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MEMORANDUM

To: CMAP Land Use Committee

From: CMAP Staff

Date: April 12, 2017

Re: Draft major freight facility development principles

Major freight facility developments – such as large intermodal truck-rail facilities, the development of large new rail facilities, mergers and acquisitions among Class I railroads, and major new airport and seaport facilities – have significant impacts on the region’s transportation system and land use patterns. They can generate significant amounts of truck and rail traffic, affect multiple jurisdictions, induce major real estate developments, and require significant new public investments in infrastructure improvements.

Given their potential for substantial impacts, proposals for major new freight facilities raise numerous planning questions. While a single county or municipality is responsible for permitting a proposed facility, neighboring and overlapping jurisdictions could also be impacted by the change in land use and transportation demand caused by the facility. In fact, coordination with other units of government is critical to evaluate potential impacts of the proposed facility on adjacent communities and broader transportation networks. Similarly, major changes to the rail network have strong impacts on transportation and land use in nearby communities.

CMAP’s chief role is to plan for the regional transportation and land use system. In fulfilling this role, CMAP identifies regionally significant projects in the long-range transportation plan, programs federal transportation funding, coordinates investments across jurisdictions, provides technical resources, and designates freight highway facilities per federal law – all of which are relevant to a regional analysis of major freight facility developments. CMAP has no authority over local land use, but does establish regional goals for land use and quality of life.

Draft principles for the Regional Strategic Freight Direction

Given the agency’s mandate for long-term comprehensive planning, it is reasonable for CMAP to study such major freight facility development proposals. These studies would not represent

an official agency decision but would instead provide objective analysis to assist the public debate.

The Regional Strategic Freight Direction cannot anticipate all potential major freight facility developments that may occur in northeastern Illinois. Instead, it could establish principles to guide any potential CMAP staff analysis of these proposals as they come along. These principles are well within CMAP's purview as a comprehensive planning agency; the Regional Strategic Freight Direction would make these principles transparent to assist private railroads and developers; federal, state, and local public agencies; and other stakeholders involved in a major freight facility development. The intent is for CMAP to provide independent analysis to inform the larger policy discussion in the region.

As the regional planning agency and federally-designated metropolitan planning organization, CMAP's main concerns would be centered around the proposal's transportation impacts, land use impacts, and other impacts, as demonstrated by the following series of planning questions:

- **Transportation impacts:** regionally significant projects and broader network impacts
 - Does the proposed major freight development materially affect an approved GO TO 2040 major capital project, including the CREATE program?
 - In addition to costs, considerations include traffic speeds and volumes, delay, and safety – for both passenger and freight movements.
 - Does the proposed major freight development require a new regionally significant project to be considered for amendment into the plan?
 - Considerations include needs on the existing system, planning factors, and other long-term transportation impacts. Specific evaluation criteria for regionally significant projects will be established separately as part of the ON TO 2050 process.
 - Does the proposed major freight development have convenient and adequate access to expressway facilities or the National Highway System (NHS)?
 - In providing access to expressway facilities or the NHS, will the facility require new roads or the expansion of existing roads?
 - Would the proposal require regulatory or policy changes related to truck routing, parking, or permitting?
 - Are trucks routed away from sensitive areas such as local downtowns, high-quality natural areas, schools, parks, and/or residential neighborhoods?
 - Are trucks routed onto highway facilities with appropriate pavements and geometrics?
 - Is the permitting process for oversized/overweight trucks transparent, efficient, and harmonized with neighboring and overlapping jurisdictions?
 - Is the proposal's funding plan reasonable and adequate?

- What capital outlays will the facility and any ancillary development require?
- What will be the long-term operations and maintenance outlays for these facilities?
- For both initial and long-term funding requirements, how will costs be shared between public and private sectors?
 - Which costs will be borne by the private sector?
 - Which costs will be borne by public-sector agencies?
 - State agencies
 - County agencies
 - Township agencies
 - Municipal agencies
- Do the relevant public sector entities have sufficient funding streams in place to meet these costs, both initial and ongoing?
- **Land use impacts:** regional development patterns and natural resources
 - Does the proposed major freight development support investment in existing communities?
 - Does the local jurisdiction have appropriate zoning for the facility, particularly to avoid potential land use conflicts and potential nuisances like vibration and noise?
 - Considerations include size, bulk, coverage, and orientation of buildings on site; minimum parking requirements; operational restrictions by time of day; landscaping and aesthetics; and stormwater management and other environmental concerns.
 - Does the local jurisdiction anticipate ancillary development related to the facility? Does the local jurisdiction seek to encourage or discourage ancillary development?
 - In either case, both long-term planning and zoning codes should be updated to reflect these preferences and to ensure consistency of future development with the expectations established by the initial proposal for the freight facility.
- **Other impacts:** economic development, equity, and the environment
 - Does the proposed major freight development support regional economic development goals?
 - Would the proposal create new jobs and economic development that would not be in the region otherwise? Would this development be in existing communities?
 - How would the proposal affect agricultural and natural resources, including the Green Infrastructure Vision?
 - How would the proposal affect air quality?
 - Does the proposed major freight development have a disproportionate impact on environmental justice communities?
 - Does the proposal incorporate innovative technologies?

To perform such analysis, the Regional Strategic Freight Direction could stress the importance of appropriate access to data for CMAP and other public agencies. Private data sources must be handled in a sensitive manner, but appropriate protections can be established to provide access to this data for regional planning purposes. Access to information is a foundational issue; no objective, data-driven analysis is possible without it.