be willing to act as representatives of their sub-region, not just of their local community. Similarly, each member should participate as an individual resident of the metropolitan Chicago area, and not as a member of any given interest group.

The CAC role is to:

- Promote public awareness of CMAP plans and programs, and encourage participation by citizens and other interested parties.
- Assist in promotion and dissemination of public information and related materials.
- Provide continuous and balanced public representation in the development of regional plans and policies.
- Provide CMAP Board and CMAP staff with guidance that conveys residents' perspectives.

- Ensure the effectiveness of CMAP outreach and engagement strategies by working with staff to serve as a "speakers' bureau" and as a local voice to spread awareness of the GO TO 2040 plan.
- Offer advice and assist as local advocates for CMAP and GO TO 2040.
- Assist as implementation allies of GO TO 2040 throughout the region.

To date, the committee has participated in discussions of a number of planning projects underway, including the Fair Housing and Equity Analysis and several LTA projects with local communities. Committee input and feedback has been taken into account as these projects have progressed. Additionally, CAC members have invited staff to participate in a number of local events across the region to share about CMAP and GO TO 2040.

E.3 How is information, data, comments, or concerns made in one CMAP committee delivered to other relevant Committees?

Since its inception, CMAP has utilized a tiered committee structure, made up of six working committees, two coordinating committees, three advisory committees, and two governing Boards (the CMAP Board and MPO Policy Committee.)

In general, the most important matters of regional planning, policy, and programming requiring formal consideration or approval will be presented to multiple committees, which allows multiple partners and implementers to offer comments or express concerns. For transportation consent items, the Transportation Committee recommends approval to the MPO Policy Committee and the Regional Coordinating Committee recommends approval to the CMAP Board. The Regional Coordinating Committee consists of half of the CMAP Board members as well as representatives from each of CMAP's six working committees, which allows information, comments and concerns to flow upstream or downstream within the committee structure.

CMAP's other coordinating committee, the Local Coordinating Committee, consists of the other half of the CMAP Board members as well as representatives from each of the six working committees. The primary function of the Local Coordinating Committee is to oversee CMAP's local planning activities, and in particular the Local Technical Assistance (LTA) program. As many LTA projects cross topical areas, the Local Coordinating Committee provides an opportunity to highlight projects that are of interest to multiple working committees, and often leads to interaction between representatives of different working committees who approach the LTA projects from different directions.

Every October, the CMAP Board and MPO Policy Committee meet jointly. CMAP staff utilizes these joint meetings for consideration or approval of some of the most important regional transportation policy or programming issues, including performance-based funding, the congestion pricing campaign, and approval of plan amendments. All committee materials are posted on our website one week prior to the meeting.

E.4 Discuss efforts to make CMAP information and documents available in electronically accessible formats. What visualization techniques have been used to aid the public in understanding the long range transportation plan, TIP, and supporting studies? Are there other techniques being considered to implement or enhance the planning process?

CMAP is committed to transparency and the clear communication of all materials. In an effort to ensure that these goals are met, CMAP posts all materials online at www.cmap.illinois.gov. The CMAP website is the public-facing entrance to CMAP; therefore, much care is taken to ensure that materials are located in logical places in PDF accessible formats.

Data visualization is critical to conveying the importance and impact of the various policy documents CMAP produces. CMAP works closely with policy and planning staff to develop appropriate visual representations for reports. Over the past year CMAP developed a number of supporting micro-websites that visually represent research and analysis. The first is on local food policy (www.cmap.illinois.gov/food) which includes a video we created to better share with the public the economic benefit to supporting the local food system. Staff also completed work on a campaign for congestion pricing in northeastern Illinois (www.cmap.illinois.gov/congestion-pricing). The micro-website that was created for this campaign visually illustrated how congestion pricing works, where it is proposed, and what the benefits would be, if implemented, to the region. The final micro-website staff completed this year focused on performance-based funding for transportation priorities in the region (<http://www.cmap.illinois.gov/web/performance-based-funding/>).

For the TIP, CMAP utilizes ESRI products to create geodatabases and shapefiles. Data associated with the geography of the TIP are stored in a Microsoft Access database. The resultant visual representation of the TIP may be displayed through Google Maps (KML), Google Earth (KML), adobe reader (pdf), and jpeg for Microsoft products. Requests for the TIP project shapefiles by outside users are accommodated.

Updates to the TIP geodatabase are ongoing, and are available shortly after each meeting of the Transportation Committee and/or MPO Policy Committee where amendments to the TIP are approved. The data may be queried for special requests. For example, extensive use was made of the geodatabase to display information on projects funded through the ARRA (American Recovery and Reinvestment Act).

The Interactive TIP Map, <http://www.cmap.illinois.gov/tip/tip-map>, displays TIP projects in the region that have a geospatial representation. The map uses Google Maps as its display platform, since Google Maps is widely used by the general public. A table linked with the map enables the user to review current summary information about the projects, and to link to the project details in the TIP database. The underlying KML files, which show the geographic representation of the projects, are available through the help screen for users to download.

CMAP has tested a presentation of the same data in a dashboard format. This allows the user to view graphic summaries of the number and cost of projects in the TIP, to select subsets of projects for more detailed scrutiny, and to export information on selected projects into a spreadsheet for other analyses the user may wish to conduct. Further development of the application is on hold pending a review of all web applications by CMAP's information technology staff.

Associated Materials/Websites:

- LTA Powerpoint (Available in print materials only)

E.5 What strategies and efforts have been employed throughout the planning process for ensuring, demonstrating, and substantiating compliance with Title VI?

Since the last certification review, and throughout the implementation of the GO TO 2040 comprehensive regional plan, CMAP has worked through its committee structure with its partner agencies and the public to ensure that benefits and burdens caused by the region's transportation investments and policies will be distributed throughout the region, regardless of age, gender, income, race, ethnicity, culture, religious beliefs, sexual orientation or disability status. There are currently no complaints that allege discrimination on the basis of race, color, or nation. Documentation of CMAP compliance with 4702.1B is addressed in the [FY 14 Unified Work Program Document](#), Appendix B.

Information dissemination is a key element of CMAP's effort to ensure a continuous flow of information to the public. CMAP maintains and uses a compilation of over 10,000 contacts including community groups, non-profit organizations, municipal and county elected officials as well as private citizens for these purposes. Anyone is added to the list upon request. Minority, foreign language and special interest media are included. Each operating agency in northeastern Illinois is engaged in similar efforts. Notification of meetings and events through calendar postings are available on CMAP website or by mail upon request.

CMAP's [Public Participation Plan](#) (available under E.1 in the print materials) was updated in January 2013. The plan outlines strategies CMAP uses to involve citizens including low income, minority and non-English speaking participants in the decision making process. The Citizens' Advisory Committee, Counties and Council of Mayors structure together with the CMAP working committees, and on the ground local technical assistance staff assure that information can be widely provided and gathered to effectively engage in outreach to various communities, including the traditionally underserved. CMAP staff continuously works to improve strategies to identify and gather communities for input, with the goal of reaching, engaging and sustaining relationships with these communities in the planning process. Creating printed and electronic tools, hosting seminars, open houses, focus groups, press briefings and other meetings to educate the public at locations easily accessible to interested and affected persons and organizations is a fundamental feature of CMAP's engagement process. A customized set of tools are employed for each

meeting to localize the planning process and to place the planning activities in local context.

E.6 Discuss how the planning process has demonstrated sensitivity to the unique transportation needs of the elderly and disabled.

GO TO 2040 describes the importance of creating livable communities and regional mobility. One of the portraits in GO TO 2040 is of a local resident, [Cindi Swanson](#), who lost her vision 15 years ago and has experienced first-hand how challenging everyday tasks can be without the right transportation or community infrastructure. Since inception, CMAP has engaged a number of organizations who serve the transportation needs of the elderly and disabled. The CMAP Human and Community Development (HCD) Committee consists of a number of organizations who represent or provide those much-needed services to the elderly and disabled. The charge to the CMAP HCD committee is to provide advisory input to CMAP staff and the CMAP Board to ensure that the implementation of GO TO 2040 facilitates the achievement of the committee vision and encourages public participation, especially from vulnerable populations, including people with disabilities, low income communities, people of color, and older residents. Membership includes the Red Cross, health departments, the City of Chicago's Office for People With Disabilities, the United Way, and the Northeastern Illinois Area on Aging, to name a few (full membership details can be found online here: <http://www.cmap.illinois.gov/human-community-dev>).

The HCD committee not only participates in conversations around regional planning and policy, but also directly engages with CMAP's LTA program. Many of northeastern Illinois' communities are experiencing a growth in elderly populations. Therefore as the LTA program works in communities it is critical to address aging within the context of local comprehensive planning. Specifically CMAP worked with the Village of Norridge and the Village of Westchester to include policies that can support communities as they age – by allowing residents to age in place, or by providing supportive services, and more walkable downtowns.

TRANSPORTATION SYSTEMS MANAGEMENT

- F.1 Discuss the priorities and goals of the Regional Freight Leadership Task Force. How is this Task Force coordinating with Statewide and National freight advisory groups?

After reaffirming the importance of freight to metropolitan Chicago's economic future and identifying the region's freight challenges, the Task Force will consider how freight institutions have been developed in other regions, potential institutional models, operational improvements, and revenue strategies to support freight investment. The Task Force will make a recommendation to the CMAP Board on an institutional setting to implement preferred strategies and provide a platform for ongoing leadership in freight. With the first meeting in October 2013, CMAP expects that the Task Force will endorse recommendations to the CMAP Board by June 2014.

CMAP believes that a comprehensive exploration of regional freight leadership requires a focus on the following questions:

1. Why is regional freight mobility important to northeastern Illinois?
2. How is regional freight policy treated in other regions?
3. How could a freight institution be designed?
4. How could a freight institution support capital and non-capital improvements?
5. How could a freight institution help pay for investments?
6. How could an institutional response improve the regional freight system?

CMAP intends to focus the Task Force's discussion on the highway and rail freight modes, which together account for the vast majority of goods movement in the region, and to limit the geographic scope of the Task Force to the seven-county CMAP region.

Note that specific capital improvements to improve regional freight mobility have been discussed in a number of other studies and programs. For example, the Chicago Region Environmental and Transportation Efficiency Program (CREATE) consists of 71 strategic improvements to the rail system. GO TO 2040 also recommends a prioritized set of highway capacity additions and the implementation of congestion pricing to manage travel demand. It is not the purpose of the Regional Freight Leadership Task Force to identify specific capital improvements.

More detail on the Regional Freight Leadership Task Force can be found in the project scope, found in the hyperlink below.

CMAP staff is aware of the other state and national freight advisory groups, and continues to follow their activities. The Regional Freight Leadership Task Force is seen as distinct and complementary to these efforts. It focuses specifically on institutional issues and takes a regional perspective, two elements that neither state nor federal efforts have included. CMAP staff has been in contact with Deputy

Secretary Porcari on the Regional Freight Leadership Task Force, and understands that U.S. DOT leadership views the Task Force as complementary to ongoing national-level efforts.

Associated Materials/Websites:

- Regional Freight Leadership Task Force Scope (Available in print materials only)

F.2 What CMAP staff resources are dedicated to freight issues?

CMAP currently has at least seven different staff spending a portion of their time on freight policy analysis, freight data collection and performance measures, and/or freight modeling. The breakdown of these staff responsibilities is as follows:

Policy Department: over the past year, at least four different staff have contributed to the following projects: 1) Freight Drill-Down Report; 2) Freight/Manufacturing Nexus Report; 3) Freight Leadership Task Force preliminary scoping and outreach; 4) National Freight Policy analysis and outreach to other metropolitan partners; 5) staffing of the CMAP Freight Committee; 6) Performance measure data collection on freight movements and economic vitality (measures include: percent of vehicle travel off-peak by vehicle class, arterials and on IL Tollway system; NHS Intermodal Freight Connectors pavement condition; annual intermodal terminal lifts.)

Research and Analysis Department: over the past year, at least three different staff have contributed to the ongoing work on the macro-scale freight model.

F.3 Discuss the findings of the CMAP Freight drill down reports and “The Freight-Manufacturing Nexus.” Who needs to consider these results and how should mobility challenges be considered in prioritizing regional infrastructure funding?

The "Freight Cluster Drill-Down" report, published in June 2012, provides an in-depth analysis of the region's freight industry, identifying its economic importance as well as broad trends affecting the cluster's competitiveness in the 21st century. Specifically, the report focuses its discussion of those trends around infrastructure, innovation, and workforce issues. The report includes multiple statistics describing the scope and scale of freight in the Chicago region. To illustrate, the report finds that 1.2 billion tons of freight with a collective value of over \$3 trillion move through the region each year. These movements have a profound impact on the regional economy: one-quarter of all jobs in the region are in industries directly tied to freight. These freight-dependent industries add over \$115 billion to the regional economy each year.

The "Freight-Manufacturing Nexus" report, published in August 2013, builds off the freight and manufacturing cluster drill-down reports, emphasizing the synergies between these two key industrial sectors in the Chicago region. The report describes the three components of the freight-manufacturing nexus -- freight carriers, logistics providers, and manufacturing firms -- and finds that the

interdependence of freight and manufacturing in the region has positioned metropolitan Chicago to compete in the nation's recent manufacturing resurgence.

The audience for these reports includes elected officials, transportation officials, educators, the business community, and those involved in workforce and economic development. These reports echo GO TO 2040, which calls for freight needs to be integrated into infrastructure prioritization. The plan goes on to recommend that freight-related performance measures be included in the project evaluation process, and that the region move to enhance its freight modeling capacity.

F.4 What coordination exists between CMAP and IDOT in the development or prioritization of safety programs or specific safety focused improvements?

CMAP's focus has been on safety analyses and evaluations largely in support of its own processes, including both programming processes and providing safety analyses and recommendations for the Local Technical Assistance program. To support this, IDOT and CMAP share data and analyses.

For example, crash data analyses are sometimes prepared as part of existing conditions reports for LTA projects. If, in working with local communities, areas of concern are identified, the LTA recommendations may include strategies (like access management, pedestrian safety improvements, and intersection channelization) that would be expected to address the particular problem. While some of these recommendations may result in IDOT safety projects, many recommendations can be implemented locally. See the [Elmwood Park plan](#) as an example.

CMAP also tracks performance measures related to safety, using IDOT data. The performance measures show steady improvements in regional highway safety. A link to the posting of these measures is included.

Associated Materials/Websites:

- <http://www.cmap.illinois.gov/cmp/safety>

F.5 Describe the effectiveness of the CMP since the last Certification Review in meeting the goals and objectives of congestion management and in terms of advancing GO TO 2040. How does CMAP envision the CMP affecting planning and investment decisions in the future?

CMAP's CMP includes the following key strategies and processes from GO TO 2040, the region's comprehensive regional plan:
[Performance-based funding](#). CMAP is developing performance measures, internal processes, and partnerships with other agencies to assure that transportation funds are not allocated based on arbitrary formulas, but on performance data. A performance-based funding system will be more likely to identify and mitigate highway congestion and other system performance problems than fixed allocation processes. CMAP is committed to working with implementers to develop a

transparent programming process that allocates funding efficiently to maintain a world-class multi-modal transportation system.

Congestion Pricing. CMAP's GO TO 2040 Plan recommends the implementation of congestion pricing to manage traffic and to offer travelers more choices. Congestion pricing uses a market-based approach so as to improve system performance while strategically raising limited revenues. While express toll lanes have not yet been implemented in the region, a number of studies concerning managed lanes are underway in the region, supported by CMAP analytical tools and staff expertise. Congestion pricing is expected to support the congestion management objectives of the region through increased mobility to enhance the economy, providing additional traveler choices, improving travel time reliability, more efficient use of available capacity, enhanced transit, and social benefits like reduced vehicle emissions and fewer crash casualties.

More broadly, the [Chicago region's CMP](#) includes the following elements:

- a. Development of **regional objectives**, identified in GO TO 2040, the region's comprehensive regional plan.
- b. Defining **CMP transportation networks**. The CMP highway network includes the region's limited access highways (the "Expressway System"), the Strategic Regional Arterial System, other principal arterials, the National Highway System intermodal freight connectors, and GO TO 2040 capital additions. The CMP freight rail network consists of rail mainlines with more than six estimated freight trains per day, CREATE Program corridors, and CREATE Program highway-rail grade separations. The CMP transit service network consists of rail and bus service operated by Metra, the Chicago Transit Authority, and Pace Suburban Bus Service, including planned bus rapid transit and express bus services.
- c. Development of **multi-modal performance measures**. Performance measures were identified for critical transportation system issues, including the reliability, operational efficiency, accessibility, safety, and maintenance of the transportation system, as well as travel choices.
- d. A **data collection and performance monitoring program**. In addition to the data required to maintain multi-modal performance measures, the CMP maintains datasets of arterial and expressway traffic volumes and speeds, a traffic signal database, off-street and arterial on-street parking inventories, highway incidents, freight system facility inventories, and a bikeway information system. CMAP has established a regional data archive to manage data as it becomes available in real time. CMAP also has an adopted Intelligent Transportation System Plan and Architecture that sets out a structure and plan for data and information management and sharing among the transportation system's many jurisdiction agencies. CMAP is also now exploring the best use of this data for performance-based programming.
- e. A process to **analyze congestion problems and needs**. This process includes not only the analysis of the data and performance measures above, but also consultation with a variety of stakeholder groups with either operational knowledge or informed user experience of the transportation system. This is accomplished through such committees as the Regional Transportation

Operations Coalition, the Freight Committee, and the Bicycle and Pedestrian Task Force.

- f. A process to **identify and assess congestion management strategies**. This process has included strategy analyses through the GO TO 2040 plan development process as well as on-going work to develop the capabilities to evaluate increasingly sophisticated future-year scenarios through travel demand modeling. The adopted GO TO 2040 plan identified a number of congestion management strategies for implementation, including congestion pricing and performance-based funding (both discussed above) , but also parking management, system modernization (including intelligent transportation systems), implementation of the CREATE Program, and improving the truck system. In addition, groups like the Regional Transportation Operations Coalition (RTOC) have identified strategies to address problems that have come up through the RTOC process.
- g. **Programming and implementation of CMP strategies**. CMAP as an agency is focused on the implementation of GO TO 2040, including the congestion management strategies identified above. Examples include the GO TO 2040-focused programming approach for the CMAQ program, the Local Technical Assistance Program to facilitate the implementation of GO TO 2040 through local planning, planning for walking and cycling, and CMAP's freight-system planning program.

F.6 What performance measures does CMAP utilize to monitor the operations and performance of the regional transportation system?

CMAP is currently reviewing and prioritizing the agency's transportation system performance measures. The evaluation includes such factors as data availability, validity of the measure, broad understanding and support of the measure, etc. This review will be complete in SFY 2014.

It will be critically important that performance measures be available at aggregate and disaggregate levels of analysis. It's important that performance measures be available for small areas so as to support performance-based programming. Freeway-level congestion data is an example of such data; we can track such measures not only at the regional level, but at the detector level. IDOT and the Illinois Tollway are now using this data in their project studies. See the CMAP Congestion Scans page ([link to below](#)).

Below are a sample of measures used in prior years to evaluate system performance. It is anticipated that a subset of these measures will be prioritized and streamlined for use in performance-based programming processes. A subset of the remaining measures may be carried forward for tracking. New measures would also be considered.

Sample of current Congestion Management Process measures:

<i>Safety — To achieve a significant reduction in traffic fatalities and serious injuries on all public roads</i>		
Relevant CMAP Performance Measures	Adopted CMAP Targets	Examples of Recent Regional Performance Data
Fatalities	N.A.	2002: 675 ... 2011: 371
Fatalities per 100 Million VMT ¹¹	N.A.	2002: 1.15 ... 2011: 0.65
Fatalities per 100 Thousand Population	N.A.	2002: 8.19 ... 2011: 4.38
Non-Fatal Injuries	N.A.	2002: 85,810 ... 2011: 56,293
Non-Fatal Injuries per 100 Million VMT	N.A.	2002: 146 ... 2011: 99
Non-Fatal Injuries per 100 Thousand Population	N.A.	2002: 1,041 ... 2011: 664

<i>Infrastructure condition—To maintain the highway infrastructure asset system in a state of good repair.</i>		
Relevant CMAP Performance Measures	Adopted CMAP Targets	Examples of Recent Regional Performance Data

Principal Arterials of Acceptable Ride Quality (IRI < 170, Centerline Miles) ^[2]	> 65% of principal arterial centerline miles by 2015; 90% of principal arterial centerline miles by 2040	2006: 61.9% 2010: 68.5% 2011: 70.6% 2012: 73.2%
Bridges in “Not Deficient” Condition (Percent of All Bridges)	> 70% by 2015 80% by 2040	2001: 62.3% 2006: 66.9% 2010: 67.3% 2012: 68.7%
Structurally Deficient Bridges (Percent of All Bridges)	N.A.	2001: 13.5% 2006: 10.6% 2010: 9.8% 2012: 9.7%

<i>Congestion Reduction – To achieve a significant reduction in congestion on the NHS.</i>		
Relevant CMAP Performance Measures	Adopted CMAP Targets	Examples of Recent Regional Performance Data
Travel Time Index (limited access highways (LAH); to be expanded to arterial system) ^[3]	N.A.	2007, 2 nd Quarter, LAH: 1.50 ... 2012, 2 nd Quarter, LAH: 1.32
Congested Hours per Day (limited access highways)	No growth from 2010 to 2040 ^[4]	2007, 2 nd Quarter: 12.40 ... 2010, 2 nd Quarter: 9.39 ... 2012, 2 nd Quarter: 8.38
Vehicle Miles Traveled per year per Capita (Highway AADT-Based)	N.A.	2007: 7,158 ... 2010: 6,960

Measurements, including externally-based travelers)		2011: 6,743
Motor Vehicles per Household	N.A.	2007: 1.63 ... 2011: 1.57
Transit Ridership per Weekday	>2.3 million by 2015; >4.0 million by 2040	2010: 2.0 million
Unlinked Transit Passenger Trips per Capita per Day	N.A.	2007: 0.202 ... 2010: 0.202
Population and Jobs with Access to Transit	Residents: > 69% by 2015; 75% by 2040. Jobs: > 77% by 2015; 80% by 2040	Under Development, Preliminary Estimates: Residents: 68% Jobs: 76%

<i>System reliability — To improve the efficiency of the surface transportation system.</i>		
Relevant CMAP Performance Measures	Adopted CMAP Targets	Examples of Recent Regional Performance Data
Planning Time Index (limited access highways (LAH); to be expanded to arterial system) ^[5]	N.A.	2007, 2 nd Quarter, LAH: 2.03 ... 2012, 2 nd Quarter, LAH: 1.65
Average Weekday Motorist Delay at Highway-Rail Grade Crossings	< 10,000 hours/ weekday by 2015; 5,500 hours/ weekday by 2040	2002: 10,982 hours 2011: 7,817 hours
Transit Metra On-Time Performance	N.A.	Metra: 2008: 95.4% On-Time Metra: 2011: 93.6% On-Time

Transit Pace On-Time Performance	N.A.	2008: 68.5% On-Time 2010: 70.9% On-Time
Transit CTA Rail Delays per Month > 10 Minutes	N.A.	2008: 90 2011: 92
Transit CTA Bunched Bus Intervals (percent)	N.A.	2008: 3.3% 2011: 2.3%
Transit Amtrak Illinois Services On-Time Performance, 12- Month Moving Average	N.A.	Jan. 2008: 57% On-Time Jan. 2011: 73% On-Time

<i>Freight Movement and Economic Vitality — To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.</i>		
Relevant CMAP Performance Measures	Adopted CMAP Targets	Examples of Recent Regional Performance Data
Percent of Vehicle Travel Off-Peak, by Vehicle Class, Arterials	N.A.	2007, Single-Unit Trucks: 63.6% 2009, Single-Unit Trucks: 65.0% 2007, Multi-Unit Trucks: 61.4% 2009, Multi-Unit Trucks: 62.0%
Percent of Vehicle Travel Off-Peak, by Vehicle Class, Illinois Tollway	N.A.	2009, Single-Unit Truck: 66.9% 2011, Single-Unit Truck:

		66.2% 2009, Multi-Unit Truck: 70.9% 2011, Multi-Unit Truck: 70.6%
NHS Intermodal Freight Connectors Pavement Condition Good or Better (CRS \geq 7.0), Percent of Centerline Miles	N.A.	2006: 46.8% 2009: 52.6%
Annual Intermodal Terminal Lifts	N.A.	2005: 6,249,605 2010: 6,498,607 2011: 6,771,709

<i>Environmental Sustainability – To enhance the performance of the transportation system while protecting and enhancing the natural environment.</i>		
Relevant CMAP Performance Measures	Adopted CMAP Targets	Examples of Recent Regional Performance Data
Regional Emissions Less Than Mobile Source Budget	Pass	2010 Conformity: Pass 2013 Conformity: Pass
Redevelopment of Underutilized Acres	20,000 acres by 2015 100,000 acres by 2040	Under Development
Impervious Area	< 525,000 acres by 2015 < 450,000 acres by 2040	2010: 525,000 acres
Greenhouse Gas Emissions, Millions of	\leq 119 by 2015 \leq 47 by 2040	2010: 132

Metric Tons of CO2 Equivalent		
Miles of Existing Trail (Greenways), Northeastern Illinois Regional Greenways and Trails Plan	>= 808 miles by 2015 >= 1,348 miles by 2040	2009: 700 2013: 731
Miles of Existing Trail (Total), Northeastern Illinois Regional Greenways and Trails Plan	N.A.	2009: 998 2013: 1,095

<i>Reduced Project Delivery Delays — To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices.</i>		
Relevant CMAP Performance Measures	Adopted CMAP Targets	Examples of Recent Regional Performance Data
Implement the CREATE Program	Implement 20 projects by 2015; Implement all 71	Oct. 2010: 10 Mar. 2013: 17

	projects by 2040	
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[1] Vehicle miles traveled, a measure of total vehicular travel

[2] International Roughness Index, a measure of pavement condition

[3] The travel time index is a ratio of the average peak-period travel time compared to the free-flow travel time.

[4] The average number of hours in which at least 20 percent of the VMT on the instrumented segment is congested. For this measure, congestion occurs when link speeds are less than 50 mph. Note that the way this target was defined in GO TO 2040 varies, insofar as the GO TO 2040 estimate was based on travel demand model estimates, rather than observed data.

[5] The planning time index is a measure of reliability and is defined as the ratio of the total time needed to ensure a 95 percent on-time arrival to the free-flow travel time.

Associated Materials/Websites:

- <http://www.cmap.illinois.gov/cmp/measurement>
- <http://www.cmap.illinois.gov/cmp/scans>
- <http://www.cmap.illinois.gov/cmp/safety>

F.7 How does CMAP envision utilizing the National Performance Management Research Data Set?

CMAP is intending to use the National Performance Management Research (NPMR) Dataset to extend the freeway performance measure analysis we've been completing for many years to the entire NHS. CMAP is currently evaluating performance measures. As part of this evaluation, CMAP will determine whether this dataset can support performance-based programming of projects. CMAP will also review the utility of using the NPMR dataset to fill in gaps in our freeway performance data; detector data is not available for the Dan Ryan Expressway, for example, so using the NPMR probe-based dataset may be a good alternative.

To support this, CMAP is currently reviewing the National Highway System. CMAP is seeking to have the National Highway System reflect the roadway system we wish to measure. Inappropriately designated roads will be recommended for removal, so as to improve the validity of the measures we prepare for the NHS using the NPMR dataset.

CMAP expects to begin the analysis of NPMR data in fall, 2013. If the analysis is successful, CMAP may consider acquiring such data for more of the arterial system.

F.8 Discuss the status of the region's Congestion Pricing campaign as well as the promotion of any other pricing programs such as VMT charges or increased fuel tax charges. What analysis has been developed to analyze the benefit-cost ratio of such programs? What are the actual and perceived barriers to implementing these programs?

In 2013, as recommended by GO TO 2040, CMAP conducted a study that explored the potential benefits of [congestion pricing](#) in northeastern Illinois. Congestion in the Chicago region costs drivers time, money, and patience. Building expressway capacity is critical to handle our traffic, but construction cannot relieve congestion completely, especially with growth in traffic over time. A new strategy is needed, one that gives drivers the option to avoid congestion. Since that time, CMAP has met with over 30 business, civic, government, and philanthropic organizations to discuss the benefits of implementing congestion pricing in the region. To date, six councils of governments have passed resolutions in support of congestion pricing in the region, and a handful of business owners have also written public letters of support. CMAP's campaign has also received a fair amount of media attention.

On the analytical side, CMAP used its newly developed activity-based travel demand model to simulate how drivers would respond to the use of variable pricing on the new expressway capacity proposed in GO TO 2040. The travel time savings from congestion pricing was reckoned as a critical benefit. CMAP has not developed a true benefit-cost analysis, but it did use economic impact software to model the increase in jobs, wages, and economic output from building and pricing the GO TO 2040 highway projects.

CMAP intended the campaign to build support for the idea of congestion pricing. Implementing agencies have not yet committed to the policy, however. We are encouraging both the Tollway (the Elgin-O'Hare Expressway extension and the added lane on the Jane Addams) and IDOT (I-55, I-290) to commit to congestion pricing in some form on their projects.

Besides congestion pricing, the agency has explored several other forms of pricing. (It should be mentioned that congestion pricing, as CMAP has studied it, focuses on managing traffic rather than generating revenue.) The question asks about increasing fuel taxes, and CMAP has probably been most public about that, calling for an 8-cent increase in the state motor fuel tax to be supplemented in the longer term with other revenue sources. CMAP's draft report on regionally-generated revenues includes a look at VMT fees, and CMAP's work on parking management through the Local Technical Assistance program has tried to emphasize the importance of using pricing to manage demand for parking spaces.

Associated Materials/Websites:

- [Congestion Pricing Brochure](#)

F.9 Discuss the overall successes and challenges with planning and implementing managed lanes and Bus Rapid Transit?

Since the adoption of GO TO 2040, CMAP has worked to further implementation of managed lanes outlined in the fiscally constrained major capital projects, has produced analysis of congestion pricing of new expressway lanes, and has also produced analysis of best practices regarding expressway-based bus rapid transit (BRT). Through its support of major capital projects, CMAP has attended meetings

for, provided technical assistance to, and letters in support of multimodal corridors and/or congestion pricing on I-55, I-90 and I-290.

A major feature of many managed lane projects is congestion pricing. GO TO 2040 recommends utilization of congestion pricing to enhance mobility and help fund needed improvements. In FY 2013, CMAP staff pursued a wide-reaching campaign, based upon new analyses of five GO TO 2040 fiscally constrained highway projects (I-55, I-90, I-290, the EOWB, and the 53/120 extension). The report [Congestion Pricing: Express Lanes to the Region's Future](#) was released in October 2012, along with a [companion website](#). CMAP has provided assistance to its partners on these projects as requested, and has provided letters to IDOT and the Tollway offering our support for congestion pricing campaigns on these facilities.

In FY 14, CMAP staff will focus efforts on analyzing some of congestion pricing's secondary benefits and impacts as well as system performance under a broader application of the strategy. In addition, staff will also analyze how the performance of existing managed facilities could be improved with congestion pricing.

CMAP also authored a report on [Land Use Policies and Strategies for Expressway-Based Bus Rapid Transit](#). The report includes an overview of potential expressway-based BRT in the region and explores recommended strategies for station siting, BRT-supportive land use, pedestrian and bicycle connections, and addressing marketing and permanence.

CMAP provided funding to the Pace Bus on Shoulder Pilot Program on I-55 through the federal Congestion Mitigation and Air Quality Improvement program that CMAP operates. \$58,000 was provided for signage for the initial pilot program. CMAQ funds have also provided 80 percent of the funding for the recent expansion, totaling approximately \$719,000 per year for the next three years. Pace has also recently advanced its [Arterial Rapid Transit initiative](#), and is seeking a community to develop ART prototypes for. Additionally, Pace has actively worked with the Tollway during the I-90 reconstruction planning process to set aside land for park and rides that can facilitate added service on I-90 and the potential managed lanes.

CMAP partners are working to further BRT in the region. The Chicago Transit Authority completed an [Alternatives Analysis](#) of BRT potential on Ashland and Western Avenues, and is now moving forward with the Ashland Avenue Corridor. [Environmental analysis and conceptual engineering](#) are now underway. CTA also [completed construction](#) for the Jeffrey Jump, an express bus service with some BRT features. The CTA is also analyzing the potential for [Central Loop BRT corridors](#). Finally, CTA is planning to analyze and prioritize BRT corridors once the Ashland BRT is complete.

- F.10 What are the respective roles of the Freight Committee, the Advanced Technology Task Force, and the Regional Transportation Operations Coalition in

the planning process? What are the primary accomplishments of these groups in terms of policy and/or programming since the last Certification Review?

Advanced Technology Task Force (ATTF):

The Advanced Technology Task Force is charged with identifying, assessing, promoting and assisting with the implementation of intelligent transportation systems and advanced technologies as part of transportation system development. The Committee provides overall guidance for the development of the Advanced Technologies component of GO TO 2040 and is responsible for maintenance of the region's ITS Architecture. The ATTF works in close cooperation with the Regional Transportation Operations Coalition, and much of the membership is shared. The [existing ITS Architecture](#) was updated in 2008. Since the last Certification Review in March 2010, the ATTF members have reviewed the contents of the current ITS Architecture (see meeting [materials](#)) and participated in the individual stakeholder meetings. The ATTF will be the first point of recommendation for approval for the ITS Architecture v3.0. CMAP is also working to develop a [regional transportation data archive](#), one component of the region's ITS Architecture, and the ATTF participated in the effort by helping to develop and prioritize a number of "[user stories](#)" describing some desired functionality of the proposed system. In addition, the task force also sponsors speakers who provide information on various topics of interest to the group, such as [Adaptive Signal Control](#), [Signal Control Systems](#), [ITS Technology Adoption](#), and [Vehicle Detection Systems](#). Because of the overlapping membership with the Regional Transportation Operations Coalition and the fact that the RTOC was relatively active, the ATTF has not been called to meet often since 2010.

Regional Transportation Operations Coalition (RTOC)

CMAP is dedicated to creating and maintaining a safe, efficient and seamless transportation system across the northeastern Illinois region. Coordinated management and operation of transportation infrastructure, resources and services is an essential element to achieving the region's long-range transportation goals. The purpose of the [Regional Transportation Operations Coalition \(RTOC\)](#) is to establish an institutional forum and structure where regional operations can be addressed. With collaboration and coordination between transportation operators and planners, the region will experience a more efficient and safe transportation system across jurisdictional boundaries. RTOC serves as a forum for collaboration to advance multi-modal transportation systems operations. Some notable accomplishments since the last Certification Review are:

Annual Workzone Review: The RTOC sponsors an annual [construction coordination event](#). Each February, implementers attend to share plans for the upcoming construction season.

Public Safety Access Point (PSAP) Coordination: The RTOC believes that one of the most valuable goals the region could achieve is the consistent flow of incident information between emergency response agencies and transportation agencies. CMAP worked with a number of RTOC members to craft an outreach [document](#) and met with the [Northwest Central Dispatch System](#) Executive Director Cindy Barbera-

Brelle, who is also the [Illinois NENA](#) Region 1 Vice President. Lake County DOT attended as well, and played a critical role in explaining why it was important and how it worked from someone who is already doing it. Ms. Barbera-Brelle was enthusiastic about PSAP coordination, and offered to start discussing the issue at Illinois NENA meetings, as well as to help arrange a meeting between the transportation system operators and the larger 911 center operators to discuss the subject.

Congestion Management Process: The RTOC reviewed and provided input to the region's congestion management process [documentation](#).

Congestion Mitigation and Air Quality Improvement Program (CMAQ) Focus Group: The RTOC reviewed project applications and developed recommendations for the [FY 2012-2016](#) and [FY 2014-2018](#) CMAQ program development processes, with the goal of incorporating operations considerations and implementing GO TO 2040. This [memo](#) describes the philosophy behind the RTOC evaluation, which incorporated a focus on the congestion [management system network](#) and consideration of transportation system [network performance](#).

Strategic Regional Arterials Network Changes: the RTOC reviewed proposed [modifications](#) to the Strategic Regional Arterial network, and recommended approval of the changes.

Freight Committee

CMAP's Freight Committee is comprised of representatives from freight industry organizations, private railroads, trucking companies, consultants, researchers, and planners, along with representatives of state and local governments. The Committee acts as a forum to identify, assess, and respond to regional freight issues.

Over the past four years, the Freight Committee has remained aware of CMAP's research efforts on freight topics, providing comments to projects such as the Regional Freight System Planning Study (produced during the development of GO TO 2040) and the Freight Cluster Drill-Down report. Further, CMAP staff has briefed the Committee on freight data analyses and inventorying. The Committee has also considered national, state, and local freight policy, including legislative proposals.

The Freight Committee is now "on-call" while a policy-oriented group, the Regional Freight Leadership Task Force, completes its work.

F.11 Provide an update on the region's ITS Architecture planning efforts since the last Certification Review.

We noted at the previous Certification Review that the ITS Architecture had been updated in March 2008 ([Resolution 08-03](#)). In early 2013, we began a process to update the ITS Architecture. In January, February and March, CMAP staff visited and interviewed stakeholders. We found that the existing architecture already included

the general ITS activities and plans of the region's stakeholders, but did not include many "projects." We made updates to the stakeholders and inventory as needed, but focused our attention on understanding discrete projects that the stakeholders were currently working on or planned to undertake. This attention to projects also allowed us to generate a fuller listing of existing or necessary agreements that would be needed to support the projects. We collected a significant amount of information, which we finished entering into a new draft (Available only using Turbo Architecture needed to open this file) ITS Architecture in July. We intend to begin the ITS Architecture through the approval process by the end of calendar year 2013.

F.12 Since the last Certification Review, what efforts has CMAP engaged in related to emergency relief and disaster preparedness planning?

CMAP does not have direct operational responsibility for the operation of any facilities or public-facing incident or emergency response. Thus, CMAP's role is limited to providing support for agencies that have such responsibilities. This includes the support for the region's Intelligent Transportation Systems (ITS), crucial during incident and emergency management, through the development of the ITS infrastructure and plan. CMAP also is developing a regional transportation data archive to maintain a record of incidents, incident response, weather, and related traffic conditions. This archive will help CMAP and its partners better understand and manage highway incidents so as to improve system reliability and resilience. Likewise, a new dynamic traffic assignment (DTA) model is being developed for CMAP. The modeling of large-scale emergency events is very difficult, but the DTA model is expected to have emergency management applications; so that both forecast and emergent events can be modeled, with various response scenarios to be potentially studied. Lastly, CMAP has participated in the Illinois Terrorism Task Force Transportation Committee evacuation planning subcommittee.

PROGRAM DEVELOPMENT

- G.1 How does CMAP envision performance based funding principles and strategies to affect the programming of STP (Urban), CMAQ, TAP and any other funds under the administration of the MPO? What influence has the Regional Indicators project or other performance based planning initiatives had on member agency infrastructure programs?

CMAQ proposals are ranked and selected primarily on their air quality benefits, so the CMAQ program is already performance-based. In the past two funding cycles, support for implementation of GO TO 2040 was analyzed and factored into project selection. In FY14 CMAP is undertaking a review of the analytical methods staff uses to rank projects with a view toward potentially expanding them to encompass other project benefits and to develop a composite scoring system. The Transportation Alternatives program at CMAP is just beginning. The evaluation criteria we anticipate using are discussed in our answer to C.6, and we expect to generate a composite score for each candidate facility submitted to us for consideration. Based on these scores and professional judgment, CMAP staff will assemble a list of projects to recommend to the Transportation Committee and ultimately to the CMAP Board and the MPO Policy Committee.

STP is suballocated to the city of Chicago and the eleven suburban Councils of Mayors for programming local projects. Each of the councils has a project selection method and the approach of one of the councils is discussed in the [Findings from Regional Peer Exchange on Capital Programming](#). It is anticipated that as CMAP's performance-based programming efforts advance, the councils will continue to utilize a performance based programming approach for STP funds and CMAP may assist them in considering livability in their funding decisions.

The Regional Indicators project and the performance measures tracked as part of the Congestion Management Process have helped clarify which measures should be considered regionally important, and they illustrate overall regional conditions. More work remains to link individual project decisions to performance measures. A major goal of performance-based planning is to establish this link -- that is, CMAP is looking to show how projects "move the needle" with regard to the indicators. While we have done this to evaluate major capital projects for GO TO 2040, it is a challenging undertaking for a large program of projects.

- G.2 How does CMAP provide input on the programming decisions of IDOT, transit operators, and local governments?

Over the past two years, CMAP has emphasized the importance of performance-based programming for making transportation investments (please see questions C1 and C2 for more information.) In October 2012, the CMAP Board and MPO Policy Committee approved a staff recommendation that IDOT should convene a technical task force dedicated to revamping the transportation programming process for the

State of Illinois. CMAP's performance-based funding compendium report describes three main issues with IDOT's programming process:

- IDOT's criteria tend to emphasize the transportation system's physical condition, not its economic or environmental impact.
- Second, IDOT's public documentation does not specify exactly how IDOT uses these measures to evaluate and prioritize projects, or how it navigates the inherent tradeoffs when allocating funds.
- Third, IDOT's performance-based process does not apply statewide (55/45 split).

CMAP has also been on record supporting RTA's capital needs analysis as an essential tool for moving toward performance-based capital programming. This data can illustrate where needs are greatest and how to optimize an investment mix given the agency's priorities. While the RTA and Service Boards are taking the necessary first step in collecting this data, it has yet to be fully integrated into a systematic, long-term capital programming process. See question C.8 for more information on CMAP's participation in the RTA strategic plan analysis.

On the local government side, CMAP recently convened a regional peer exchange on performance-based funding, including participation from IDOT District 1, Illinois Tollway, county transportation departments, North Shore Council of Mayors, CMAP, City of Chicago, City of Naperville, Regional Transportation Authority, Chicago Transit Authority, Metra, and Pace. At this meeting, the transportation agencies described a variety of approaches to capital programming. CMAP has highlighted the North Shore Council of Mayors' performance-based programming process as a best practice example. The North Shore Council of Mayors is one of 11 suburban regional councils charged with allocating local Surface Transportation Program (STP) funds. CMAP has compiled the Councils' STP methodologies and an overview of each Council's overall funding parameters here: <http://www.cmap.illinois.gov/council-of-mayors/stp-resources>

For programming in the region's Transportation Improvement Program, CMAP provides support and facilitates movement of projects for IDOT, transit operators, and local governments. CMAP also provides an advisory role with any issues that may arise during project selection. For example, a regional council may question the soundness of a project and CMAP can provide insight and experience for that council on whether the project is feasible and likely to be accomplished in a reasonable timeframe.

Additionally, some regional councils evaluate their methodologies for project selection and CMAP offers assistance and participation. Since the last certification, CMAP has participated in one, North Shore, regional council's methodology review.

G.3 Does CMAP coordinate any efforts concerning local agency applications to the Highway Safety Improvement Program, the State administered Transportation Alternatives Program, the TIGER program, or other State or Federal discretionary programs?

CMAP sometimes coordinates submittals for regional priorities among regional agencies, in cooperation with those agencies, particularly for TIGER. CMAP does play a role for applications which may be funded with either CMAQ or Enhancement (now TAP) funds ensuring that the most appropriate funding category is utilized for funded projects. Under this first cycle of TAP funding, all bicycle and pedestrian projects submitted for CMAQ funding but not selected were automatically considered for the TAP. However, CMAP does not have such a role for projects for other programs as the HSIP, since these are competitive programs.

CMAP additionally provides a supportive role in completing applications. Project sponsors regularly seek information from CMAP such as TIP IDs or other funding associated with project while completing their applications. Additionally, project sponsors have sought guidance on how to complete specific questions within the application if the question is unclear.

G.4 How is the TIP used to monitor and support the GO TO 2040 emphasis on preservation and modernization of the transportation system?

The [GO TO 2040 financial plan](#) estimates funding anticipated to be available to the region through 2040 and the estimated portion of that funding required to maintain the system at a safe and adequate level. The plan estimates that 86.4% of funding is to be allocated for maintenance of the system, 10.9% for bringing the system to a state of good repair and other strategic enhancements, and 2.7% will be available for funding Major Capital Projects. CMAP's 2011 and 2012 annual obligation reports include an analysis of accomplishments categorized by maintenance, modernization or expansion. Each project phase accomplished in a particular federal fiscal year, regardless of funding source, is identified and analyzed to determine the level of expenditures by category. Each project is categorized as maintenance, modernization, or expansion based on the project's [TIP work type](#). Given the dynamic process of project programming and accomplishment these projects were likely in the pipeline prior to adoption of GO TO 2040. As this analysis is carried forward over future years, the investment will be monitored to gauge the support for the region's emphasis on preservation and modernization of the transportation system as identified in GO TO 2040.

G.5 Discuss how the State and Regional Resources table is developed for the TIP and how this information is utilized in determining fiscal constraint.

Staff begins collecting information for highway fund sources in the state/regional resources table from apportionment information from the FHWA. The information is then extrapolated given distribution methods within the state. For example, the state of Illinois receives an annual allotment for Surface Transportation Program (STP) funds but those funds are broken up by the state into sub-programs such as STP-Bridge, STP-Urban, and STP-Rural. The allotments to those sub-programs are created by IDOT and generally appear to be based on previous sub-programs, federal guidance, or mutually agreed upon formulas. Therefore, the apportionment given from FHWA is not exactly what is included in the State/Regional resources

table. With that being said, CMAP cannot determine how much of the statewide apportionment will be allocated to Northeastern Illinois and therefore the state/regional resources table includes statewide apportionment levels for many IDOT programmed fund sources.

For transit fund sources, CMAP works with the RTA to accurately reflect the most recently approved marks from the RTA board.

CMAP uses the state/regional resources table to limit the amount of projects that can be programmed against that specific fund source for the given year. This is completed through entering the amount per fund source and year into the TIP online interface. The TIP database application then limits how much a programmer can program against based on that number. If the programmer attempts to increase the amount and it exceeds the amount available, the TIP database will provide that programmer with a message stating the change could not occur.

The TIP fiscal constraint can only be changed by CMAP staff. However, any user can access reports on fiscal constraint that includes programmed projects, allotment, carry-over, and balance and is produced by the TIP database.

Associated Materials/Websites:

- [FFY13 State/Regional Resources Table](#)
- NHPP Fiscal Constraint Demonstration (Available in print materials only)

G.6 Discuss how Advanced Construction is now considered in the TIP. Has incorporating AC in the TIP significantly improved CMAP's ability to track and manage federal funds?

Advanced Construction is accommodated in the TIP through use of recently added fund sources. Advanced construction is a cash flow technique used by IDOT to maximize the use of federal funds. Having duplicate federal fund sources with an "-AC" after them provides a mechanism whereby project phases with these fund sources do not count against fiscal constraint of federal fund sources until they are converted from advanced construction status. Many project phases may never be converted.

Incorporating AC in the TIP has allowed for more accurate representation of federal funding availability within the TIP because previously many projects that were actually moving forward in AC status with non-federal funds were shown in the TIP as federally funded. One concern is that this approach could lead to over programming depending on when the conversion will occur. Another concern is that at this time there is no way in the TIP to demonstrate that the state of Illinois has the ability to accomplish the project phases with the available state appropriation.

G.7 Evaluate the effectiveness of CMAQ Active Program Management policies designed to ensure reasonable progress on projects. Are there any trends in the

type of project being deferred? What has been the influence of the policies on the unobligated balance of CMAQ funds? What are the largest threats to meeting obligation targets?

Active Program Management policies that set funding sunsets and accomplishment milestones have led to collection and tracking of additional project milestone data on both an ongoing basis and through more detailed questions on the semi-annual status updates. Expanded status updates have led to more informed and precise tracking of project status and reasons for project delays by CMAP staff, the Project Selection Committee and project sponsors. Stricter deadlines have enabled the Committee and CMAP to push sponsors to locally prioritize implementation of languishing projects, due to the threat of deferral. As the unobligated balance is spent down and funding is not available to accommodate reinstatement of deferred phases, staff expects that sponsors will be even more motivated to accomplish projects in a timely manner. Additionally, local projects in particular are being given more attention by planning liaisons and IDOT staff through regularly-scheduled coordination meetings with the PLs, IDOT and CMAP staff, which has led to better awareness of project status by all parties.

Since only one complete deferral cycle has occurred since the adoption of deferral policies, it may be too soon to draw long term conclusions on trends; however observations from the first cycle are discussed below. Bicycle Facilities have the highest number of projects deferred (21 projects, 38% of deferred projects) and have the largest percentage deferred (21 of 102 (21%) of this type of project are deferred), but are also the largest category of projects (17%) in the program. Just under half of the Bicycle Facilities projects that have been deferred have had their funding reinstated. The Bicycle Encouragement and Other categories have larger deferral rates within their category (27% and 25% respectively) than other project types.

The unobligated balance is being reduced as ready to go projects are being accelerated and phases are being initiated in a timely manner to ensure that sunset requirements are met. At the close of FFY 2011 the unobligated CMAQ balance in FMIS for Illinois was over \$265 million. As of September 4, 2013, that balance is down to just over \$188 million, with one more state letting to be authorized in FFY 2013. So far in FFY 2013, the region has successfully obligated more than the annual CMAQ apportionment and is \$14 million shy of CMAP's \$123 million obligation goal. The more precise project tracking discussed above has enabled staff and planning liaisons to remind sponsors that their projects are lagging and has helped to get those projects started. Changing to line item programming has led to more appropriate assignment of funds to each FFY and is allowing new projects proposed in the FY 2014 - 2018 cycle to fill in all years of the program more realistically.

The amount of processing time, particularly in early phases of projects, is the largest threat to meeting obligation targets. Additionally, there can be significant down time between the granting of Phase 1 design approval and notice to proceed with Phase 2 engineering. When projects lag early in the process, later phases slip further out in the program. Also, significant cost increases are often the result of

issues identified during Phase I engineering. New policies requiring the completion of Engineering 1 prior to CMAQ funds being programmed for other phases are expected to decrease this threat. However, lack of commitment by sponsors to complete early phases without a "guarantee" of later phase funding can lead to a smaller pool of "ready" projects, should other projects be delayed. For direct emission reduction projects in particular, delays due to Buy America policies and complex agreements between IDOT and private providers are a serious threat, particularly to the PM2.5 obligation requirements.

Associated Materials/Websites:

- [CMAQ Obligation Report](#)
- [CMAQ Programming and Management Policies](#)

G.8 Describe the process of developing the draft FY 14-18 CMAQ program. What successes and challenges have been identified for future program improvements?

All eligible projects proposals submitted for consideration were ranked primarily by the cost per kilogram of volatile organic compounds (VOCs) eliminated over the life of the project. Projects are also ranked by cost per kilogram of nitrogen oxides (NOx) eliminated, cost per thousand vehicle-miles traveled (VMT) eliminated, and cost per thousand trips eliminated. Direct Emission Reduction proposals are ranked on cost per kilogram of fine particulate matter (PM2.5) eliminated as their primary measure. The project rankings use the total cost of all phases of the project and not just the CMAQ applied for portion. Project using less than the typical 80% federal share are identified.

The CMAQ Project Selection Committee considered the emissions and congestion reduction rankings along with the GO TO 2040 Focused Programming Focus Groups' recommendations when developing a list of projects for the proposed program of projects. While the project rankings are the primary input, the draft program also took in to account project readiness, project mix and regional equity.

The GO TO 2040 Focused Programming Approach (www.cmap.illinois.gov/cmaq/focused-programming) employs four program focus groups, the Regional Transportation Operations Coalition, the Bicycle/Pedestrian Task Force, an ad-hoc group for Direct Emission Reduction, and an ad-hoc group for Transit to review and evaluate project proposals for their ability to advance the implementation of GO TO 2040 and create a cohesive set of projects.

A public comment period on the proposed program of projects was held from August 2 through August 26, 2013. All comments received were considered by the Project Selection Committee before sending the program on for final review and approval by the Transportation Committee, Regional Coordinating Committee, MPO Policy Committee and the CMAP Board.

New for the FY 14-18 CMAQ program development process was that phase I engineering (preliminary engineering) would no longer be eligible for CMAQ funding and that project proposals were required to demonstrate that phase I engineering

had been initiated prior to being considered for inclusion in the proposed program. This can be demonstrated by either having received design approval from IDOT or having submitted to IDOT a Preliminary Design Report (PDR) or equivalent as appropriate for the project type. These new requirements were added to help generate project proposals with more realistic cost estimates that were more fully developed and therefore could be implemented in a more timely fashion.

With regard to future program improvements, CMAP is currently engaged in a process review of our CMAQ program. The review is scheduled to be completed in December 2013 and will include recommendations to the CMAP Board and MPO Policy Committee on changes to improve the CMAQ process. The objectives of the review will focus on demonstrating benefits of projects beyond air quality, clarifying criteria, considerations, and weighting used for project selection, improving quality of analysis supporting project selection, making program development and administration more staff-driven, ensuring timely obligation of funds and ensuring a strong link between GO TO 2040 and CMAQ funding decisions.

G.9 Evaluate the utilization and effectiveness of the Tier II Consultation in the conformity process over the past four years.

CMAP's Tier II Consultation process is described on the CMAP web site at <http://www.cmap.illinois.gov/tier-ii-consultation> and further documented in section 3.1 of the [Transportation Conformity Analysis](#) document. Meeting minutes, documenting the team's discussions and decisions, are also on the CMAP web site at <http://www.cmap.illinois.gov/tier-ii-consultation/minutes>.

CMAP has used the consultation process extensively to ensure in advance that conformity analyses will meet federal requirements. The continued success of this effort can be seen in the approval of all conformity analyses since the last USDOT certification review, in the face of numerous changes to national ambient air quality standards, designations, re-designations, and emissions models.

Consultation has also been used successfully to implement hot spot analysis procedures in the region, especially as quantitative hot spot analyses are now required.

G.10 Describe the process for developing the Listing of Federally Obligated Projects. How is this report being improved to provide useful analysis to MPO member agencies and/or other planning partners?

The process used to develop the list of federally obligated projects is multifaceted. CMAP uses information from the RTA, CDOT, CTA, Metra, Pace, the counties, IDOT (letting information and For the Record), the Illinois Tollway and the Federal Management Information System (FMIS). CMAP's listing is much more than a list of those projects which have had federal obligations.

Process for Transit projects:

Transit obligations are obtained primarily through correspondence with the region's transit implementers (CTA, CDOT, Metra, Pace, and RTA). The information the agencies provide to CMAP goes above and beyond those using federal funds: they provide data on all of their capital projects. CMAP then compiles a listing of all the transit capital projects in the region. The listing of transit projects displays the TIP ID, the lead transit agency for the project, the type of project, and the fund source and amounts. The transit list includes the mode of travel, such as rail and, as with the non-transit projects, also identifies projects as Maintenance, Modernization, or Expansion (MME).

Once the list of project phases has been compiled, CMAP produces summary information in the form of charts and maps to provide as complete a picture as possible with regard to capital spending in the subject year. The summary information includes expenditures by project phase, fund source, project category, etc. The summaries are also useful for displaying data over multiple years, which is a new initiative for CMAP.

Process for Non-Transit Projects:

A primary source of information is IDOT's For the Record report which is published annually, typically in November. The For the Record report lists the amounts, by phases of a project that were awarded in the previous state fiscal year (July 1st through June 30th). This report provides CMAP with the bulk of the information for October through June of each year. Obligation data for July, August, and September of each year is obtained from IDOT letting information and information provided in FMIS for that time period. As part of this process CMAP maintains a spreadsheet of all projects that have been let within the CMAP region. This list contains information that identifies projects that are using federal funds. This list is then compared with information found in FMIS to determine various funding splits and amounts. FMIS is also used to ascertain information on engineering, right of way acquisition, and construction engineering obligations that occurred during the last three months of the Federal Fiscal Year since these items are not included in the lettings.

All of the above information is compiled into a list that also includes the TIP ID, identification of the lead agency (State or a local unit of government), the municipality in which the project is located, location and limits for each project, project phase, fund source and amounts, and the total project cost for each phase of a project that was obligated or awarded in the previous federal fiscal year. CMAP displays each fund source separately. If, for example, a project has more than one federal fund source, each fund source is individually listed. Additionally each project is classified by CMAP as Maintenance, Modernization, or Expansion (MME). This is done in part to provide a connection to the priorities outlined in the region's long-range plan GO TO 2040. Finally CMAP identifies the project type for each project.

Improvements:

CMAP is continually making improvements to the annual obligation report. For the 2011 and 2012 reports, CMAP undertook a complete redesign in an effort to make it easier to read and to use. Instead of simply listing the TIP ID as was past practice,

the TIP ID is now shown as a hyperlink to the online TIP database so that the user can easily access more information about a particular project. The chart and map summaries have been redesigned to illustrate data in a more meaningful and easily understood manner. CMAP has added the project classifications and project types to provide context regarding the types of projects being done in the region and to demonstrate connections to GO TO 2040, the region's long-range plan. The entire report is published in adobe acrobat and made available to the public on CMAP's website. In the past year CMAP has gained access to FMIS. Access to FMIS has allowed CMAP to improve the quality of the data contained in the report.

SUPPLEMENTAL MATERIAL

Please also provide the following materials:

- A CMAP staff organizational chart and a concise summary of staff responsibilities
 - [Organizational Chart](#)
 - [2014 Budget](#)
- All active cooperative agreements that direct the metropolitan transportation planning process
 - Agreement among the CMAP, the State and the public transportation operators determining their mutual responsibilities in carrying out the metropolitan transportation planning process.
 - Agreement 8.1 (Available only in print materials)
 - Agreement between the CMAP and the IEPA describing their respective roles and responsibilities for air quality related transportation planning.
 - Agreement 8.3 (Available only in print materials)
 - Agreements between the CMAP, NIRPC, and SEWPRC, the States of Illinois, Indiana and Wisconsin, and the public transportation operators describing how the metropolitan transportation planning process will be coordinated to assure the development of consistent metropolitan transportation plans and TIPs across the Metropolitan Planning Area
 - Agreement 8.4 (Available only in print materials)
 - Agreement 8.5 (Available only in print materials)
- Any agreements directing air quality planning and conformity analysis for jurisdictions outside the planning area boundary
 - Agreement among IDOT, IEPA, affected local agencies and CMAP describing the process for cooperative planning and analysis of all projects outside the Metropolitan Planning Area within the nonattainment area.
 - Agreement 8.2 (Available only in print materials)
- Maps of the Census 2010 Urbanized Area Boundary, the MPO Planning Boundary, and of the ozone and particulate matter nonattainment boundaries
 - [Metropolitan Planning Area Boundary of the MPO with the urbanized area](#)
 - Ozone and particulate matter nonattainment boundaries (Available only in print materials)
- A copy of all invoices and supporting documentation for all UWP funded work completed for FY 12 Quarter One and FY 13 Quarter Four for each of the Suburban Council of Mayors—please also provide information if there were any invoiced expenses not paid and justification for non-payment
 - FY 12 Qtr 1 (Available only in print materials)
 - FY13 Qtr 4 (Available only in print materials)

- The latest Staff Memorandum LTA Program Update that outlines the status of each current project
 - [LTA Status – September 4, 2013](#)
- If available, please provide a list of staff recommended FY 14 LTA projects
 - [FY 14 LTA Project Selection](#)
- Procedures or policies on programming of STP Urban funds from each of the Suburban Council of Mayors and the City of Chicago
 - [North Shore](#)
 - [Central](#)
 - [DuPage](#)
 - [McHenry](#)
 - [Northwest](#)
 - [Southwest](#)
 - [Kane/Kendall](#)
 - [Will](#)
 - [North Central](#)
 - [South](#)
 - [Lake](#)
 - City of Chicago (Available only in print materials)