



# Chicago Metropolitan Agency for Planning

**DRAFT** Report by the Board of CMAP

for submittal to the Illinois General Assembly  
and Governor Blagojevich

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## **Members of the CMAP Board**

### **Executive Committee**

Gerald Bennett, chair  
Rita Athas, vice chair  
Michael Smith, vice chair  
Elliott Hartstein, at-large member  
Al Larson, at-large member  
Nigel Telman, at-large member

### **City of Chicago Appointments**

Rita Athas, deputy chief of staff, City of Chicago  
Frank Beal, executive director, Chicago Metropolis 2020  
Raul Raymundo, executive director, Resurrection Project  
André Rice, president, Muller and Monroe Asset Management  
Nigel Telman, partner, Sidley Austin Brown & Wood law firm

### **Cook County Appointments**

Gerald Bennett, mayor, Palos Hills (Southwest Cook)  
Anthony Calderone, mayor, Forest Park (West Central Cook)  
Zenovia Evans, mayor, Riverdale (South Cook)  
Calvin Jordan, highway commissioner, Rich Township (Cook)  
Al Larson, mayor, Schaumburg (Northwest Cook)

### **Collar County Appointments**

Elliott Hartstein, mayor, Buffalo Grove (Lake)  
Marilyn Michelini, mayor, Montgomery (Kane/Kendall)  
Dan Shea, McHenry County board member (McHenry)  
Michael Smith, mayor, New Lenox (Will)  
Rae Rupp Srch, former mayor, Villa Park (DuPage)

### **Agency Representatives (non-voting members)**

Ed Paesel, executive director, South Suburban Mayors and Managers Association (NIPC)  
Stephen Schlickman, executive director, Regional Transportation Authority (CATS)

# 1. Significant Challenges in Metropolitan Chicago

The Chicago region faces many challenges as it looks to the future. The metropolitan area experiences the third worst traffic delays in the nation. We waste 253 million hours and 151 million gallons of fuel sitting in traffic jams, costing the region \$4 billion annually. Chicago is the world's third busiest rail hub, handling 37,500 freight cars per day and moving one-third of the rail freight in the country. Projections from USDOT are that freight movements in this country will double over the next twenty years, further exacerbating the problem. The traffic congestion is likely to worsen as the region adds nearly 2 million people and 1.2 million jobs over the next 25 years.

Northeastern Illinois possesses one of the nation's most utilized public transit systems, but resources are lagging as costs increase for both capital improvements and operations. While an estimated \$61 billion is expected to be available to maintain and improve the region's transportation system over the next 25 years, 77 percent of those dollars are needed just to maintain the existing system.

Housing prices for owner-occupied units have increased 34 percent in the Chicago area since 1990, while household incomes have increased only 30 percent. Regionally, the percentage of people spending more than 30 percent of their household income on housing costs grew by 22 percent. At the same time, people are living farther from where they work, increasing transportation costs to the region's families. The shortage of affordable housing near major employment centers contributes to traffic congestion, along with other negative social and economic effects.

Demographically, our region is changing as well. We face an aging population, with persons 65 years or older projected to nearly double by 2030. Between 1990 and 2000, new foreign-born residents accounted for 65 percent of the region's total population growth. In 2030, the Latino population will constitute one-third of the region's residents. The Non-Latino White/Other Group, which includes the Asian population, will constitute less than half the region's people in 2030. The needs of our elderly and new citizens will be vastly different than those we provide for today.

The region is facing significant pressures on its natural resources. Four of the seven counties still have significant percentages of their land in agricultural production: Kane County (60 percent), Kendall (86 percent), McHenry (61 percent), and Will (50 percent). In 2002, the market value of agricultural products from these four counties was well over \$300 million. But increasing development threatens prime farmland and our region's role as a world leader in agricultural production. Additionally, the 2030 population forecasts indicate as many as 23 townships may suffer water deficits of varying severity over the next 25 years; recognition of this growing problem helped prompt a statewide water supply study that was announced in Spring 2006. According to Chicago Wilderness, the rapid development of land for urban uses is the primary threat to the region's unprotected natural lands, and in some cases it is even causing serious degradation of protected lands.

As a major center of the global economy, metropolitan Chicago is home to the headquarters of 30 Fortune 500 companies and 12 Fortune Global 500 companies. According to World Business Chicago, the region features 98 corporate headquarters, second nationally to New York. Twenty-five percent of the largest 100 employers in the region are in electronics, computers or telecommunications. In 2002, Chicago welcomed 32 million visitors who spent an estimated \$8.5 billion. Our economic diversity includes strength in technology, freight, manufacturing, and tourism. Still, many business leaders recognize the need for coordination of economic development efforts at the regional level to keep northeastern Illinois globally competitive.

To address these and other regional issues, in Spring 2005 local government, business and community leaders recommended to the Governor and the General Assembly the creation of a new agency to coordinate comprehensive planning issues in northeastern Illinois. The General Assembly unanimously approved the Regional Planning Act (House Bill 3121), which Governor Blagojevich signed into law in August 2005. This legislation created the Regional Planning Board -- now known as the Board of the Chicago Metropolitan Agency for Planning (CMAP) -- and stated that “a streamlined consolidated planning agency is necessary in order to plan for the most effective public and private investments in the northeastern Illinois region and to better integrate plans for land use and transportation.” The Board began meeting in October 2005 and has made substantial progress toward consolidating within CMAP the two agencies that had, respectively, been responsible for planning of transportation and land use: The Chicago Area Transportation Study (CATS) and the Northeastern Illinois Planning Commission (NIPC).

## **2. CMAP's Regional Vision**

The CMAP Board's vision is to provide the regional framework that will connect our land use to our transportation systems, preserve our environment, and sustain our economic prosperity. We are responsive to the citizens of the region, working cooperatively with municipal and county governments that maintain authority (via zoning) for local land-use decisions. CMAP will integrate a number of areas of specialized expertise – transportation, land use, environment, housing, economic and community development – to preserve and enhance the quality of life for ourselves and for future generations. CMAP will accomplish this vision by providing quality information and analysis to facilitate regional decision-making; by developing a comprehensive vision for the region’s future through long-range regional plans and strategies; and by building consensus on diverse regional issues that will influence all of our partners to work toward achieving the long-term vision.

Our goal is to coordinate the efforts of regional policy makers and provide them with the best technical assistance and analysis available to improve the way decisions about investment and land-use are made in northeastern Illinois. CMAP should be an agent for fundamentally changing the way planning occurs in Illinois. With a new approach to regional planning and decision making, we can create a more-comprehensive framework and a more-focused implementation at the local level. Working with our partners and using new tools, we can more effectively evaluate the impacts of decisions that we make on our communities and our quality of life. Additionally, we need to better understand and

communicate the relationships between land-use and transportation decisions and the significant impacts that they have not only on each other, but also on housing, economic and community development and our natural resources. It is vital that CMAP provide leadership in viewing this decision-making through a comprehensive, systematic approach.

CMAP cannot achieve this vision alone, nor can it be done with a top-down approach. We will work to strengthen communication, cooperation, and partnerships to make the vision a reality. The agency's intent is not to duplicate what is already done effectively by others in the region, including partners such as the Metropolitan Planning Council, Metropolis 2020, the Center for Neighborhood Technology, the Openlands Project, Chicago Wilderness, chambers of commerce, and other non-governmental organizations. For northeastern Illinois to remain a world-class region, CMAP will work with these groups and others to address the real issues that face our communities. We need to ensure an adequate and safe water supply that will allow the region to meet its growth projections. We need to ensure housing and transportation options that offer real alternatives to our citizens as they decide where they want to live and work. We need to create an economic climate that emphasizes the significant assets that are unique to northeastern Illinois. We must protect our natural resources and continue to preserve open space for future generations. And we must build communities that are sustainable and emphasize their unique and diverse character.

To accomplish this, CMAP needs to actively engage partners such as local and state government, the private sector, and community organizations, along with the general public, in a new planning process that focuses on results. Recognizing that the shape of metropolitan Chicago is the product of many forces -- including decisions based on transportation investments, water and environmental issues, local governments and the private sector -- we need to ensure CMAP's relevance in the decision-making process and influence our partners to think beyond their own boundaries or parochial interests. CMAP will provide alternative ways for decision makers to look at the impacts of their choices on neighboring communities and on the region as a whole and support these efforts with a sustained program to monitor, measure and report on our progress.

For CMAP to be relevant in the region, we need to return to the roots of our merged agencies, CATS and NIPC. CMAP needs to provide information, analysis and research regarding the issues that face us. These were the strengths of our past, and we have tended to forget that quality information and analysis provide our leaders with the tools necessary to make good decisions.

The agency also needs to create a comprehensive plan, as required by the Regional Planning Act, that outlines a vision for the future of this region and the strategies that will be necessary for us to realize that vision. It is vital that these strategies be fully integrated. Their impacts across functional lines and relationships between those functions have to be thoroughly evaluated. This vision needs to have the buy-in of the region and its leaders, and as an agency we must commit to the strategies that are necessary for its implementation. CMAP has to identify regional priorities within this framework and work with our regional, state and national partners to ensure their success.

Finally, CMAP has to be an agency that does more than just create plans. If the region is not implementing those plans, then no matter how good the planning effort, we will not have accomplished our mission. CMAP needs to provide leadership in providing technical assistance to communities, other regional partners, state and federal government, and the private sector that will help them develop in a manner that is consistent with the region's vision. We need to provide best practices not only from other parts of the country and the world, but also real successes right here in northeastern Illinois. We need to work with our partners to provide incentives to plan communities in a more sustainable manner and to plan across political boundaries. CMAP needs to build on the regional cooperation that has already occurred and play a leading role in evaluating issues that have significant regional impacts.

CMAP's vision will be further defined in terms of the agency's mission and strategic direction within specific focus areas, as described below.

### **3. Mission and Strategic Direction**

CMAP's emphasis on comprehensive planning recognizes the relationship and impact that various factors have on each other and collectively. For that reason, CMAP has outlined a mission and strategic direction within seven focus areas to be examined individually and within a comprehensive context. The focus areas include: Research and Analysis, Land Use, Transportation, Economic and Community Development, Environment, Housing, and Human Services. In each of these focus areas, the CMAP Board and staff are looking at what needs to be done to improve planning by clarifying and, where appropriate, expanding the agency's role. Each area includes the work traditionally done at CATS and NIPC, the work CMAP needs to undertake to address gaps, and additional future opportunities.

CMAP will change the nature of planning in northeastern Illinois by providing a policy framework that shapes all regional plans and by identifying and promoting regional priorities. Seeing the planning process through to implementation will be the region's real measure of success. While local officials will maintain responsibility for land-use decisions, CMAP will work with its partners to identify planning-priorities while reviewing and influencing regionally significant projects to ensure consistency with the region's long-term objectives. By providing a range of tools including research and analysis within the focus areas, we can work to develop programming incentives that are based on consistency with the comprehensive regional plan.

Using the resources of the agency, CMAP will engage the public and its planning partners at a significantly increased level of activity. The Citizen's Advisory Committee, the Council of Mayors structure, and general outreach activities will be used to obtain information and opinions from the public and our partners regarding all aspects of planning and programming.

The following section will further define CMAP's roles by examining the agency's work in the specific focus areas.

## 4. Focus Areas

### *Research and Analysis*

**Be the authoritative source for regional data collection, exchange, dissemination, analysis, evaluation and modeling.**

Research and analysis are distinct from the other CMAP focus areas because they represent a core function that informs all of the agency's work and is a resource to governments and organizations across the region. Continuing and expanding the central role played by NIPC and CATS, CMAP will serve as the authoritative source for regional data collection, exchange dissemination, analysis, evaluation, forecasting and modeling. CMAP will maintain a staff of highly qualified professional technicians, analysts and modelers and will secure relevant data and state-of-the art analytical tools. These activities and resources are critical to providing the CMAP board with objective and definitive assessments of current and future regional conditions.

CMAP will be responsible for maintaining and expanding a comprehensive land use and transportation inventory. Both the collection of data from diverse sources and its dissemination to regional planning participants will be significant ongoing work program items. Elements of this work include serving as a regional repository for federal, state and local planning databases, as well as undertaking significant in-house data collection and inventory development. CMAP will also continue an important historical CATS/NIPC role in dissemination of data to regional planning participants as well as providing instruction and training in the proper use and application of regional data.

In support of its planning and programming work program, CMAP will develop and maintain a set of analysis and evaluation tools that provide an objective assessment of general and specialized regional planning inquiries. Supported by a unique archive of historical data on the region as part of the agency's merged assets, CMAP will employ rigorously developed statistical techniques that distill and clarify the implications of complex interrelated policy actions. These assessments are necessary to ensure systematic objectivity in deliberations over the regional costs and benefits of proposed plans and programs.

Robust forecasting and modeling tools are critical to scenario-based planning activities. CMAP will preserve the pioneering legacy of CATS and NIPC in developing and maintaining computerized procedures that interpret the interactions of (and project into the future) regional land use, socioeconomic, and transportation conditions. CMAP will also undertake cutting-edge forecasting and modeling research that will improve decision makers' understanding of the interactions of private decisions and public policy that govern regional growth and development patterns.

## ***Land Use***

### **Promote coordinated and sustainable development, redevelopment and preservation within the region through collaborative local and regional land use planning.**

The metropolitan Chicago region includes 279 municipalities, with more than 1,200 governmental units. These municipalities are responsible for approximately 85 percent of land-use decisions in northeastern Illinois, and the seven county governments are responsible for the remaining 15 percent. These local governments will continue to have primary responsibility for land-use planning in the region. They determine the location and type of growth and development that will occur through public and private investments. CMAP's role is to place these local choices in a broader context and to influence decision makers for the good of the region as a whole.

Although land-use choices remain the prerogative of local governments, these decisions cannot be made in a vacuum. Where and how the region develops is critical to its health and prosperity. The award winning 2040 Regional Framework Plan was developed to guide the region's future land use and development, by coordinating local land-use planning and regional decisions in response to projected population and employment growth. There are seventeen implementation strategies outlined in the plan that include approaches to compact, mixed-use development and redevelopment; jobs and housing balance; transit-oriented development; preservation of biodiversity, water resources, and farmland; and economic vitality . CMAP will develop tools to help communities implement the regional plans and will provide technical assistance to local communities to enable them to make more informed land use decisions through coordinated planning. CMAP will focus on communication, outreach, and engagement efforts that are key components to ensuring coordination and consistency between regional and local planning.

As CMAP develops the region's first truly comprehensive plan, scenario modeling will be utilized to strengthen the functional linkages between land use and transportation planning, with a comprehensive range of regional issues such as health, economic development, education, environment, and water supply. Because these links are not confined to political boundaries, CMAP will facilitate planning processes and partnerships that cut across jurisdictional boundaries. By reviewing municipal and county plans we can work with communities to better understand the impacts of their land use decisions, especially in terms of projects of regional significance. Often local land-use choices have a significant regional impact with regard to neighboring communities or facilities, and CMAP will provide the regional context in which local decisions should be made.

CMAP will provide technical assistance by improving our analysis and forecasting tools to assist local governments in making more-informed decisions about land use. CMAP will build on the "Paint the Town" and "Paint the Region" interactive tools that allow communities to visualize their development patterns in a much different way. CMAP will conduct certification and training for local officials and municipal staff to provide incentives to the planning process that will assist communities in following the regional plan. The agency will also continue to undertake original research that measures the region's successes in building more-sustainable communities.

This research will also focus on best practices in northeastern Illinois and around the nation and world. The issues that each community faces are not unique. Although there are not one size fits all solutions, the region can learn from its neighbors and from others who face similar challenges. We will work with our partners to analyze the successes and failures of others and to develop a system to monitor and measure results in development and plan implementation as we strive to build vibrant communities.

It is important that CMAP play an advisory, oversight role in the development of projects of regional significance. Whether these are major developments or infrastructure proposals, CMAP is positioned to provide regional and sub-regional analyses of these major projects to ensure that their impacts on natural resources, neighboring communities, and the region's citizens are fully considered. CMAP will define a regional review role in terms of oversight for major regional developments and infrastructure investments.

## ***Transportation***

**Promote a regional transportation system that is safe, efficient and accessible, that sustains the region's vision and values related to the natural environment, economic and community development, social equity and public health.**

Both the planning and programming aspects of the transportation area of focus will require that CMAP actively pursue an aggressive work program to acquire necessary information relative to both transportation and land use. Areas requiring special focus include highway congestion, freight, public transportation, bicycle and pedestrian issues, and seniors and the disabled.

CMAP will continue to aggressively improve its analytical tools for both transportation planning and programming. Increasingly, analytical methods are being called for in the areas of the Federal Transit Administration New Starts program, the Congestion Mitigation and Air Quality (CMAQ) improvement program and the newly created federal Congestion Management Process. Utilizing analytical tools in an environment of performance based planning will provide information critical to decision makers in addition to clear documentation of the decision making process.

An area where the efforts of CMAP may have their most immediate impact is in the development of a regional transportation financial plan. CMAP's enabling legislation calls for the development of a transportation financial plan in cooperation with the CATS Policy Committee. The financial plan shall address the adequacy of funding to meet identified needs for regional transportation agencies in all modes of transportation and the allocation of funds to regional priorities.

Current practice is limited to an identification of reasonably available resources and then an allocation of those resources to maintain the existing system, to improve and expand strategic regional systems (arterial, transit, bicycle, pedestrian, and freight), and to carry out various major capital project recommendations. A robust zero-based financial forecasting

model would allow an examination of various plan scenarios under consideration. The information gained from this enhancement to the planning process will provide the CMAP Board and CATS Policy Committee with valuable additional information.

While the staff works to develop models and forecasting tools that will provide for a more complete understanding of the interaction among regional conditions for land use, socioeconomics, transportation, and environment, the Board must prepare to champion the policies and programs examined by these tools that foster sustainable development throughout northeastern Illinois. By establishing and enforcing strategic principles and funding criteria for the region's transportation system, CMAP can create and declare real regional transportation priorities. In addition, the agency can develop and encourage incentive-based transportation planning and programming consistent with the regional plan. The implementation of sound regional plans is essential to the success of CMAP.

Northeastern Illinois has a number of agencies engaged in the development of plans and programs from both the public and private sector. CMAP will build upon the strengths of these agencies through partnerships and mutually beneficial cooperative agreements. The Illinois Department of Transportation, the Regional Transit Authority, its service boards, the city of Chicago and the Illinois Tollway to name a few, all bring a high level of expertise to the body of regional planning in northeastern Illinois. A current example is the strategic planning effort, *Moving Beyond Congestion*, being led by the RTA. CMAP can augment its own planning efforts by becoming full partners in efforts such as these while at the same time ensuring their regional, multi-disciplinary perspective is made available.

## ***Economic and Community Development***

**Enhance economic development and a healthy, balanced regional economy integrated into the global economy through regional coordination, planning and outreach.**

While the private sector has not traditionally been actively involved in public planning processes, CMAP intends to change that. The CMAP Board and staff understand that significant efforts are occurring throughout the region to promote economic growth. Utilizing our existing data and resources, we can assist in economic and community development by providing input into location decisions or infrastructure development. We will work to achieve our goal by partnering with local business, economic-development organizations, chambers of commerce, and the state to improve business retention and recruitment through better planning.

Building on the solid data and analysis that is available at the agency and working with the forecasting and modeling tools, CMAP can inform and coordinate economic development planning and investment within the context of regional planning and priorities. For example, improving the flow of freight through northeastern Illinois has to be a regional and even national priority. Metropolitan Chicago receives one-third of all U.S. freight rail traffic, but it's a growing bottleneck; it takes a freight car three days to reach us from the west coast, then two days just to get through Chicago. That volume is expected to increase 80 percent in the next 20 years, and inability to address that growth negatively affects

roads, as more companies turn to trucks instead of rail. In this area and others, CMAP can track industry trends, develop and promote best practices, benchmark costs and conditions, provide training and technical assistance, and facilitate regional discussion to support the efforts of our economic-development partners.

Economic-development organizations, business leadership, and workforce advocates will benefit from forging a unified, cohesive strategy for economic development at the regional level. That strategy can, in turn, inform and guide transportation and other public investments to support the region's economic agenda.

Working to define the agency's role in economic and community development, CMAP held an economic summit on August 17. {**incorporate summit results**}

## ***Environment***

### **Promote ecological awareness and stewardship of environmental resources, supporting regional collaboration and adoption of best practices.**

Northeastern Illinois' regional planning efforts around natural resource issues and especially water has been a national reference point of best practices in regional agencies that will be supported and enhanced by CMAP. CMAP will serve as the authoritative source for environmental and natural resource Best Management Practices (BMP) supported by the agency's research and analysis.

CMAP will provide leadership, advocacy, and the needed capacity to ensure that the region's environmental assets are protected and sustained with assistance from our sponsoring agencies and partners. Several emerging programs include: the recently initiated state water resource planning program managed by the Department of Natural Resources, the national trend and state supported approach to develop watershed planning, Illinois Environmental Protection Agency's storm water management programs, the federally mandated transportation act (SAFTEA-LU) requirements for environmental mitigation, the Green Infrastructure Vision developed in partnership with Chicago Wilderness, future initiatives resulting from the Great Lakes Regional Collaboration, and national support for principles of Smart Growth and Sustainable Development.

These programs, initiatives and project activities will require major staff support to research and plan in a comprehensive and integrated manner across the greater northeastern Illinois region. Successful planning integration will also require the capacity and resources to research and provide information to units of local government with planning authority on how to respond and adapt to these new opportunities and requirements. In addition, CMAP's mandate to produce a regional plan will be a further opportunity to integrate adopted policy positions of the individual regional agencies into a consistent policy for sustainable development practices that are vital, healthy, and equitable.

CMAP will work to define and develop environmental goals for the region to protect sensitive areas that preserve our natural resources, habitats, farmland, open space and

historic and cultural resources; and to encourage practices to conserve energy and improve our air quality. These goals and guidelines will be used to promote sustainable land use and transportation policies and investments.

Creation of CMAP also provides the opportunity to integrate formerly isolated review activities performed by NIPC and CATS into a more consistent, balanced activity. We will review county plans, CMAQ projects, growth forecasts, and Facility Planning Area amendments in relation to the regional plan to achieve consistency with environmental goals established by the Board and with related state and federal requirements. As CMAP works to define their regional role in terms of oversight of regional major developments and infrastructure investments, environmental factors and resources will be instrumental in assessing a project's impact. In addition, CMAP will work to develop incentive-based environmental planning and programs to foster compliance with the regional plan.

## ***Housing***

**Create a comprehensive regional housing plan as part of an overall comprehensive plan and provide the support tools so that projects adhere to the regional framework.**

Housing, like all of our focus areas, needs to be examined comprehensively since it impacts land use, infrastructure and environmental resources. Housing locations, availability and affordability need to balance with the regional needs and location of job opportunities and transportation accessibility. The escalating costs of housing force some families to move farther from employment centers to seek lower-priced housing options, although such savings may be partially or even completely offset by increased transportation expenses due to longer commutes.

Examining and planning for regional shifts in demographics and population are critical to this issue in terms of housing demand. Policy options include housing trust funds, inclusionary zoning, set-asides, community land trusts, low-income tax credits, and employer-assisted housing. Many organizations throughout the region are involved in these housing issues, but there is strong demand for a regional approach with the assistance of our partners. Housing data and analysis are key CMAP assets that the agency must build upon to develop a regional housing plan.

With the assistance of our regional partners -- including local governments, affected state agencies, home builders, developers, contractors, non-profit and other interested groups, and citizens -- we will develop a five-year regional housing plan to be included as part of the regional comprehensive plan. This plan will document the needs for housing in the region and address the conditions, type, affordability and location. CMAP staff and partners will utilize forecasting, modeling, and other analytical tools to evaluate current and future conditions. In addition, we will provide local guidance on implementation to ensure consistency with the regional plan and the housing plan.

The first step in developing a regional housing plan will require convening and coordinating with other stakeholders working in this area. Regional goals, policies, and

guidelines will be established in the course of developing the plan. Following the plan's development, we can work with municipalities to review proposals against the broad regional plan as well as affect broader state and regional policies to implement the regional housing plan. By providing direct technical assistance to communities, CMAP can also examine adding programming incentives to the planning process to reward local municipalities for aligning with the regional plan.

## ***Human Services***

**Enhance the regional quality of life by being the objective source of information, expertise and policy perspectives for human service issues (e.g. health care, aging, disability, safety) with a regional scope.**

While regional agencies throughout the country vary in the degree to which they participate in planning or providing human services, there is a consensus that residents' health, safety, and quality of life are critical to the continued prosperity of metropolitan Chicago. Because human services encompass a broad spectrum of issues that overlap in many cases, CMAP can bring a unique regional perspective in shaping communities' policies and programs. For example, federal transportation legislation calls for human-services provisions aiming to improve transportation services for persons with disabilities, older Americans, and individuals with lower incomes. To assist with such provisions, CMAP can provide data, tools, and technical assistance to municipalities or other organizations, facilitate coordination and seminars for human services, or solicit projects in support of specific program objectives.

To develop a regional policy perspective, CMAP can focus on original research in such issues as health and safety, aging, immigration, food production and accessibility or other social service topics based on modeling for long-range planning that reflects future demographic changes. Building on our data capabilities, CMAP can serve as catalyst by assimilating and disseminating real-time data about human services from multiple sources. The Illinois Data Exchange Affiliates (IDEA) is a voluntary group of government agencies and non-profit organizations working to improve data sharing by providing a web-based, real time interface to make it easy for organizations to exchange up-to-date information internally and externally. CMAP will continue NIPC's role in facilitating and expanding this database so that communities can access the information they need, recognizing that access to information is critical to influencing investment decisions and for human service planning.

As this focus area can encompass a broad list of topics, CMAP will continue to refine its human-services roles in coming months. For example, a number of roles are under discussion, such as facilitating and coordinating information for regional disaster preparedness or regional health issues, which are roles that other metropolitan planning agencies across the U.S. are also being asked to consider. It is important for CMAP to carefully define its focus within this area in the context of regional policy development. To that end, we will work to identify gaps among existing local agencies and how CMAP can best serve as an advocate for human-service issues.

## **5. Implementation of the Regional Planning Act**

### **Governance**

The Regional Planning Act calls for the merger of the functions of the Chicago Area Transportation Study (CATS) and the Northeastern Illinois Planning Commission (NIPC). The Act created a Regional Planning Board (now the Board of CMAP) comprised of fifteen voting members appointed by local elected officials from the City of Chicago and Cook, DuPage, Kane, Kendall, Lake, McHenry and Will Counties. Both CATS and NIPC have existing policy boards that are made up of local elected officials, state and federal officials, implementing agencies and impacted interest groups. NIPC was created by state statute, while CATS was created by an intergovernmental agreement among several transportation service providers. It was subsequently named as the region's federally designated Metropolitan Planning Organization (MPO) under agreement between local elected officials and the Governor.

One of the earliest decisions reached by the CMAP Board and our partners was to leave the MPO designation with the Policy Committee of CATS. While the MPO designation will be a continuing topic of discussion within the region, CMAP feels that any change at this time is both unnecessary and has the potential to divide the region and jeopardize federal transportation funds. CMAP feels that a shared process between the MPO and the Board will allow for transportation decision-making that is accomplished through a comprehensive approach that is consistent with the region's vision.

We propose a governance process that provides information jointly to CMAP and the MPO. On regional transportation plans and programs, a consensus between the two boards must be reached in order for them to be forwarded to the Governor and federal agencies. By federal rule, the MPO must make the final determination on regional transportation plans and programs and therefore will take the last action. Both boards will review staff and committee work and ensure that consistency and consensus is achieved.

A concern has been raised by several parties questioning who will be staffing the MPO. Having staff administered by CMAP will be in no way different from having staff administered by IDOT. The MPO will continue to decide the annual Unified Work Program for all transportation planning activities. The Policy Committee members will continue to be members of committees and task forces that will guide and monitor work of the staff. The result will be a more-robust staff housed at CMAP with expertise in a number of new issues affecting transportation and that is accessible to the MPO for its decision-making process.

CMAP proposes that at the end of state fiscal year 2007 the legislation authorizing NIPC be amended to transfer those authorities and responsibilities to CMAP. It is vitally important to the region that the functions of NIPC remain a top priority of CMAP and that we take advantage of the existing expertise of NIPC Commissioners. We feel that this can be

accomplished through the proposed staffing and committee structure that emphasizes our functional areas while integrating those functions in a more comprehensive manner.

Of major concern as we develop the committee structure for both CMAP and the MPO was that we don't stovepipe functions such as land use, transportation, housing, economic development, natural resources, and human services into committees that have little interaction. We believe that it is the legislative intent to better coordinate planning and decision-making across all functions and to look at our regional issues in a comprehensive manner. The proposed committee structure therefore establishes a hierarchy of decision-making with a working committee level, a coordinating committee level, an advisory level, and a policy level. Attachment xx graphically displays this hierarchy as well as the information flows between committees. Both CATS and NIPC have an extensive committee structure and as we transition to the structure described below we will work to incorporate all of the functions of those committees, working groups and task forces by an inclusionary process. The intent is to describe the overall committee structure that will lead to integrated, comprehensive planning.

CMAP has proposed working committees around the major functional areas of our mission: Economic and Community Development, Environment and Natural Resources, Housing, Human Services, Land Use, and Transportation. Serving on these committees will be current members of the NIPC Commission; experts in those functional areas; interest groups; business representatives; implementing agencies; local, county, and state government officials and their representatives; and advocacy groups. These committees will receive their charge from the CMAP Board (and the MPO on transportation issues) and will provide input and recommendations regarding the issues that come before them. A chairperson and vice chairperson of these working committees will come from its members.

Because these working committees are specific to individual issues, CMAP needs to create a mechanism for coordinating issues that cross those committees. Nearly all of our regional planning and programming efforts have impacts beyond that functional area. For example, a regional greenways plan cannot be created without addressing the plan's impacts on open space, transportation, community development, land use and even housing. It is important that we not just have a review of these plans at the end of their development. We need to ensure that they are consistent with the regional plan and that we analyze the impacts of those plans on other functional areas. CMAP has proposed that two coordinating committees be created to ensure that appropriate review and analysis across committees is occurring. The first would be a planning committee that reviews longer range proposals and the second would be a programming and operations committee that looks at shorter term activities. These two committees will be chaired by a CMAP Board member and will consist of CMAP Board members and the chairs or vice chairs of the functional committees.

The Regional Planning Act called for the creation of a Citizen's Advisory Committee, which was established in July 2006. This committee, along with a committee of local elected officials would constitute the advisory level committees. These two committees

would review major planning and programming efforts of the region and provide advisory recommendations to CMAP and the MPO from both the general public and the elected official perspective. The CATS Council of Mayors structure should be the basis for the local official committee while continuing to program the local surface transportation program funds, but we need to ensure the participation of county officials as well.

The policy level committees, CMAP and the MPO, will need written agreements regarding the shared decision-making process. It is envisioned that transportation decisions will be made jointly by the MPO and CMAP and will be based upon the regional vision encompassed in CMAP's comprehensive plans. It is important that the MPO receive information not only from the transportation staff and committees, but from the rest of the committees as well. If we are to truly coordinate land use and transportation decisions, clear communication must exist throughout this structure.

### ***Staff Transition and Organizational Structure***

Soon after the Board held its inaugural meeting in October 2005, NIPC and CATS staff were co-located in the same office. This was an important first step in working to merge the staffs into a single agency while protecting to the extent possible current employees' benefits. For a more-detailed account of the background and phases that led to the reorganization of CATS and NIPC, see appendix XX.

In May 2006, Randy Blankenhorn became the agency's first executive director. The Act calls for a deputy for comprehensive planning and a deputy for transportation planning. However, to fully integrate transportation and land use planning, the Board and the executive director chose to organize the internal agency's structure to be responsive to the focus areas identified by the Board's vision. Therefore, six deputy directors were named with responsibilities for planning, programming and operations, research and analysis, economic and community development, external affairs and finance and administration. The staff is working to create a cross-functional management structure to fully integrate planning functions and also streamline management and the agency's operations. The intent of this management structure is to identify projects and outputs of the agency as tasks and create teams to work on the tasks that include the aforementioned functional groups to eliminate stovepiping of activities. For example, communications and outreach would be a component of nearly every project or task, but it would not stand alone, instead it would be project specific. By streamlining staff operations and creating greater efficiency in administration and other activities, CMAP can work to further develop and improve the agency's technical and research capabilities.

CMAP staff is working to develop methods to handle operational and administrative matters relating to the transition, including labor and employment matters, pension benefits, equipment and technology, leases and contracts and office space. Because CATS is administered by the Illinois Department of Transportation, its staff members are state employees. NIPC staff are currently employees of the Commission. A fair and equitable benefits package will be designed and offered to current employees of NIPC and CATS

(for the latter group, to take them off the IDOT payroll) as we work to unify CMAP by January 1, 2007.

CMAP is also working to secure agreements with funding agencies to provide support for board operations. In the FY 2007 budget year, the agency is relying on the current funding commitments to CATS and NIPC. As described in greater detail in the funding section below, CMAP will work to maintain these funding sources and expand future funding opportunities.

## **6. Funding**

The key to the delivery of the vision, mission and services of CMAP, is the creation of a sound financial plan. No planning agency can exist without adequate funding coupled with the flexibility to pursue and carry out an effective program of planning studies. In July, consultants retained by the CMAP Board presented an overview of the current CATS and NIPC funding sources, including a comparative analysis and recommendations to achieve adequate funding. Their presentation showed that CMAP has a significantly smaller operating budget compared to other planning organizations throughout the nation. Currently, CATS and NIPC are funded by federal and state transportation planning funds, voluntary contributions by local governments, competitive grants and fees for services. In order to create a world-class planning agency that integrates land use and transportation planning for the region, with emphasis on economic and community development, the environment and housing we need to create a stable source of funding.

The following criteria for potential revenue sources should be kept in mind as we explore current and potential funding options:

- Ease of Implementation
- Revenue Yield and Adequacy
- Stability and Sustainability
- Fairness and Equity
- Accountability and Tangible Results
- Political Acceptability

In working to create the financial plan, we believe CMAP should pursue funding options from a combination of transportation planning funds, other state and federal funds, local funds and grant sources.

### ***Transportation Planning Funds***

Approximately half of the funding for the combined agencies is from federal Unified Work Program (UWP) funds, designated by the U.S. Department of Transportation to conduct

transportation planning in metropolitan areas throughout Illinois and the nation. These funds are used for transportation planning activities and require a 20-percent local match.

The FY07 UWP totals about \$17 million for northeastern Illinois. This includes both the federal (80 percent) and local (20 percent) share. The funds are passed through to this region by the Illinois Department of Transportation. The specific recipients and associated work programs are decided by the MPO and CMAP. Of the \$17 million for northeastern Illinois, the CATS staff was awarded \$6.9 million (\$5.5 million federal and \$1.4 million local). The NIPC staff received \$3.9 million (\$3.1 million federal and \$0.8 million local). The balance of the UWP funds were programmed for transportation planning activities of the City of Chicago, Metra, Pace, CTA, RTA and suburban municipalities.

While the UWP funds provide a significant portion of the budget for the new agency, providing the local share to match these funds will be a major concern for CMAP. Historically, IDOT has provided the local match, in cash, for the CATS portion of the UWP funds. IDOT has also provided through soft match, half of the local share for NIPC's UWP funds. While a soft match meets the federal requirement of matching funds, it does not provide necessary operating funds.

IDOT has indicated a commitment to continue its present contributions until such time as a permanent financial plan is in place. Given the beneficiaries of transportation planning, it is recommended that the required local match be provided equally from state and local sources. One method to consider would access the motor fuel tax (MFT), taking equal shares from both the state and local portions of the fund. Consideration should be given to providing the local match in this manner for all metropolitan areas in the state that are engaged in transportation planning. A number of states provide their local match in this manner.

With the total federal UWP funds received by Illinois in 2007 approaching \$18 million, approximately \$4.5 million in matching funds would be required statewide. To achieve a balance of state and local contributions to funding the match, one way this can be achieved is through a percentage of MFT allocations. In FY05, IDOT received nearly \$544 million in MFT allocations. Contributing half of the local match of \$2.25 million is only 0.4 percent of IDOT's total allocation. Likewise, local agencies, municipalities, counties and road districts received nearly \$649 million. This would result in a redirection of 0.3 percent. The advantages of this approach are many, satisfying all of the criteria set forth at the beginning of this section.

While this example uses the state's motor fuel tax for the local match, other sources could be employed such as the state's sales tax, income tax, or vehicle registration fees. The MFT is used as an example because it relates directly to transportation and has distinct state and local components.

## ***Other State and Federal Funds***

Although UWP funding is vital, we cannot rely solely on transportation funds to operate the agency. Federal transportation planning funds are limited in their use to transportation related activities. The expanded mission of CMAP must incorporate funding from existing sources as well as an expanded commitment from other state agencies, such as the Illinois Department of Commerce and Economic Opportunity (DCEO), the Illinois Environmental Protection Agency (IEPA), the Illinois Department of Natural Resources (IDNR), the Illinois Department of Transportation (IDOT), and others. Options to channel these funds to CMAP could include a direct appropriation from the General Assembly or from the individual state agencies. As various methods are examined and evaluated, it will be important to consider the recommended criteria, particularly that of being stable and sustainable. CMAP cannot effectively operate without a degree of certainty regarding its future finances.

## ***Local Funds***

To ensure the agency's success, CMAP must commit to securing a dedicated stable source of local funding. This could be accomplished for the transportation sector by the method described above. However, there needs to be a local contribution for other planning activities. The current voluntary contribution structure employed by NIPC is largely inequitable, unstable, and insecure. Moving away from voluntary contributions, a number of existing and potential local revenue sources could meet the evaluation criteria mentioned above. Examples include, but are not limited to: Sales tax, personal income tax, property tax, motor vehicle registration fees, a parking tax, or a congestion fee. In calendar year 2004, a one-percent sales tax levy in northeastern Illinois generated over \$995 million. If one percent of that amount were reallocated to CMAP, it would generate about \$10 million a year. Whatever source is identified, it must allow us to achieve our work program and at the same time give local governments an incentive to engage in the regional planning process.

## ***Grants***

Grants are another important source of revenue that contribute to the overall mission of the agency, but they cannot be relied upon as stable or sustainable sources. We certainly need to actively pursue grant opportunities that will provide funds for foundation-specified planning activities. NIPC has successfully pursued a number of grants that supplement the other stable sources. One example of this is the Full Circle Mapping and Planning Project that utilizes web based data collection systems to assist communities in planning a vision for the future. This project is funded by grants from the U.S. Department of Commerce and the MacArthur Foundation. It meets an identified need in the region by providing valuable assistance at the community level. As CMAP attains greater recognition as an agency capable of producing quality planning products, it is expected that contributions from foundations and other agencies will increase.

## 7. Near-Term Options and Priorities

While many important steps have already been taken, the next 12 months require further bold action to ensure the long-term success of CMAP. One purpose of this report is to stimulate discussion among the agency's partners and supporters in northeastern Illinois and in Springfield, to jointly identify how best to achieve the desired result of more-effective, collaborative planning. This includes -- but is by no means limited to -- options for further legislative action to clarify and strengthen roles of the new agency and its board.

Specific legislative initiatives will be prepared after full discussion with our partners. The following are areas where legislative action needs to occur.

To fully consolidate the staffs of CATS and NIPC, a benefits package is being developed to protect out employees. It has been determined that the retirement system that best fits the agency's needs is the Illinois Municipal Retirement System. Although the agency was created as a unit of local government, it requires corresponding legislation to make CMAP "IMRF eligible." CMAP staff is working with the retirement system to draft this legislation.

Working with our partners, CMAP will offer alternative funding packages for the General Assembly's consideration. It is the CMAP Board's philosophy that there needs to be a commitment to the financial responsibility of the agency by federal, state and local governments. In order for CMAP to achieve its vision, financial resources must be made available from the state and a more equitable method of sharing the local responsibility for regional planning must be developed.

A number of assumptions made in creating the Regional Planning Act regarding agency operations have become impractical. Minor revisions need to be made to the Act to allow the agency enough flexibility in its operations to meet its mission. Some of those issues identified include, altering the timelines for plan updates since they do not meet federal requirements, assessing voting procedures and changes to staffing requirements stated in the Act.

While there are advantages to CMAP being created as a unit of local government, many legal restrictions placed upon municipalities are not necessarily consistent with the intent of the Act or operating procedures of a regional agency. CMAP staff will work with the General Assembly to ensure that its operations are consistent with its intent in creating this regional planning agency.

As we consolidate the functions of CATS and NIPC, legislation will be necessary to amend NIPC's enabling legislation, transferring those responsibilities and authorities to CMAP. NIPC's statutory review of other planning efforts will likewise need to be transferred to CMAP.

A new authority that needs to be defined in legislation is CMAP's role in shaping projects of regional significance. CMAP was created in the recognition that no plan or project exists in a vacuum, whether its primary focus is land use, transportation, environment,

natural resources, housing, economic development, or other. Especially in the case when a project crosses multiple jurisdictions, CMAP should have a central role in not only studying and reviewing other agencies' plans, but more importantly as a partner in helping to develop those plans beginning in their earliest stages.

Over the course of the next six months, CMAP will prepare a comprehensive legislative package for the General Assembly's consideration. Understanding that the agency evolves, the most important legislative initiative in the next session will be to identify adequate and stable funding for the agency that will enable the region to better plan for its future. There will be additional initiatives that have been outlined in this report that do not require specific legislative action. We will continue to work with our partner and funding agencies to successfully implement the Regional Planning Act.