



## Chicago Metropolitan Agency for Planning

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To: Steven Schilke, IDOT cc: John Fortman, IDOT  
From: Kermit Wies, CMAP  
Date: April 19, 2013  
Re: CMAP Evaluation of IDOT Request to amend GO TO 2040

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*A draft of this memo was shared with IDOT staff at a March 15, 2013 meeting with CMAP staff at the request of the project consultant. At that time, all present agreed to initiate communication on information and data transmittal needs in advance of CMAP receiving IDOT's official request. As a result, the process outlined in this memo has been underway since that time. Steven Schilke was identified as IDOT's official point-of-contact manager for this evaluation.*

On April 10, 2013 CMAP received IDOT's formal request to consider inclusion of the Illiana Corridor as a fiscally constrained major capital project in GO TO 2040. In anticipation of this request, CMAP has published general [guidelines](#) that establish the required process and timeline for evaluating the proposal prior to staff presenting a recommendation to the CMAP Board and MPO Policy Committee. CMAP's point-of-contact manager for this evaluation is Kermit Wies, [kwies@cmap.illinois.gov](mailto:kwies@cmap.illinois.gov), 312 386 8820. Please route all communication related to CMAP's evaluation of the Illiana proposal through this point-of-contact, beginning with identification of your official point-of-contact manager for this evaluation.

Based on March 15, 2013 as the kick-off date for the evaluation, the specific timetable for its completion, based on the guidelines, is:

- **April 26, 2013:** IDOT submits to CMAP a detailed assessment of the Illiana Corridor specifically tailored to addressing GO TO 2040's four themes as well the plan's guidance for context and best practice. Within this timeframe, IDOT also transmits agreed upon information and data resources for CMAP's use in its independent evaluation.
- **May 10, 2013:** CMAP reviews the data transmittal and prepares either an acknowledgement that the submittal is sufficient for staff evaluation, or a request for additional information or data resources to support the evaluation.
- **May 24, 2013:** Upon receipt of request for additional information, IDOT either accommodates all or part of the request for additional information and/or notifies CMAP that it can/will not provide the additional data or information.
- **July 5, 2013:** CMAP completes its evaluation.

CMAV intends to include the evaluation (without the final staff recommendation) with materials released for the required 30 day public comment period. Because the public comment period is scheduled to commence on August 2, 2013, CMAV, as a courtesy, will share the evaluation with IDOT by July 19, 2013.

## Data and Information

The [guidelines](#) ask the proposing agency to take the first step of providing its project justification and supporting data. The intent of this is to encourage the proposer to independently study and assess GO TO 2040 and apply its own judgment and rationale to the argument for inclusion in the plan. Since CMAV has been following and commenting on the progress of the Illiana Corridor study, we feel it appropriate to share with you some data items we are aware of that were developed during earlier phases of study that will assist us in conducting our evaluation. We are identifying these items to assist you in expediting completion of the required first step of preparing your initial submittal. These items do not constitute CMAV's only request for information during the evaluation process. It is our goal to initiate and maintain an open dialogue with the intent of facilitating the transmittal of needed information and data throughout the evaluation period.

- **Alternative socioeconomic or land use forecasts:** During an earlier phase, you submitted and secured CMAV's concurrence on the methodology used to develop an alternative socioeconomic forecast according to [CMAV's Forecasting Principles](#). For CMAV to evaluate the Illiana Corridor proposal, we now need access to the data produced from your alternative forecasting method. As outlined in the above principles, these need to be transmitted to CMAV in a format that permits analysis within our regional travel demand models. Subsequent to our concurrence on your first alternative socioeconomic forecasting method, we learned that you are engaging in a "community-based" planning exercise to establish local land-use goals for the corridor. To the extent that these alternative land uses are relevant to your justification demonstrating consistency with GO TO 2040, they too must be described according to the principles, quantified and delivered to CMAV in a format suitable for analysis within our travel demand models.
- **Travel demand modeling:** It is our understanding from the earlier published information that travel demand modeling has already been performed on behalf of this proposal. Having access to the documentation and data associated with this modeling will be useful in our evaluation of the proposal's performance under a variety of alternatives. For each relevant project scenario and alternative, please provide all standard travel model inputs and outputs, along with descriptions for all variables and coefficients used. Specific data items include trip generation rates and arrays, distribution and mode choice coefficients, modal and vehicle class triptables as well as coded and assigned multi-class networks. In particular, we are interested in understanding the methodological details as well as examining the data resources associated with the truck forecast modeling developed for this proposal. We were earlier provided with baseline truck model information, but we presume that each relevant forecast scenario is accompanied by varying truck forecasting assumptions.

- **Environmental evaluation:** Please provide the geodatabase(s) mentioned in the technical documentation in Appendix F of the FEIS. Please also include the alignment and buffer (or “footprint”) shapefile, including footprints for interchanges, for the finalist alternative. CMAP plans to use these resources to evaluate GO TO 2040 environmental indicators that were not included in earlier studies (e.g. Chicago Wilderness Green Infrastructure Vision)
- **Financial evaluation:** While the FEIS notes that a financial plan has not been prepared, we understand that some estimates of financial viability have been made in order to entertain the idea of a public private partnership. Please provide CMAP with a description of the funding/financing scenarios considered, including estimates of federal funding, state taxes or fees, tolling (potentially in combination with federal credit assistance), cost sharing with local governments, or other revenue sources.





# **ILLIANA CORRIDOR**

## **REQUEST FOR INCLUSION IN THE FISCALLY CONSTRAINED CMAP GO TO 2040 COMPREHENSIVE REGIONAL PLAN**

### **Supporting Documentation**

**May 10, 2013**

#### **Introduction**

The Chicago Metropolitan Agency for Planning (CMAP) GO TO 2040 Comprehensive Regional Plan was adopted in October 2010, and represents an unprecedented vision for the region over the next 30 years. The GO TO 2040 Plan represents a major departure from past regional plans, with an expanded discussion of social, economic, and transportation goals that are supported by an overall policy vision, as compared to past Plans, which provided more traditional (and specific) land use and transportation goals. The GO TO 2040 goals include creating livable communities, developing human capital, increasing the efficiency of governance and improving regional mobility. The GO TO 2040 plan lays out the regional vision, with the expectation that these policies will be adopted at more local levels during the lifetime of the Plan.

The Regional Mobility portion of the Plan calls for strategic investments, increased commitment to public transit, and creating a more efficient freight network. Historically, much of the region's prosperity can be linked to the movement of freight, and the establishment of the Chicago region as a freight hub. The GO TO 2040 Plan calls for a more efficient freight network due to the high levels of existing and forecasted future freight congestion.

The GO TO 2040 Plan also notes the trends of the past, including the trends in Will County, which was one of the fastest growing Counties in the U.S. during the past 20 years. The drivers of that growth include the availability of land and the emergence of Will County as one of the largest inland ports in the US.

The Illiana Corridor, which is currently a fiscally unconstrained project in the GO TO 2040 Plan, responds to the critical issue of freight mobility, and supports the ongoing land use changes that are occurring in Will County, as well as Lake County in Indiana.

#### **Purpose**





This document provides supporting information for the Illinois Department of Transportation's (IDOT) April 8, 2013 request to amend the region's fiscally constrained long-range transportation plan, the CMAP GO TO 2040 Comprehensive Regional Plan, to include the Illiana Corridor. Currently, The GO TO 2040 Plan references and supports funding for the Phase I engineering in the fiscally constrained project list, which demonstrates the region's support for



its continued development. However, the construction cost for the Illiana Corridor is in the fiscally unconstrained project list in the GO TO 2040 Plan. The plan states that it “supports initiating Phase 1 engineering for the project in order to narrow the scope to a few feasible alternatives, and recommends that these activities begin as a high priority.”

Due to the accelerated project schedule, IDOT is requesting this plan amendment in the near term, rather than waiting for the quadrennial update of the plan, scheduled for October 2014. As seen in the Illiana Corridor project schedule below, the Tier Two National Environmental Policy Act (NEPA) process is scheduled to conclude in early 2014. In order to receive a federal Record of Decision (ROD) for the Illiana Corridor Tier Two Environmental Impact Statement, the project must be included in the region’s fiscally constrained long-range transportation plan. For this reason, IDOT has requested amending the long-range transportation plan at the October 2013 MPO Policy Committee meeting. In addition, IDOT and the Indiana Department of Transportation (INDOT) have already initiated the supporting analyses and planning activities for a public-private partnership (P3) procurement for the Illiana Corridor. The inclusion of the project in the fiscally constrained long-range transportation plan will also benefit the P3 procurement process by minimizing project risk related to completion of the NEPA process, which is a key component in pricing of a concessionaire’s bid.

**Illiana Corridor Project Schedule**

	2012	2013	2014	2015	2016
Tier 1 NEPA			<b><i>Completed January 2013</i></b>		
Tier 2 NEPA				<b><i>Anticipated March 2014</i></b>	
ROW Acquisition/Utility					
P3 Procurement Process					

Under a best case scenario, which includes a successful P3 procurement, construction of the Illiana facility would begin in 2015 and conclude by 2018, when a new Illiana facility would be open for operation.

IDOT has been coordinating with CMAP staff and has prepared this document to summarize the many ways in which the Illiana Corridor project is consistent with and supports the goals and objectives of the CMAP GO TO 2040 Plan and the CMAP Sustainable Prosperity Needs. The data, coordination, and analysis conducted thus far indicates that the projected market forces, the economic dynamics of the intermodal facilities in Will County, and the national east-west truck freight corridor requires this key investment in a new east-west limited access highway corridor connecting I-55, I-57 and I-65.



## ILLIANA CORRIDOR STUDY DESCRIPTION

The concept of an Illiana Corridor dates back to Daniel Burnham's 1909 Plan of Chicago. Over many decades, there has been a strong local consensus amongst leaders in Will County that a major transportation facility is needed. Previous versions of the Illiana Corridor have been examined in a variety of studies, including its inclusion in prior Chicago Area Transportation Study (CATS) long-range transportation plans (CATS is the predecessor to CMAP). These prior studies have indicated possible benefits from the development of an east-west limited access highway corridor. These benefits have included providing an alternate route for motorists travelling the I-90/94 corridor; relieving traffic on the I-80 Borman/Kingery Expressway and US-30; serving as a bypass for trucks around the congested metropolitan area highways; improving access to one of the largest intermodal freight areas in the U.S.; improving access to the proposed South Suburban Airport (SSA); supporting area economic development; and increased potential for substantial job creation. As traffic volumes on other highways in the region have increased, the associated congestion has resulted in travel delays with substantial economic impacts to commuters and industries that depend on the ability to efficiently move freight within and through the region.

In late 2006, the states of Indiana and Illinois, through their respective Departments of Transportation, initiated further development of the Illiana Corridor, including the preparation of a Freight Corridor proposal for the U.S. Department of Transportation's Corridor of the Future program (co-sponsored by CMAP), and conduct of the *Illiana Expressway Feasibility Study* (study participation by CMAP). *The Illiana Expressway Feasibility Study* concluded that a new transportation facility between I-57 and I-65 would provide congestion relief in the I-80 corridor, improved traffic operations, regional economic benefits, improved freight mobility and improved safety. *The Illiana Expressway Economic Opportunities Analysis* concluded that a new east-west facility between I-55 and I-65 would provide substantial regional benefits.

Both states have passed legislation (the Illinois Expressway Act - Public Act 096-0913 and the Indiana Senate Enrolled Act No. 382) enabling public-private partnerships (P3s) for the Illiana Corridor, allowing a collaborative planning effort for a "new fully access controlled interstate highway connecting Interstate Highway 55 in northeastern Illinois to Interstate Highway 65 in northwestern Indiana, which may be operated as a toll or non-toll facility."<sup>1</sup>

On June 9, 2010, Governors Pat Quinn of Illinois and Mitch Daniels of Indiana signed a Memorandum of Agreement (MOA) for a mutual commitment to the project by both states. In April, 2011, IDOT and INDOT initiated the Illiana Corridor Study as a tiered environmental impact statement (EIS).

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<sup>1</sup> Illinois Public Act 096-913, Public Private Agreements for the Illiana Expressway Act.

## Illiana Corridor Study Tiered EIS Process



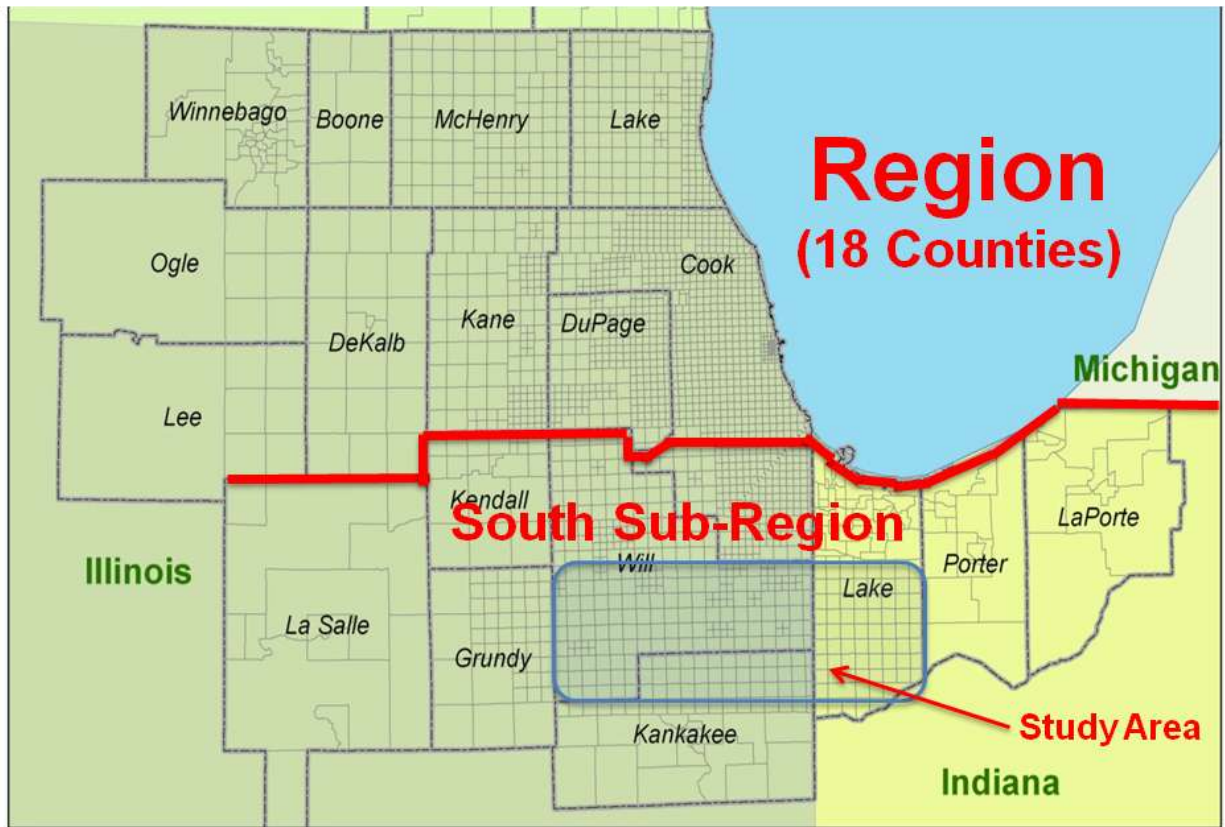
The Illiana Study Area was established in Tier One and includes approximately 950 square miles encompassing portions in Will and Kankakee Counties in Illinois and Lake County in Indiana. The study area is projected to see an increase of approximately 400,000 in population and 200,000 in employment between 2010 and 2040 based on the forecasts prepared for the Illiana Corridor Study. The study area has a roadway network lacking an east-west interstate or continuous multi-lane arterials to handle the growth demands it will confront over the next 30 years.

The area south of Lake Michigan (South Sub-Region), including the Illiana Study Area is also experiencing severe adverse effects resulting from the growing national east-west truck freight corridor that funnels traffic through this area. Based upon the Tier One EIS, much of this traffic travels along I-80 and is merely bypassing the Chicago region between other states and locations. The Illiana Corridor will contribute to relieving these conditions and provide positive effects for the congested South Sub-Region, improve national freight flows, and reduce the physical strain on the Illiana Study Area's local highway network.

In addition, the region has emerged as a prominent national freight intermodal and logistics center. Within the Illiana Study Area, new intermodal freight terminals have recently opened in Will County. Truck traffic originating from or destined to intermodal terminals in Elwood, Joliet, and other large intermodal and truck terminal facilities is weaving across the Illiana study area on state and county roads due to the lack of a quality east-west connections that are designed to serve them. Stakeholder input received during Tier One highlighted the amount of truck



## Study Area and South Sub-Region Location Map



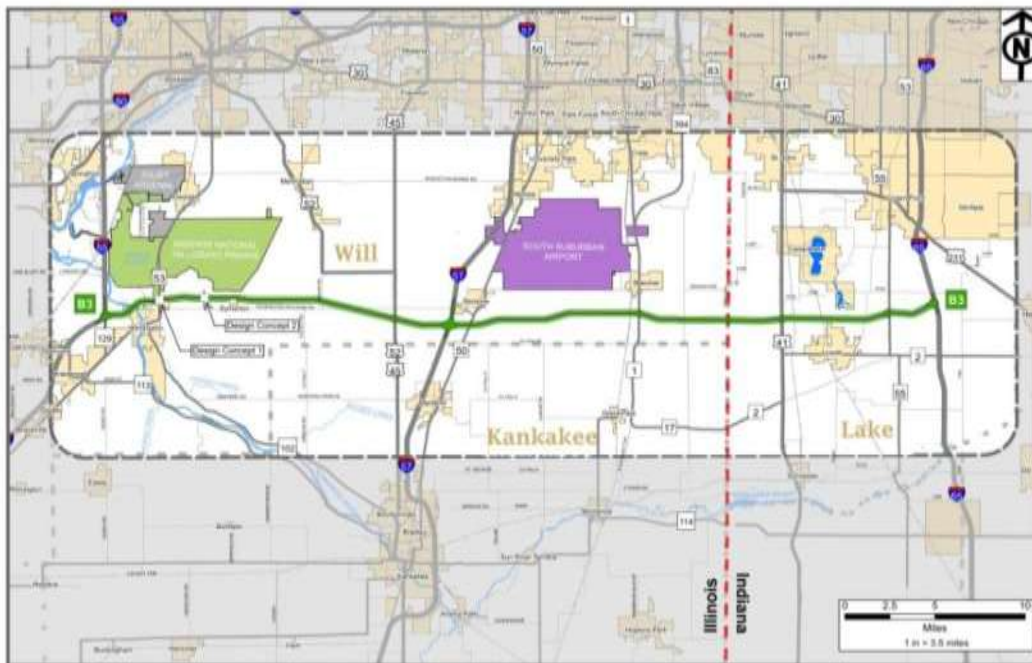
traffic on local roads in the study area. With additional intermodal terminals in construction or planned, this additional truck traffic will further exacerbate traffic conditions on local roads that are not designed to serve longer distance traffic.

A comprehensive public outreach program is being conducted for the project using a Context Sensitive Solutions approach. Tier One included nine Corridor Planning Group meetings, well over 100 one-on-one stakeholder meetings, three rounds of public meetings, formal public hearings, as well as a project website ([IllianaCorridor.org](http://IllianaCorridor.org)) that included an interactive corridor map and a library of all documents and meeting presentation material. Through this outreach, stakeholders were involved in every aspect of the decision making process, including the definition of transportation needs, the project Purpose and Need, alternatives development, and alternatives evaluation, and selection of a preferred alternative.

In January 2013, the Tier One Single Document Final EIS and Record of Decision was issued identifying B3 Corridor as the selected corridor for Tier One. This single document combined Final EIS and ROD was the first to be issued in the country under the new Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21) act environmental streamlining provisions. The B3 Corridor and the No Action Alternative were both advanced into Tier Two of the study. The

selected B3 Corridor is an approximately 2,000 foot wide, 47-mile long east-west oriented corridor with a western terminus of I-55 just north of the City of Wilmington in Illinois and a eastern terminus at I-65 approximately 3 miles north of State Route 2 in Indiana. Corridor B3 is depicted in the figure below.

### Tier One B3 Selected Corridor



The B3 Corridor provides a high speed connection across Indiana and Illinois in the Study Area where no higher-capacity, multi-lane facility exists. The B3 Corridor attracts greater traffic and greater portion of long distance truck trips, due in part to its more direct east-west alignment, which can efficiently serve more long distance traffic. The B3 Corridor also minimizes environmental impacts and is the most financially feasible based upon relatively higher traffic levels and lower construction costs. Since the corridor is farther from I-80/US-30, the diversion from I-80 is mostly long distance through trips taking an alternative route, so there is less of a shift of population and employment from the South Sub-Region as traffic shifts to utilize the capacity that is opened up on I-80 and US-30.

In summary, the Corridor B3 offers many benefits, including:

- Reducing the strain of truck traffic on local roads, improving safety, cutting commuting times and reducing congestion.
- Improving accessibility to one of the largest intermodal freight areas in America and the proposed South Suburban Airport.



- Value of travel time savings in the region up to \$5 billion over a 75 year life.
- Reducing vehicle miles of travel on arterial roads in study area by up to 26 million miles annually.
- Environmentally, it will help by reducing the number of miles traveled and hours and fuel wasted due to cars and trucks caught in traffic.
- Serving as a backbone for local planning of many other land use needs in this area of dynamic growth by connecting communities.
- Stimulating and supporting sustainable features such as open spaces, transit, greenways, recreation, water quality, wildlife, farmland preservation, utilities, etc.
- Providing over \$4 billion of long term, far-reaching economic output.
- Creating almost 9,000 local construction jobs immediately. The creation of almost 25,000 local jobs is projected for the long term.



## QUANTITATIVE AND QUALITATIVE EVALUATION OF THE ILLIANA CORRIDOR

According to the *CMAP Evaluation of IDOT Request to Amend the GO TO 2040 Memorandum* (April 19, 2013), CMAP staff has requested data and information regarding: socioeconomic or land use forecasts, travel demand modeling, environmental evaluation, and financial evaluation from IDOT. This data and information is being provided to CMAP staff. A summary of this data and information, and in some cases differences from what CMAP has used in their GO TO 2040 Plan development is provided below.

### Socioeconomic Forecasts

The Illiana Corridor Study has developed independent market-based population and employment forecasts. The market-based forecasts are required for use in the Illiana Corridor EIS to satisfy the requirements of the National Environmental Policy Act (NEPA) and for project level engineering design and financial analysis.

The Illiana Corridor market-based forecasts were developed consistent with FHWA guidance<sup>2</sup>, and the methodology used for the development of the Illiana Corridor Study market-based population and employment forecasts were approved by CMAP staff in accordance with the *CMAP Forecasting Principles* (April 2011). These market-based forecasts were developed by a subconsultant (The al Chalabi Group) who has 40 years of experience in the development of socioeconomic forecasts for this region for major transportation infrastructure projects, including previous positions at CATS and the Northeastern Illinois Planning Commission (NIPC).

The Illiana Corridor market-based forecasts were developed based on: 2010 Census data, 90 years of historic population and employment data for the region, current and previous CMAP/CATS socioeconomic forecasts, land availability for development, population holding capacity, demographic data and trends (household size, migration patterns, etc.), local land use policies, and independent Woods & Poole economic forecasts for the region. Documentation of the Illiana Corridor Study socioeconomic forecasts can be found in Appendix E of the Tier One Single Document FEIS/ROD.

The Illiana Corridor Study team coordinated with CMAP staff during Tier One, which included the development of the market-based forecasts. The regional population totals for CMAP and the Illiana Corridor study are consistent. More recently, at a February 14, 2013 Illiana Corridor Study coordination meeting between CMAP staff and IDOT, it was agreed that what was needed was to understand the differences between the CMAP GO TO 2040 and the Illiana Corridor Study forecasts, and that the Illiana project did not have to use the CMAP GO TO 2040

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<sup>2</sup> Interim Guidance on the Application of Travel and Land Use Forecasting in NEPA, FHWA, March 2010



forecasts. IDOT has since provided CMAP staff with the detailed 2040 No Build and Build socioeconomic forecasts used in the Illiana Corridor Study, as well as geographic information system (GIS) correspondence files for the Illiana zone system. IDOT again briefed CMAP staff on the Illiana Corridor Study socioeconomic forecasts at a March 15, 2013 coordination meeting on the project.

In contrast, the CMAP GO TO 2040 socioeconomic forecasts were developed as part of the “Preferred Scenario” for the plan. These socioeconomic forecasts assume that policies will be in place and investments will be directed toward existing communities and finding opportunities to encourage new development and redevelopment in communities that are denser and designed for mixed use and transit oriented development.

The CMAP GO TO 2040 socioeconomic forecasts reflect a “policy-based plan (dealing with the investments and high-level choices that shape our region) as opposed to a land use plan (dealing with specific types of development in specific locations).”<sup>3</sup> Policy-based forecasts are designed to re-direct growth to achieve the desired outcome. Thus, these forecasts do not change even with new or improved transportation facilities.

Previous long range transportation plan efforts included meeting with each of the counties and municipalities in the region to understand their anticipated local development. This resulted in bottom-up forecasts combined with regional control totals. These previous population and employment forecasts were adopted by the region. The detailed CMAP GO TO 2040 policy-based population and employment forecasts were not provided to the counties and municipalities for review or endorsement, as they reflect high-level choices consistent with the Preferred Scenario.

The CMAP GO TO 2040 policy-based population and employment forecasts and the Illiana Corridor Study market-based population and employment forecasts were developed for different purposes. IDOT and CMAP have a long history of collaborating on major transportation projects. This includes numerous examples of the use of independent forecasts by IDOT and the Illinois State Toll Highway Authority for major project development. The GO TO 2040 Plan forecasts were not intended for project level use, as they are not a land use plan and are based on policies, rather than a market-based approach. As noted earlier, market-based forecasts are needed to satisfy NEPA requirements, such as a detailed review of direct, secondary and cumulative impacts, as well as supporting engineering design and financial planning

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<sup>3</sup> CMAP GoTo2040 Comprehensive Regional Plan, October 2010, page 26.



## **Travel Demand Modeling**

The Illiana Corridor Study spent considerable effort in developing a travel demand model for this project, as the forecasted traffic for this facility will be key measuring benefits, disclosing impacts and determining the viability of the project as a public-private partnership. The starting point for this effort was the CMAP regional travel demand model. The CMAP regional travel demand model was used to develop the internal (within the CMAP modeling area) auto trip forecasts. It should be emphasized that the socioeconomic inputs to the CMAP travel model were the Illiana Corridor Study market-based forecasts described above, rather than the CMAP GO TO 2040 forecasts.

The majority of the effort was placed in the development of new truck freight models and external auto trips (auto trips with either one or both trip ends outside the CMAP modeling area). The CMAP truck and external auto models available at the time of the development of the Illiana Corridor Study travel demand model were based on older survey data, and were static, which means the truck and external trip patterns were not sensitive to transportation network accessibility changes.

As documented in Appendix D of the Tier One Single Document FEIS/ROD, a national truck model was developed for this study based on FHWA's Freight Analysis Framework (FAF3) 2040 forecasts of national freight movement. An internal truck trip model (for truck trips less than 50 miles in length) was also developed for this project based on the FHWA's Quick Response Freight Model (QRFM) fit to the Chicago region. A model estimating external (long-distance) auto trips was also developed for the project based on the National Household Travel Survey.

### **National Truck Freight Model (Assigned at a County Level)**





These new truck and external auto trip models provide improved estimation of truck freight trips, which is an important component of the traffic using the Illiana Corridor. The Illiana Corridor project team has provided the new truck models to CMAP staff. CMAP staff has also been very supportive of the project team as related to the development of these truck freight models.

In addition, the Illiana Corridor Study implemented revised tolling procedures in the traffic assignment that are more sensitive to the tolling policies being considered for the Illiana Corridor Study.

### **Environmental Evaluation**

The Illiana Corridor Study is following the federal NEPA process in the development of a Tiered EIS. The NEPA process requires the:

- Assessment of the social, economic, and environmental impacts of a proposed action or project
- Analysis of a range of reasonable alternatives to the proposed project, based on the applicants defined purpose and need for the project
- Consideration of appropriate impact mitigation: avoidance, minimization and compensation
- Interagency participation: coordination and consultation
- Public involvement including opportunities to participate and comment
- Documentation and disclosure

The Illiana Corridor Tier One Single Document FEIS/ROD documents the above as related to the selection of the 2000' wide B3 Corridor. It includes the evaluation, at a conceptual level of detail, of:

- Social and economic impacts (population and housing characteristics, economic impacts, neighborhood and community, environmental justice, public facilities, relocations, businesses to remain, local planning, transportation facilities)
- Agricultural (impacts and measures to minimize impacts)
- Cultural resources (Section 106, cultural features, archaeological resources, historic resources, area of potential effect)
- Air quality (relevant air pollutants for analysis, standards, compliance with standards, monitored air quality levels, potential project impacts and analysis to be conducted)
- Noise (criteria, methodology, potential sensitive land uses, construction noise, traffic



noise and abatement measures)

- Energy
- Natural resources (upland communities, wildlife resources, threatened and endangered species)
- Water resources and aquatic habitats (existing conditions, methodology, impacts, mitigation)
- Groundwater Resources (existing conditions, methodology, well head protection zones, groundwater quality, seeps, karst topography, mitigation)
- Floodplains (existing conditions, methodology, impacts, mitigation)
- Wetlands (existing conditions, methodology, impacts, mitigation)
- Special/Hazardous Waste (affected environment, methodology, site involvement, mitigation)
- Section 4(f) properties/parks and recreation (applicability, Section 4(f) properties, methodology, potential impacts)
- Special lands (existing conditions, methodology, impacts, mitigation)
- Permits and Certifications
- Mineral and geologic resources (existing conditions, methodology, impacts, mitigation)
- Visual resources (existing conditions, methodology, impacts mitigation)
- Indirect and cumulative impacts (methodology, scoping, geographic limits, temporal limits, environmental protection and land use control laws, ordinances, programs, study area trends, impact assessment, cumulative impacts, cause and effect relationships, mitigation)
- Construction impacts (transportation, water resources, air quality, construction noise, solid waste, utility services, energy)
- Relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity
- Irreversible and irretrievable commitment of resources

The environmental resource GIS databases used in Tier One (those not restricted by project confidentiality agreements) were provided to CMAP staff.

For the Tier Two EIS, more detailed environmental analysis will be performed based on field surveys currently being conducted.

It should also be mentioned that the Illiana Corridor Tiered EIS is being closely coordinated with federal and state resource agencies, including the U.S. Army Corps of Engineers, U.S. Environmental Protection Agency, U.S. Fish & Wildlife, U.S. Coast Guard, U.S. Department of Agriculture, U.S. Forest Service, U.S. Energy Information Administration, U.S. Geological Survey,





Illinois Environmental Protection Agency, Illinois Historic Preservation Agency, Illinois Department of Natural Resources, Illinois Department of Agriculture, Illinois Natural History Survey, Illinois State Archaeological Survey, and other local agencies.

### **Financial Evaluation**

IDOT and INDOT are currently evaluating potential funding and financing strategies for implementing the Illiana Corridor. As part of this financial analysis, public-private partnerships (P3s) are being studied as a potential mechanism for use in this project given the passage of legislation in both states authorizing the use of P3 for the Illiana Corridor. One form of P3 being examined is design-build-finance-operate-maintain (DBFOM), where responsibilities for designing, building, financing, operating, and maintaining are bundled together and transferred to private sector partners.

There are a wide a variety of DBFOM agreements, especially in the degree to which financial responsibilities and risks are actually transferred to the private sector. However, all DBFOM projects are partly financed by debt leveraging revenue streams (usually tolls) dedicated to the project. Future revenues are leveraged to issue bonds or other debt that provide funds for capital and project development costs. Toll revenues are often supplemented by public sector subsidies in the form of upfront construction payments, right-of-way acquisition, or through payments made to the concessionaire during the operating period based on availability and overall performance of the facility (availability payments).

In addition, other financing strategies, such as the federal Transportation Infrastructure Finance and Innovation Act (TIFIA) program are being evaluated. The TIFIA program was created because state and local governments that were trying to finance large-scale transportation projects with tolls and other forms of user-backed revenue often had difficulty obtaining financing at reasonable rates due to the uncertainties associated with these revenue streams.

TIFIA provides Federal credit assistance in the form of direct loans, loan guarantees, and standby lines of credit to finance surface transportation projects of national and regional significance. TIFIA credit assistance provides improved access to capital markets, flexible repayment terms, and potentially more favorable interest rates than can be found in private capital markets for similar instruments. TIFIA can help advance qualified, large-scale projects that otherwise might be delayed or deferred because of size, complexity, or uncertainty over the timing of revenues. With the passage of MAP-21 in July 2012, the TIFIA program was greatly increased the lending capacity from approximately \$1 billion per year to \$10 billion per year, and increased the TIFIA participation from 33% of project costs to 49% of project costs. The Illiana Corridor Study intends to submit a TIFIA program Letter of Interest (LOI) in the upcoming months.

The Illiana Corridor Tier One EIS estimated the total construction cost (including land



acquisition, and engineering costs) at \$1.3 billion in year of expenditure (YOE) dollars assuming a 2018 completion. Given the bi-state nature of the project, the State of Illinois share of the construction cost would be three-quarters of that amount. A financial plan is being prepared that will include refinement of the Illiana Corridor's cost estimate and a recommended funding strategy that will show how there will be sufficient financial resources available to implement and complete the project.

IDOT intends on providing more financial information to CMAP as the financial plan analysis progresses. It should be noted that due to the potential for a P3 procurement for the project, some financial information will need to remain confidential in order not to jeopardize a P3 procurement and to ensure competition and innovation among the potential concessionaires.



## 2040 SUSTAINABLE PROSPERITY GOAL

The CMAP GO TO 2040 Comprehensive Regional Plan seeks to maintain and strengthen the region's position as one of the nation's few global economic centers. The 2040 Plan outlines prosperity as being driven largely by a combination of infrastructure, overall business environment, workforce, and amenities. To remain an attractive place for workers and businesses, CMAP set out six regional needs:

- Global connections that link northeast Illinois to international trade and information networks, providing economic opportunities and a broad range of jobs.

Freight movement is one of the region's key industries. Freight hubs are essential to the region's position in the business logistics system. The region is a national freight crossroads, bearing goods traffic from all directions. Over half of the truck miles traveled in Illinois begin and end somewhere else (i.e. through traffic). Our position as a transportation hub provides value-added service.

The virtue of a transportation hub is that it consolidates fragmented activity to achieve volume economies. Once this is done, the number of markets that can be connected efficiently and the quality of the service to them rises dramatically. Through traffic is one key element for a successful hub. Businesses surrounding the hub have far better freight options and performance than would otherwise be possible because of the through traffic. This greater freight service also attracts businesses, as well as aiding them to compete. Facilitated by its status as a huge metropolitan market, Chicago became one of the three main centers of inland distribution for the United States because of its excellent and robust transportation network. These factors have helped make Illinois and Indiana industry integral to global systems of trade despite being in the interior of the continent.

The Illiana Corridor adds to our region's robust freight network, providing a new east-west 47-mile long connecting three interstates (I-55, I-57, and I-65) and serving one of the largest inland intermodal facility concentrations in the country. The improved mobility and accessibility will enhance the region's standing as the nation's crossroads, rather than a bottleneck.

- A robust, diverse business community, skilled labor force, and excellent higher education system.

IDOT strongly supports a diverse, skilled labor force. It is a cornerstone of IDOT's interest in human capital development that opportunity is extended to all. The Illiana Corridor will support the region's labor force and economic development during and after its construction. Based on the economic analysis performed in the Tier One EIS,



the short-term (2013 – 2018) economic benefits of a tolled B3 Corridor include an additional 9,124 short-term jobs (in job years). In the long-term (2018 – 2048), 28,200 jobs (in job years) are expected to be generated due to the additional travel time savings provided by Corridor B3. Of these totals, Illinois can expect the creation of 6,840 short-term jobs and 21,160 long-term jobs.

In terms of improved job access, Corridor B3 will result in an increase of 18,000 more jobs that would be accessible within 30 minutes from the study area in 2040 when compared to the No Action Alternative.

In addition, IDOT has implemented the Highway Construction Career Training Program (HCCTP) which is open to women, minorities, and the disadvantaged. This program provides classroom and hands-on training in highway construction-related fields, so trainees are prepared to enter into union construction apprenticeships or to go to work for prime contractors. This program may provide increased opportunity for its graduates in the construction of the Illiana.

- Modern, well-maintained infrastructure, including transportation, energy, telecommunications, and water.

The region's competitive advantage is closely tied to the historic roles played as commercial and transportation hubs in the development of the nation. The State highway system is the backbone network that enables the quick and efficient movement of goods and products to and from markets. The Illiana Corridor will improve the region's infrastructure by providing improved a new regional east-west highway facility in the growing southern portion of the region. The Illiana Corridor will result in national and regional truck freight benefits. The Tier One EIS found that the B3 Corridor would reduce truck hours of travel by up to 12,000 hours per day in 2040 in the area south of Lake Michigan (South Sub-Region). Truck freight operational efficiencies and reduced energy inefficiencies will be gained due to saved time and quicker turn-around of truck shipments.

The Illiana Corridor also offers multi-use corridor opportunities. This includes the potential for new utilities, trails, and green connections.

- A healthy environment with ample open space and parks for recreation.

The Illiana Corridor Study is utilizing context sensitive design concepts, which include native plantings, wildlife crossings, open lands and waterway crossings, potential multimodal trails and green connections, and aesthetic local view sheds. To attain these design benefits, the Illiana design team met and consulted with the Corridor Planning Group (CPG) and Technical Task Force (TTF), which consists of counties, municipalities,



the metropolitan planning organizations (CMAP, the Kankakee Area Transportation Study, and the Northwestern Indiana Regional Planning Commission), resource agencies, and groups such as the Midewin National Tallgrass Prairie, members of the Route 66 National Byway, the Will County Forest Preserve, and the Lake County Planning Commission, among others. These discussions have resulted in feedback for a well designed, context sensitive highway that will provide both natural and aesthetic benefits when constructed.

In addition, IDOT and INDOT have committed to using sustainable design practices in development of the Illiana Corridor. This will include roadway alignments that mimic existing grades where possible, cuts and fills shaped to match slopes of existing landscape, and best management practices for stormwater, including the use of bio-swales and detention area that have a natural shape and cross section along the perimeter to promote vegetation establishment. The project has also committed to using FHWA's INVEST sustainability tool through the various phases of the project to promote sustainable design and construction practices.

As part of Tier Two, the Land Use TTF has begun establishing a multi-jurisdictional plan to coordinate land use and community plans both along the B3 Corridor and within the corridor's communities. Based on feedback to date, environmental protection and opportunities, economic development, and smart growth are recurring themes for land use planning for the area. Stimulating and supporting sustainable features such as open spaces, transit, greenways, recreation, water quality, wildlife crossings, farmland preservation, utilities, etc. are being discussed.

- Active institutions for arts and culture, along with other amenities for a high overall quality of life.

The Illiana Corridor will result in both short and long-term increases in state and local tax revenues. A nearly \$40 million increase in short-term (2013 - 2018 cumulative) state and local tax revenues, and a \$270 million increase in long-term (2018 - 2048 cumulative) state and local tax revenues are projected. These increased tax revenues can be used in improve the communities' overall quality of life.

The Illiana Land Use TTF is also serving as an initial backbone for local planning of land use needs in this area of dynamic growth to ensure the overall quality of life is maintained and enhanced.

- Government that is transparent and highly accountable.

For the two-tiered EIS, IDOT and INDOT have established a transparent, professional, and comprehensive process that includes early and ongoing outreach to stakeholders, including federal, state and local agencies and officials, organizations, land owners,



businesses, trucking associations, farm bureaus, and the general public. Stakeholders have participated in every major aspect of the study, needs, alternatives development and alternatives evaluation.

During Tier One, the CSS process included 9 Corridor Planning Group meetings, over 100 one-on-one stakeholder meetings, 3 rounds of public meetings, and formal public hearings, as well as a project website ([IllianaCorridor.org](http://IllianaCorridor.org)) that included an interactive corridor map and a library of all documents and meeting presentation material. Tier Two, begun in January 2013, has included 5 landowner meetings (850 persons attending), a first round of public meetings, a CPG meeting, a Land Use TTF meeting, and 45 one-on-one stakeholder meetings to date, and stakeholders will continue to participate in every aspect of Tier Two.



## **CMAP KEY PRINCIPLES AND GOALS: THE ROLE OF THE ILLIANA CORRIDOR**

The GO TO 2040 Plan has four key principles and twelve high-priority recommendations to guide planning over the next 30 years. Each recommendation is linked to one of the key principles and represents a critically important strategy for achieving clear and measurable outcomes. The four principles and their related recommendations are:

**Regional Mobility** – Address vitality of our region’s transportation system, which is crucial for economic prosperity and overall quality of life.

**Livable Communities** – Address diverse factors that together shape the qualities of life that attract people to particular communities.

**Human Capital** – Address factors that determine whether our region’s economy will thrive due to the availability of skilled workers and a climate in which business creativity can flourish.

**Efficient Governance** – Address the need for increased effectiveness of governments in the region and beyond, which is important to meet residents’ needs regarding accountability and transparency.

As a major transportation infrastructure improvement, the Illiana Corridor will primarily support the Goals, Principles and Recommendations of the CMAP Plan by providing improved regional (and local) mobility, more efficient truck freight movement, and enhancing the region’s quality of life. In less direct ways, the construction of the Illiana Corridor will support human capital development and will be a product of efficient governance. The consistency and support for these four key principles by the Illiana Corridor are summarized below.

- **Regional Mobility**

- ❖ **Invest Strategically in Transportation**

The concept of an Illiana Corridor providing a major east-west connector in the far south portions of the northeast Illinois/northwest Indiana region goes back to the early 1900s. It has since been studied in a number of forms over the last 40 years. These studies have shown benefits that include:

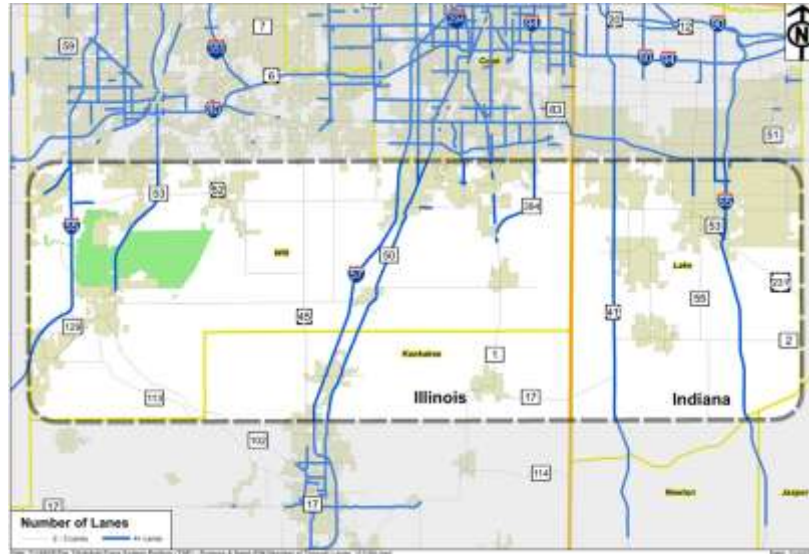
- Providing an alternate route for motorists travelling on the heavily trafficked I-80 Borman Corridor;
    - Serving as a bypass for trucks around the congested metropolitan area highways;

- Improving access to one of the largest intermodal freight areas in the US;
- Improving access to the proposed South Suburban Airport;
- Supporting economic development in the area south of Lake Michigan (South Sub-Region); and
- Aiding substantial job creation.

As traffic volumes on other highways in the area south of Lake Michigan (South Sub-Region) have increased, the associated congestion has resulted in travel delays as documented in the Illiana Corridor Study *Transportation System Performance Report*. These congestion delays result in economic impacts to industries that depend on the ability to efficiently move freight within and through the region, and to commuters who spend more time in traffic as they drive to their jobs in the region.

The existing roadway network in the Study Area does not include any east-west multi-lane roads, as shown in the figure below. This lack of higher roadway functional classification, multi-lane east-west roads in the Study Area result in longer distance trips using the two-lane roads that are designed primarily to provide local access.

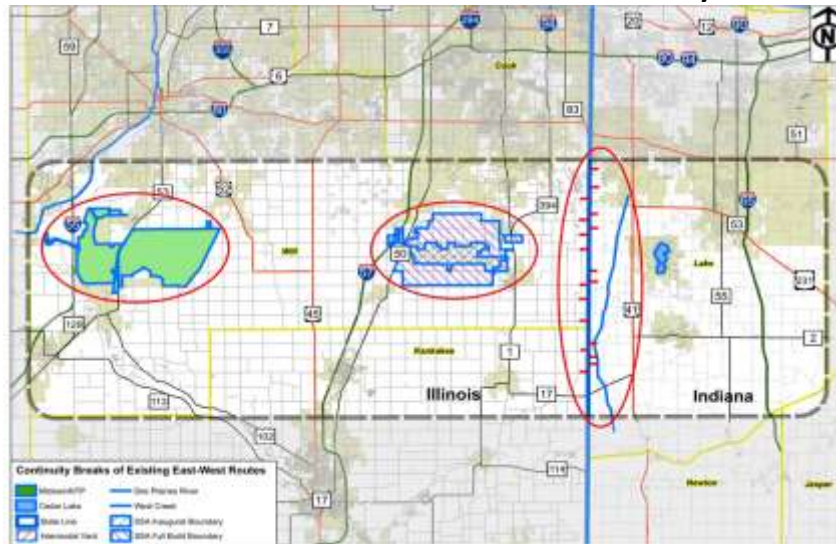
**Lack of Multi-Lane East-West Roads in the Study Area**



The existing roadway network in the Study Area lacks continuous east-west roads, due to the Midewin National Tallgrass Prairie, the proposed South Suburban Airport footprint, and the lack of continuous roads at the border between Illinois and Indiana and across West Creek, as shown in the figure below. This results in limited east-west travel options across the Study Area.



### Lack of Continuous East-West Roads in the Study Area



Even if the Illiana Corridor is never built, the three counties that would be directly served by the Illiana Corridor are expected to grow by 66% in population between 2010 and 2040 based on Illiana Corridor Study forecasts, as shown in the table below.

#### 2010 – 2040 No Build Population Growth

County	2010	2040	2010-2040 Change
Will County, IL	677,560	1,366,000	+102.0%
Kankakee County, IL	113,449	150,000	+32%
Lake County, IN	496,005	625,000	+26%
<b>Total</b>	<b>1,287,014</b>	<b>2,141,000</b>	<b>+66%</b>

Source: U.S. Census Bureau, Illiana Corridor Study

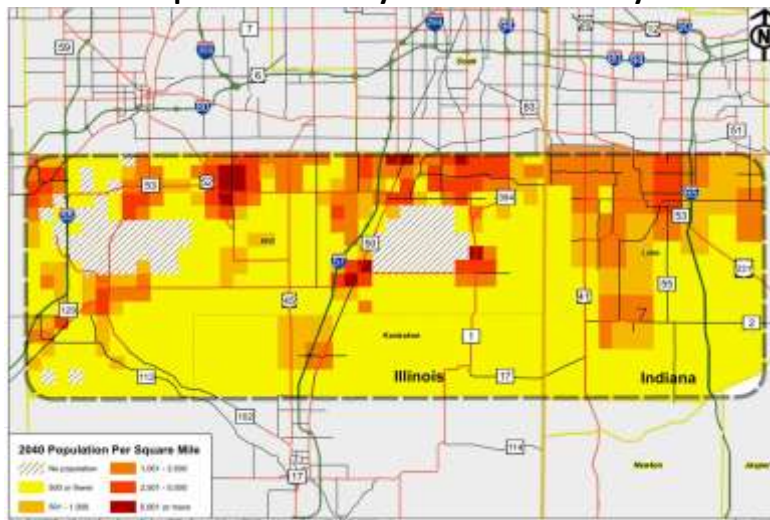
The Illiana Study Area population is expected to grow by 176% between 2010 and 2040 based on Illiana Corridor Study forecasts, as shown in the table below. The projected 2040 population density in the Study Area is shown in the figure below.

#### 2010 – 2040 Illiana Study Area No Build Population Growth

Area	2010	2040	2010-2040 Change
Illiana Study Area	233,400	644,600	+176%

Source: U.S. Census Bureau, Illiana Corridor Study

### 2040 Population Density in the Illiana Study Area



The Illiana Corridor is improving mobility by serving the longer distance trips that previously used the Study Area arterial roadway network and congested regional east-west facilities, such as I-80. The net result is reduced congestion and improved travel times.

For the area south of Lake Michigan (South Sub-Region), an estimated 7 million vehicle hours of travel would be saved annually in 2040 by implementing the Illiana Corridor under a no toll scenario, with an estimated 3 to 6 million vehicle hours of travel saved under a tolled scenario.

The Illiana Corridor would also result in increased accessibility to jobs, because of the improved regional and local mobility provided by the facility. The Tier One EIS found that 18,000 more jobs (jobs expected in 2040) would be accessible with 30 minutes of the study area in 2040.

At the local level, congestion would be reduced with vehicle miles of travel on arterial streets in the Study Area reduced by over 38 million vehicle miles annually in 2040 by implementing the Illiana Corridor under a no toll scenario, with an estimated 26 million reduction in vehicle miles of travel on arterials under a tolled scenario.

The GO TO 2040 Plans says that “infrastructure investment yields economic returns via short-term job creation, but also via long-term economic productivity, largely by reducing the costs of congestion and making the region more attractive to businesses and residents.” The implementation of the Illiana Corridor would have both short and long-term economic benefits. Short-term economic benefits of implementing the Illiana Corridor include an additional 9,000 construction jobs (in job years) and an additional \$1.4 billion in short-term construction economic output. Economic output represents the productivity of the region measured by the value of goods and services produced.

In the long-term, between 34,000 and 28,000 jobs (in job years under no toll and tolled



scenarios) are expected to be generated due to the additional travel time savings provided by the Illiana Corridor. The additional long-term economic output resulting from implementation of the Illiana Corridor is estimated to be between \$4.7 and \$3.9 billion (under no toll and tolled scenarios). The long-term is defined as a 30-year period between 2018 and 2048.

In addition, other economic benefits would result from implementing the Illiana Corridor, including state and local tax revenues, and auto operating cost savings.

The GO TO 2040 Plan states that “a safe and adequate system are of paramount importance to all transportation implementers.” The Illiana Corridor is expected to improve safety by shifting longer distance traffic currently using the arterial system to the Illiana Corridor, which is a limited access facility. Arterial roads typically have approximately four times higher crash rates than limited access roadways.

The Illiana Corridor is expected to improve regional air quality by reducing congestion and improving travel speeds. As overall regional travel speeds increase, volatile organic compounds (VOC), which are the pre-cursors for ozone, decrease.

The proposed use of tolling and public-private partnerships (P3s) as a funding mechanism for the Illiana project. This is consistent with the GO TO 2040 Plan in that “making users assume more of the costs of their infrastructure use,” and that innovative financing strategies, including P3s should be pursued, noting that “in many cases P3s have demonstrated significant cost savings and enabling them would add needed flexibility to the way transportation projects are designed, constructed, financed, operated, and maintained.”

#### ❖ **Increase Commitment to Public Transit**

The development of the Illiana B3 Corridor has taken into consideration possible multi-use purposes for the right of way. This could include trails, utilities, and green connections. Current and future densities in the Illiana Corridor are not expected to support fixed guideway transit (rail transit). However, the Illiana Corridor would provide opportunities for use by public transit buses and intercity buses. These possibilities would include the use of the corridor to provide direct transit linkages between home and work sites located in Beecher, Peotone, Symerton and Wilmington. In addition, the corridor can be used to provide access to existing radial commuter rail lines located to the north of the corridor, as well as to potential extensions, such as the proposed rail service to the proposed South Suburban Airport and on to the Kankakee area.

#### ❖ **Create a More Efficient Freight Network**

The Chicago region’s competitive advantages are closely tied to its historic roles as commercial and transportation hubs in the development of the nation. The GO TO 2040 Plan says that the







One of the major benefits of the Illiana Corridor is significant use for truck freight. The 2040 traffic projections for the Illiana Corridor show over 40,000 vehicles per day using the Illiana Corridor (assuming a free facility with no toll charge), of which over half of the vehicles would be trucks. Approximately three-quarters of the truck trips are expected to have at least one trip end outside of the Region. The GO TO 2040 Plan supports dedicated and managed truckways or truck lanes, and cites the proposed Illiana project as an example. Although the Illiana project is not expected to have dedicated truck lanes, this multimodal facility is expected to have half of its use by trucks.

If the Illiana Corridor were a tolled facility, there would be a reduction in forecasted traffic depending on the toll rates and policies used. However, it is expected that between 30% and 60% of the forecasted traffic would continue to use the Illiana Corridor if it is tolled.

As a result, the Illiana Corridor provides savings of up to 12,000 daily truck hours of travel in 2040 for a no toll scenario (or between 5,000 and 11,000 daily truck hours of travel for a range of tolled scenarios) for the area located south of Lake Michigan (South Sub-Region). This results from higher average speeds for truck trips and diversion of longer distance truck trips from local roads to higher type facilities, such as the Illiana Corridor. From an economic perspective, with truck travel time valued at \$29 per vehicle hour over a 75 year life results in up to \$9 billion in travel time savings.

The GO TO 2040 Plan states that “to keep metropolitan commerce moving and to ensure regional prosperity, the freight system might need to work under any number of future scenarios and a proactive approach to reducing congestion.” “By proactively planning for resiliency in the freight system, the region can substantially benefit by making the region “ready-to-go” for economic development opportunities that require global access or a central location for Midwest and national markets.”

## • **LIVABLE COMMUNITIES**

### ❖ **Achieve Greater Livability through Land Use and Housing**

The Illiana Corridor will prove to be a strong foundation for community livability along the B3 Corridor. The municipalities along and near the corridor are long established communities that were incorporated in the late 1800s. It will provide a long needed east-west limited access facility that will improve mobility for all residents along the corridor as well as ease regional congestion and improve regional mobility. In particular, it will reduce truck traffic on local roads in the area, which has been a resounding complaint of residents in the area. The B3 Corridor also provides improved access to open natural areas like the Midewin National Tall Grass Prairie and recreational amenities, such as Cedar Lake in Indiana. Potential multi-use



benefits of the corridor will include connecting existing trails to improve trail system connectivity.

Beyond these benefits, IDOT and INDOT have made strong commitments to design and implement the project following sustainability practices to ensure a vibrant environmental and thoughtfully planned corridor. To this end, the engineering approach to the corridor has utilized context sensitive design practices, while county and community officials have initiated steps to establish a multi-jurisdictional plan to coordinate land use and community plans both along the corridor and within the corridor's communities.

As part of Tier Two, the Land Use TTF has initiated the development of a multi-jurisdictional plan to coordinate land use and community plans both along the B3 Corridor and within the corridor's communities. Based on feedback to date, environmental protection and opportunities, economic development, and smart growth are recurring themes for land use planning for the area. The GO TO 2040 Plan "strongly supports coordination between communities" as the often the best way to address planning issues. The plan also encourages counties to take a strong and significant role to lead and create collaborative groups. The Illiana project is ensuring collaborative land use planning through its Land Use TTF.

- ❖ **Manage and Conserve Water and Energy Resources**
- ❖ **Expand and Improve Parks and Open Space**

An instrumental guide to development of the Illiana Corridor has been the utilization of context sensitive design concepts that marries engineering needs with the physical environment. Design concepts that avoid disruption to natural areas or blend the silhouette of the highway into the landscape to reduce visual discontinuity are being incorporated, where possible, to make the expressway less intrusive to both nature and the traveler experience. Opportunities for context sensitive design concepts at points of connection between the roadway and natural areas, such as waterways, forest preserves and natural open spaces, including the Midewin National Tallgrass Prairie, are also being identified. In addition, the corridor plan looks at the linkage of human activities that intersect with the corridor on trails and at recreational areas.

The Illiana Corridor Study also commits to developing a sustainable transportation solution, as documented in the Purpose Statement in the Purpose and Need Statement in the EIS. In addition, IDOT and INDOT have committed to using sustainable design practices in development of the Illiana Corridor. This will include roadway alignments that mimic existing grades where possible, cuts and fills shaped to match slopes of existing landscape, and best management practices for stormwater, including the use of bio-swales and detention areas that have a natural shape and cross section along the perimeter to promote vegetation establishment. This is consistent with the GO TO 2040 Plan that recommends that "all governmental bodies that undertake construction activities should implement policies that



require the use of site-appropriate green infrastructure practices for stormwater management. The project has also committed to using FHWA's INVEST sustainability tool through the various phases of the project to promote sustainable design and construction practices.

The Illiana Land Use TTF is also serving as an initial backbone for local planning of land use needs in this area of dynamic growth to ensure the overall quality of life is maintained and enhanced. Stimulating and supporting sustainable features such as open spaces, transit, greenways, recreation, water quality, wildlife crossings, farmland preservation, utilities, etc. are being discussed.

#### ❖ **Promote Sustainable Local Food**

The Illiana B3 Corridor can improve farm-to-market access for Will County farmers by providing a high-speed east-west route through Will County, and reducing traffic congestion on local roads.

### • **HUMAN CAPITAL**

#### ❖ **Improve Education and Workforce Development**

#### ❖ **Support Economic Innovation**

The benefits to the Human Capital goals of the region are broad. The construction of the Illiana will help spur growth within the region along the I-80 Corridor and in northern Will County. These benefits can be summarized as:

- Expanding employment opportunities outlined in CMAP's Sustainable Prosperity goal,
- Increasing short-term and long-term employment opportunities in the region,
- Increasing the number of jobs accessible to home locations.

A key component of all these benefits is the strategic nature of the investment to support logistic operations in the region. Logistics is identified as a core "cluster" industry for northeast Illinois in the GO TO 2040 Plan. As one of the driving economic forces in the metropolitan area, both historically and in the future, logistics activities centered at the crossroads of I-55 and I-80 will provide a powerful job creating force for all residents.

The Illiana study area also includes Governors State University in University Park, which is becoming a four-year university beginning with the freshmen class of 2014-2015. The Illiana Corridor will increase accessibility to this and other educational institutions in the area.



In addition, IDOT has a number of human capital program initiatives, including a Highway Construction Careers Training program, an Engineerin Technician Training Program, and the Diversity in Engineering Scholarship Program, along with collaboration with educational institutions, workforce boards, and industry and labor representatives that may provide new opportunities for training and developing skills when the construction of the Illiana begins. The GO TO 2040 Plan supports these types of workforce development programs

- **EFFICIENT GOVERNANCE**

- ❖ **Reform State and Local Tax Policy – No Impact**
- ❖ **Improve Access to Information – No Impact**
- ❖ **Pursue Coordinated Investments**

In the CMAP region, Will County has initiated a partnering with Beecher, Manhattan, Peotone, Symerton, and Wilmington to establish a corridor planning team to coordinate land use and community planning activities in the corridor. In April 2013, a series of land use coordination meetings began. These meetings included outreach to all members of the Illiana Corridor Planning Group (CPG) as well as focused contacts with all communities responsible for land use planning within the Illiana B3 corridor. The purpose of these meetings is to identify a wide variety of land development concepts and to identify potential best practice strategies that the land use authorities can utilize to develop, protect and improve the corridor and their individual communities.

As part of this coordination with impacted communities and interest groups, various interchange options at IL 53 are being studied. Local officials and Route 53 Study participants have expressed concern about visual impacts of the Illiana Corridor on the historic qualities of the US 66 National Byway. Industrial development potential is also being considered in the IL 53 interchange assessment. The options range from no interchange, an interchange at IL 53, and an off-set IL 53 interchange options located to the east of IL 53.

As noted in the CMAP GO TO 2040 Plan, one size does not fit all. Along this corridor, there is interest in economic development, natural resource protection, sustainability tactics and smart growth concepts for community development. The corridor is not homogeneous in their aspirations and their settings. From East to West, Illinois communities include:

- Beecher
- Peotone
- Manhattan
- Symerton
- Wilmington





The Illiana Corridor is generally located at the edge of development in the region. The Tier One EIS documented the extreme difficulty in locating such a facility closer in, because much of the land is already developed and the displacements and environmental impacts would be substantial.

With the location of the Illiana Corridor at the edge of development in the region, it could be used in part as an easily understood boundary for development for the region. Within the Illiana Corridor, CMAP and NIRPC together with the local jurisdictions could help synchronize development so that it is contiguous and is supported by the necessary roads, sewers, and other infrastructure. The Illiana Corridor can be used to develop a balanced approach that encourages and directs development to areas that promote efficiency and accessibility to jobs and other destinations, and at the same time provide opportunities for green infrastructure.

The Tier Two portion of the Illiana EIS has been built on the concepts of coordinated, cooperative and comprehensive planning that were established in Tier One. IDOT and INDOT have directed a massive planning and coordination effort that has outreached and nurtured coordinated planning with federal, state and local government agencies, with special interest groups representing environmental and economic issues, with landowners and with the general public.

Existing regional, county and local community plans have been assembled and are being considered when selecting the best corridor alignment during Tier Two work. A series of land use and context sensitive design meetings have been undertaken to ensure all development and corridor design alternatives are put forward for consideration. Specific, context sensitive design discussions have occurred with the Midewin National Tallgrass Prairie staff as well as supporters of the Route 66 Historic Byway.



## GO TO 2040 PROJECT EVALUATION ANALYSIS

In the GO TO 2040 Plan, the Illiana Expressway was described as “ranging from 4 to 6 lanes, from I-55 south of Joliet extending east into Indiana to I-65. The corridor length was estimated at 56 miles. Intermediate interchanges were planned at: IL 53, US 52, US 45, I-57, South Suburban Airport, IL 1/IL 394, and US 41.”<sup>4</sup>

More recently, the Illiana Corridor Study Tier One FEIS identified the selected B3 corridor as a four-lane expressway facility running west from I-55 near Wilmington and extending east to I-65 in Indiana. The total corridor length is 47 miles, of which 35 miles is in the State of Illinois. Intermediate interchanges are proposed at IL 53, US 45/52, I-57, IL 1, US 41, and SR 55. Potential future interchanges at South Cedar Road, IL 50 and South Ashland Avenue/IL 394 extended are also being considered.

The CMAP GO TO 2040 project evaluation is shown below.

### CMAP GO TO 2040 Major Capital Projects: Illiana Expressway Project Evaluation<sup>2</sup>

Evaluation measure	Specific calculation	Baseline	Project outcome (change from baseline)
Long-term economic development	Jobs in region	5,924,196	3,900
	Total income in region	\$412,724,000,000	\$199,000,000
	Gross Regional Product	\$626,828,000,000	\$291,000,000
Congestion	Average Speed	n/a	50
	Hours of congestion systemwide	3,536,881	4,000
Work Trip Commute Time	Average travel time in minutes, auto	33.84	0.00
	Average travel time in minutes, transit	58.36	-0.08
Mode share	Total trips, auto	29,222,026	11,000
	Total trips, transit	3,306,482	-9,000
Jobs-housing access	Average number of jobs accessible within 45 minutes by auto	831,680	2,300
	Average number of jobs accessible within 75 minutes by transit	1,268,062	0
Air quality	Daily emissions of VOC, tons	63,554	-0.080
	Daily emissions of NOX, tons	50,937	0.150
	Annual emissions of direct PM, tons	1,020.4	3.0
	Annual emissions of NOX, tons	20,187	69
Energy use	Annual emissions of CO2 equivalents, metric tons	40,710,832	14,000
Natural resource preservation	Number of impacted subzones in unprotected natural areas	n/a	467
	...as % of total impacted subzones	n/a	19%
Infill and reinvestment	Number of impacted subzones within municipal boundaries	n/a	1,050
	...as % of total impacted subzones	n/a	44%
Peak period utilization	One-Way Traffic Volumes	n/a	4,300
	Peak Period One-Way Capacity	n/a	8,000
Facility condition	CRS score (applies to highways only)	n/a	n/a

\*\* Results in cells that are shaded are very small changes in relation to the baseline, and are essentially not distinguishable from zero. We cannot be sure that these results are caused by the project rather than modeling “noise” that occurs whenever the modeling network is modified. In other words, these results are not significant.

<sup>4</sup> CMAP GO TO 2040 Major Capital Projects, Originally drafted February 2010; updated October 2010, page 94.



The following sections summarize the Illiana B3 Corridor performance for these evaluation measures based on the results of the Illiana Corridor Study regional travel model and economic analysis from the Tier One EIS. The Tier One FEIS Appendix D documents the Illiana Corridor Study travel forecasting model, and Appendix E documents the market-based population and employment forecasts used as input to the travel forecasting model. The methodology used for the development of the Illiana Corridor Study market-based population and employment forecasts were approved by CMAP. The market-based forecasts were required for use in Illiana Corridor EIS to be consistent with FHWA guidance, and to provide the basis for both engineering design and financial analyses that require forecasts that reflect trends and market realities, are comparable to independent forecasts, and appear reasonable and achievable.

The CMAP GO TO 2040 population and employment forecasts were not used for the Illiana Corridor Study, as they reflect a “policy-based plan (dealing with the investments and high-level choices that shape our region) as opposed to a land use plan (dealing with specific types of development in specific locations).”<sup>5</sup>

- **Long Term Economic Development**

Based on the economic analysis performed for the Illiana Corridor Tier One FEIS<sup>6</sup>, the short-term (2013 – 2018) economic benefits of a tolled B3 Corridor include an additional 9,100 short-term jobs (in job years). In the long-term (2018 – 2048), 28,218 jobs (in job years) are expected to be generated due to the additional travel time savings provided by Corridor B3. Of these totals, Illinois can expect the creation of 6,840 short-term jobs and 21,200 long-term jobs (based on a 75-25 percent split between Illinois and Indiana).

Based on the Tier One FEIS, economic output, as represented by the productivity of the region measured by the value of goods and services produced, will experience a \$1.4 billion gain in short-term (2013-2018) output with the construction of the Illiana. In the long-term (2018 – 2048), the additional economic output resulting from implementation of the B3 Corridor is estimated to be \$3.9 billion.

In terms of state and local tax impacts, the Illiana Corridor Tier One FEIS estimates an additional \$49 million in short-term (2013 – 2018) construction economic output. In the long-term (2018 – 2048), the additional economic output resulting from implementation of the B3 Corridor is estimated to be \$271 million.

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<sup>5</sup> CMAP GoTo2040 Comprehensive Regional Plan, October 2010, page 26.

<sup>6</sup> Illiana Corridor Tier One Final Environmental Impact Statement and Record of Decision, January 17, 2013, pages 3-33 to 3-47.



- **Congestion**

In terms of total travel time, the Tier Two Illiana Corridor Study regional travel model output for a tolled B3 Corridor show a savings of 9,100 vehicle hours of travel per day in 2040 (or over 3 million annually) versus a No Build outcome.

In terms of delay experienced, Corridor B3 showed a decrease of 5,900 vehicle hours of delay per day in 2040 (or 2 million annually), and a decrease of 642,000 congested vehicle miles of travel per day in 2040 (or 234 million annually) versus the No Build option.

- **Work Trip Commute Time**

The Tier Two Illiana Corridor Study regional travel model findings for a tolled B3 Corridor show a decrease of 6,800 auto vehicle hours of travel per day in 2040 versus the No Build. Work trips typically comprise 15% to 20% of total person trips.

- **Mode Share**

Minor impacts to regional mode share are expected with a tolled B3 Corridor. With improvements to highway travel times in the South of the Lake region, some improvement to bus speeds and auto access to transit may result.

- **Jobs-Housing Access**

Corridor B3 will result in an increase of 18,000 more jobs that would be accessible within 30 minutes from the study area in 2040 as compared to the No Build option. This finding is based on the Illiana Corridor 2040 employment forecast used in the Illiana Corridor Tier One FEIS<sup>7</sup>.

- **Air Quality**

An air quality analysis was not performed during Tier One due to the conceptual level of detail utilized for the EIS. It is anticipated that Volatile Organic Compound (VOCs) emissions, which are ozone precursors, would decrease as a result of the B3 Corridor, and Nitrogen Oxides (NOx) emissions would increase based on typical regional emissions curves for these pollutants. . A project level air quality emissions analysis will be performed for the Tier Two EIS using the MOVES model.

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<sup>7</sup> Illiana Corridor Tier One Final Environmental Impact Statement and Record of Decision, January 17, 2013, pages 2-44 to 2-49.



- **Energy Use**

Construction of the B3 Corridor will result in transportation system efficiencies; thereby reducing vehicle stopping and slowing conditions based on the findings in the Illiana Corridor Tier One FEIS<sup>8</sup>. This would result in less direct and indirect vehicle operational energy consumption versus the No Build option.

- **Natural Resource Preservation**

Tier Two of the Illiana Corridor Study is quantifying the environmental impacts based on field surveys and more detailed analyses. In addition, the project team is refining the alignment to avoid, minimize, and mitigate impacts. Potential Tier Two impact and minimization measures are described in the Record of Decision<sup>9</sup>. For example, wetland compensatory mitigation strategies will be developed during Tier Two that would apply established ratios for compensation commensurate with required impacted wetlands.

- **Infill and Re-Investment**

The area south of Lake Michigan (South Sub-Region) includes regional transportation facilities such as I-80, the Indiana Toll Road, and portions of I-55, I-57, and I-65. The northern portion of the South Sub-Region that includes I-80 is developing and is expected to reach holding capacity before 2040 based on the Illiana Corridor Study forecasts.

In support of infill and redevelopment, the Tier Two of the Illiana Corridor Study is facilitating land use planning for the B3 corridor with affected local jurisdictions and agencies. Three land use planning workshops are being conducted during Tier Two to facilitate planning for future corridor development. In Illinois, support for local planning reviews is targeted at Beecher, Peotone, Symerton, and Wilmington. Based on feedback to date, environmental protection and opportunities, economic development, and smart growth are recurring themes for land use planning for the area.

- **Peak Period Utilization**

The Tier Two Illiana Corridor Study regional travel model findings for a tolled B3 Corridor show year 2040 traffic ranging between 28,500 and 13,300 vehicles per day. Peak hour traffic is typically 8% to 10% of daily traffic and two-hour peak period traffic would be approximately double that.

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<sup>8</sup> Illiana Corridor Tier One Final Environmental Impact Statement and Record of Decision, January 17, 2013, page 3-164.

<sup>9</sup> Illiana Corridor Tier One Final Environmental Impact Statement and Record of Decision, January 17, 2013, pages 25 to 36.



- **Cost Consideration**

The CMAP GO TO 2040 Plan states that for the Illiana project “total construction cost (2009\$) is estimated at \$2,870,000,000 for a three lane roadway, broken out by section as follow: \$1,750,000,000 from I-55 to I-57 (25 miles); \$700,000,000 from I-57 to IL 394 (10 miles); and \$420,000,000 from IL 394 to US 41 (6 miles).”<sup>10</sup>

The Illiana Corridor Study estimates that the 47-mile long, four-lane limited access B3 Corridor total construction cost (including land acquisition, and engineering costs) will be \$1.2 billion in (2012\$) or \$1.3 billion in year of expenditure (YOE) dollars assuming a 2018 completion. Due to the bi-state nature of the project, the Illinois portion of the construction cost would be approximately \$900 million in 2012\$ or \$975 million (YOE).

- **Connectivity**

Corridor B3 will connect I-55 and I-57 in Illinois, and I-65 in Indiana, as well as IL 53, US 45/52, and IL 1 in Illinois, and US 41 and SR 55 in Indiana. In addition, B3 would enhance access to proposed Metra commuter rail stations, including the South Suburban Airport (Metra Electric) and Midewin stations. The potential also exists for future east-west transit service along the corridor as future demand grows.

- **Safety and Security**

The B3 Corridor will enhance safety by providing additional east-west limited access highway capacity, which have lower crash rates, and reducing traffic on the arterial system, which exhibits higher crash rates. It is estimated that the number of crashes would be reduced by 920 annually in 2040 under a no toll scenario and 640 crashes under a tolled scenario. Security will be enhanced by providing additional capacity to facilitate travel for evacuation, and improved travel speeds for response to incidents.

- **Bicycle and Pedestrian Accommodation**

Tier Two of the Illiana Corridor Study is facilitating land use planning for the B3 corridor with affected local jurisdictions and agencies. As part of this effort, the potential for multi-use corridor will be explored, including a multi-use trail. The multi-use trail could be along portions of the Illiana Corridor and could also connect existing and planned north-south trails.

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<sup>10</sup> CMAP GO TO 2040 Major Capital Projects, Originally drafted February 2010; updated October 2010, page 94.



- **Consistency with Sub-Regional Plans**

The Illiana project is currently in Will County's existing long range transportation and land use plans. Will County supports the Illiana Corridor (evidenced by a resolution of support for the B3 Corridor during Tier One) and is updating their land use plan to reflect the B3 Corridor.



## SUMMARY

The Illiana Corridor has been studied for decades and versions of this project have been included in previous long-range transportation plans for the region. The Illiana Corridor was also carefully examined as part of the original CMAP GO TO 2040 plan development process. The GO TO 2040 Plan references and supports funding for the Phase I engineering in the fiscally constrained project list, which demonstrates the region's support for its continued development. However, the Illiana Corridor's construction costs were on the fiscally unconstrained list, with an acknowledgement that the project could be included in the fiscally constrained list if a funding source is identified. The GO TO 2040 Plan recommended that the Phase I engineering activities begin as a high priority.

Since the adoption of the GO TO 2040 Plan, IDOT and INDOT have initiated the Phase I engineering and tiered EIS for the Illiana Corridor. The reason that IDOT is requesting a plan amendment for inclusion in the fiscally constrained long-range transportation plan in the near term, rather than waiting for the quadrennial update of the plan, scheduled for October 2014, is due to the project schedule. The Tier Two National Environmental Policy Act (NEPA) process is scheduled to conclude in early 2014. In order to receive a federal Record of Decision (ROD) for the Illiana Corridor Tier Two EIS, the project must be included in the region's fiscally constrained long-range transportation plan. In addition, IDOT and INDOT have already initiated planning for a P3 procurement for the Illiana Corridor. The inclusion of the project in the fiscally constrained long-range transportation plan will also benefit the P3 procurement process by minimizing project risk associated with completion of the NEPA process, which is a key component in pricing of a concessionaire's bid. Under a best case scenario, which includes a successful P3 procurement, construction of the Illiana Corridor would begin in 2015 and conclude by 2018, when a new Illiana Corridor facility would be open for operation.

The implementation of the Illiana Corridor will result in a number of regional and local benefits. First, will be the creation of jobs, including 9,000 short-term construction related jobs and 21,000 long-term jobs. Associated with the creation of jobs is the increased economic output resulting from implementation of the Illiana Corridor, as represented by the increased productivity of the region (measured by the value of goods and services produced). It is estimated that the Illiana Corridor will result in a \$1.4 billion gain in short-term (2013-2018) output with the construction of the Illiana. In the long-term (2018 – 2048), the additional economic output resulting from implementation of the B3 Corridor is estimated to be \$3.9 billion. In addition, the Illiana Corridor will also result in increased state and local tax revenues as a result of the increased economic output.

The Illiana Corridor project also supports the region's global connections that link northeast Illinois to national and international trade, and supports the freight movement industry, which is one of the region's key industries. The Illiana Corridor adds to our region's robust freight





network, providing a new east-west 47-mile long connecting three interstates (I-55, I-57, and I-65), providing an alternative to one of the nation's busiest east-west freight corridors, and serving one of the largest inland intermodal facility concentrations in the country. The improved mobility and accessibility will enhance the region's standing as the nation's crossroads, rather than a bottleneck.

Regardless of which regional socioeconomic forecasts are used, the region is expected to grow from 8.4 million in 2010 to just over 11 million by 2040, and Will County is expected to grow by over 500 million in population during that same time period. This will result in roughly a doubling of the number of vehicle trips now made, including more than a doubling of truck trips. The Illiana Corridor is expected to save 9,100 vehicle hours of travel per day in 2040 (or over 3 million regional vehicle hours of travel annually in 2040) versus a No Build outcome. The Illiana Corridor would also result in increased accessibility to jobs, because of the improved regional and local mobility provided by the facility. The Tier One EIS found that 18,000 more jobs (jobs expected in 2040) would be accessible with 30 minutes of the study area in 2040.

Another important output from the Illiana Corridor Study is the development of a more refined cost for the facility. The CMAP GO TO 2040 Plan had estimated construction costs at \$2.87 billion for a six-lane roadway (2009\$), versus the Illiana Corridor Study estimate of \$1.2 billion in (2012\$) or \$1.3 billion in year of expenditure (YOE) dollars assuming a 2018 completion for the 47-mile long, four-lane limited access facility. Given the bi-state nature of the project, the State of Illinois share of the construction cost would be approximately \$900 million in 2012\$ or \$975 million (YOE).

Safety and Security will also improve, as the Illiana Corridor will have a lower crash rate than arterial roads in the area. It is estimated that the number of crashes would be reduced by 920 annually in 2040 under a no toll scenario and 640 crashes under a tolled scenario. Security will be enhanced by providing additional capacity to facilitate travel for evacuation, and improved travel speeds for response to incidents.

Finally, the Illiana Corridor is consistent with the GO TO 2040 Plan recommendations for use of tolling and P3 financing mechanisms. Both Illinois and Indiana have passed legislation authorizing the use P3s for the Illiana Corridor, and both IDOT and INDOT are currently evaluating project funding mechanisms, which include the use of P3 and other innovative strategies, such as TIFIA credit assistance. IDOT intends on providing more project financial information as the financial analysis progresses. It should be noted that due to the potential for a P3 procurement for the project, some financial information will need to remain confidential in order not to jeopardize a P3 procurement and to ensure competition and innovation among the potential concessionaires.

In summary, approval of the inclusion of the Illiana Corridor in the fiscally constrained CMAP long range transportation plan is driven by project readiness and economic realities. The Illiana



Corridor Study is scheduled to complete its Tier Two EIS early in 2014, and the project needs to be included in the fiscally constrained long-range transportation plan before a ROD can be issued. The current implementation schedule shows completion of the P3 procurement in 2014, with construction starting in 2015 and completed in 2018. The resulting 47-mile long Illiana Corridor facility will provide direct access to regional, national and global markets for logistics firms, manufacturers, wholesalers and retailers. The Illiana Corridor will also serve the doubling of vehicle trips resulting from the expected population growth of 500,000 expected in Will County, regardless of which socioeconomic forecast is assumed. Significant economic benefits, including both short-term construction jobs, and long-term jobs and increased economic output will support the continued economic competitiveness and prosperity in the region.