



## MEMORANDUM

**To:** CMAP Board and Committees

**From:** CMAP Staff

**Date:** January 3, 2019

**Re:** 2019 State and Federal Legislative Framework and Agendas

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Staff has revised the State and Federal Legislative Framework and Agenda documents for 2019 to reflect the priorities of ON TO 2050. In previous years, separate documents were produced for the state and federal levels that presented similar broad legislative principles. New this year, a combined broad framework for federal and state legislation is presented in one document that reflects the three principles, five chapters, and fourteen goal areas of ON TO 2050. Where appropriate, the document draws attention to either federal or state policies. CMAP intends to use this framework document to guide and inform policymakers in Springfield and Washington, as well as administrative partners, including the Governor of Illinois and state and federal agencies.

The State Agenda and Federal Agenda are developed and approved in advance of each regular session of the Illinois General Assembly and Congress. The agendas are shorter documents that identify specific state and federal policy issues of interest to CMAP and its partners. Like the framework document, the language and priorities reflect ON TO 2050, as well as new developments and policies at both levels of government.

The 2019 State Legislative Agenda identifies five priorities:

- Ensure reliable access to planning funds
- Promote tools for performance-based decision making and accountability
- Secure sustainable, adequate, and multimodal transportation funding with an emphasis on state support for transit
- Reform state tax policy and build local capacity with an emphasis on supporting local governments through exploring shared and consolidated services
- Adopt an integrated approach to managing water resources and promote policies to address urban flooding and protect water supply

The 2019 Federal Legislative Agenda identifies five priorities:

- Improve surface transportation with an emphasis on ensuring sustainable and adequate revenues, committing to transit, advancing performance-based funding policies, increasing the role for MPOs in programming transportation funds, and harnessing transportation technologies to improve the system and safety for all users
- Address climate change and protect water and natural resources
- Facilitate data-driven and transparent investment decisions
- Promote housing options, target assistance to disinvested areas, and coordinate planning
- Improve education and workforce development to reduce inequality

For this calendar year, staff is recommending these five state priorities and five federal priorities, as well as the combined framework be pursued as appropriate with the Governor, Illinois General Assembly, Congress, relevant state and federal agencies, and key partners. Based on your feedback and direction, we will finalize these documents for the February meeting and outline a strategy to communicate these priorities.

ACTION REQUESTED: Discussion

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# CMAP Draft State and Federal Legislative Framework

The Chicago Metropolitan Agency for Planning (CMAP) conducts comprehensive regional planning for the northeastern Illinois counties of Cook, DuPage, Kane, Kendall, Lake, McHenry, and Will. CMAP's Policy Committee is the federally designated metropolitan planning organization (MPO) for the same region plus portions of Grundy and DeKalb Counties. The agency identifies and guides resources toward prioritized transportation investments, provides technical assistance for communities, and compiles data resources that enhance decision making across the region. Building on the award-winning GO TO 2040 comprehensive regional plan, in October 2018 the agency adopted ON TO 2050, a new plan that recommends strategies for sustainable prosperity across all 284 communities in the Chicago area.

Implementing ON TO 2050 depends on support from both the State of Illinois and the federal government. These entities allocate billions of dollars each year to maintain the transportation system, promote economic development, strengthen our communities, and maintain and preserve natural resource, among other programs and initiatives. However, both the state and federal government face ongoing fiscal challenges that too often crowd out these priorities.

This framework document describes CMAP's policy positions to guide and inform legislators in Springfield and Washington, as well as agency partners, the Governor of Illinois, state and federal agencies, and others. CMAP is most interested in legislative initiatives that have regional or statewide impacts, or those that could serve as precursors to broader, more comprehensive legislation. This document's recommendations reflect the regional nature of CMAP's policy and planning work as well as the agency's role in decision making within the state of Illinois.

ON TO 2050 includes three overarching principles, which are reflected in policy positions throughout this framework:

***Inclusive Growth:*** *Growing our economy through opportunity for all.*

***Resilience:*** *Preparing for rapid changes, both known and unknown.*

***Prioritized Investment:*** *Carefully target resources to maximize benefit.*

These principles should guide policy and legislation to ensure sustainable growth and prosperity for all regional residents to 2050 and beyond. The remainder of this document describes CMAP's legislative policy positions organized around the 14 broad goals included in ON TO 2050.

This detailed framework accompanies shorter state and federal legislative agendas that focus on specific legislative priorities. See more at <http://www.cmap.illinois.gov/updates/legislative>.

## Community

**State and federal policies play an important role in creating and sustaining the vibrant communities that help the region thrive. Investing in areas with transportation and economic assets, communities that have been left behind, and careful growth in emerging areas is imperative to help the entire region prosper.**

### Strategic and sustainable development

State and federal policies can foster fiscally prudent and resilient development that leverages the region's extensive infrastructure, diverse communities, and economic assets. Strategic investment in new development -- and the new infrastructure required to support it -- is imperative in a climate of constrained resources. From 2000-15, the region expanded its developed footprint by nearly 12 percent, an area equal in size to the City of Chicago. Over the same period, employment remained flat, population increased by 4.6 percent, and many opportunities for infill development remained untapped. Significantly more land was developed than preserved as open space. A thoughtful, holistic approach to development can help all parts of the region thrive. Particular attention must be focused on communities that are rich with potential yet suffer from long-term disinvestment. State and federal investment, targeted programming, and policies can facilitate rebuilding communities and careful expansion of our built environment.

*CMAP supports federal and state legislation that spurs fiscally sustainable development and revitalizes existing infrastructure.*

*CMAP supports federal and state policies that catalyze growth in disinvested areas by refocusing regulations, programs, and incentives.*

### Reinvestment for vibrant communities

Communities' needs across the region are shifting: The population overall is growing older and more diverse, businesses' location preferences are changing, and more residents want to live in walkable communities. To achieve local goals, strong and vibrant places will have to offer a range of housing, transportation, amenity, and employment options. For example, compact development patterns support cost-effective public transit service and also facilitate walking and biking, and these options, in turn, improve mobility, public health, and also reduce greenhouse gas emissions. State and federal policymakers can ensure prioritized investments reduce infrastructure costs and promote fiscal sustainability.

*CMAP supports federal and state policies that promote infill development of compact, vibrant communities with robust multimodal transportation options and transit-supportive land uses.*

*CMAP supports federal and state initiatives that foster market-driven housing policies, match regional and local housing supply with options that residents want, and promote development of diverse housing types.*

*CMAP supports federal and state programs that revitalize land through the redevelopment process – such as investments in brownfield remediation -- offering communities the opportunity to enhance performance of the built environment or increase access to open space and natural assets.*

### **Development that supports local and regional economic strength**

The region needs a tax system that provides ample opportunity for local governments to generate revenue that supports their plans, goals, and desired development patterns and their ability to adapt to changing local economic conditions. State policymakers must provide support for industries that connect the region to the global economy, and foster local cooperation on economic development. In addition, lawmakers should seek changes in tax policies at the state and local level that support more development types and provide local governments with more paths to success. These strategies can also reduce competition and overbuilding of some development types, lowering costs and improving fiscal outcomes for the region.

*CMAP supports the State of Illinois expanding the sales tax base to additional services in a manner that helps communities create a more balanced land use mix, helps ensure those who make similar incomes pay similar taxes, minimizes economic distortions, and mitigates the cascading nature of sales taxes.*

*CMAP supports the State of Illinois reforming state revenue disbursement criteria to reduce wide divergences in receipts across municipalities, allowing each municipality to support its own desired mix of land uses, and adapt to changing development patterns.*

*CMAP supports the State of Illinois adhering to fiscally sustainable practices to ensure a stable business climate and guarantee the reliability of state support to the region, including for local governments, transit agencies, and nonprofit service providers.*

*CMAP supports the State of Illinois approving statutory changes that allow non-home rule governments to impose additional types of user fees.*

### **Prosperity**

**Sustaining broad economic growth requires improving metropolitan Chicago's business environment to enable industries and workers alike to compete globally and prosper locally.**

## **Robust economic growth that reduces inequality**

Metropolitan Chicago is endowed with extensive assets, including its people, industries, educational and research institutions, infrastructure, and geographic location. But its economic output increased just 0.9 percent annually during 2001-17, coupled with just 0.2 percent annual employment growth. In particular, black residents were the hardest hit residents during the 2007-09 recession, and have been the slowest to recover from its effects posting higher unemployment rates, lower workforce participation, and large declines in household income. As our prolonged slow growth lags behind peer regions, residents, primarily lower- and moderate-income households, are leaving to seek economic opportunity elsewhere. Advancing the state's economic goals requires action now to bolster a range of private and public initiatives already underway on a regional level. ON TO 2050 seeks to support pathways for upward economic mobility and our specialized industry clusters -- groups of related businesses with historic roots and competitive advantages in the region. By prioritizing smart, inclusive strategies, state and federal policymakers can ensure that metropolitan Chicago remains a destination for diverse business activity, innovation, and talent.

*CMAP supports federal and state policy, programs, and funding for cluster-oriented development and other initiatives that bolster globally competitive industries.*

*CMAP supports federal and state resources that further the development, implementation, and expansion of career pathway programs.*

*CMAP supports federal and state investment in the state's talent pool through robust and reliable funding for higher education and workforce development.*

*CMAP supports State of Illinois strategic planning for its distinct regional economies, allocating resources and developing policies to reflect their scale, opportunities, and challenges.*

## **Responsive, strategic workforce and economic development**

Today's economy has grown increasingly complex, transformed by technological change, global competition, emerging industries, and evolving consumer demand. As a result, metropolitan Chicago needs to strengthen itself for both anticipated and unforeseen economic shifts. Effective public policies and investments can prioritize limited government resources in collaboration with high-capacity private and nonprofit partners. Yet workforce and economic development decisions frequently lag behind the pace of change, and insufficient data and performance information can limit the economic benefit of public expenditures. Achieving stronger growth will require coordinated, sustained investment of limited resource in initiatives rooted in the policy and planning needs of particular communities and industries.

*CMAP supports federal and state investment in longitudinal workforce and education data systems to inform more responsive public policy.*

*CMAP supports State of Illinois reform of economic development incentives to institute stronger standards for transparency and accountability, including regular audits, data releases, and sunset provisions.*

*CMAP supports State of Illinois efforts to incorporate regional goals and priorities into economic development investments and prioritize assistance or incentives that align with strategic planning.*

## **Environment**

**The region's natural environment and resources are some of the most valuable and irreplaceable assets in metropolitan Chicago. The quality of our air and water, the ecosystem services and wildlife habitats provided by our protected natural areas, and our recreational spaces all contribute to a high quality of life and support a vibrant regional economy.**

### **A region prepared for climate change**

Climate change, manifesting in our region as more frequent and severe storms, extreme temperatures, and drought, is already significantly affecting our economy, ecosystems, built environment, and people. Increased flooding and heat strains our roads, rail, and other infrastructure. ON TO 2050 recommends intensifying climate mitigation efforts and reducing greenhouse gases, while at the same time preparing for and equipping communities to recover from the acute shocks and chronic stresses of climate change. Mitigation will require aggressive efforts to modernize our energy infrastructure and address emissions caused by transportation. Planning for climate change requires rethinking the region's green and gray infrastructure, as much of the region's roadway, water, and energy infrastructure was designed using standards that pre-date the increased number of heavy rain events, freeze-thaw cycles, and hotter and wetter conditions.

*CMAP supports federal and state actions to bolster climate resilience by investing in a more flexible and decentralized electric grid, such as the Smart Grid Investment Grant Program.*

*CMAP supports State of Illinois coordination of funding, programming, data, and models for climate resilience among state environmental agencies — including the Illinois State Water Survey (ISWS), Illinois State Climatologist, Illinois Department of Natural Resources (IDNR), and Illinois Environmental Protection Agency (IEPA).*

*CMAP supports federal policy to uphold the U.S. commitment to the Paris Agreement, expanding renewable energy and efficiency programs, exploring market mechanisms for reducing greenhouse gas emissions, and transitioning to renewable resources.*

*CMAP supports State of Illinois implementation of the emissions reduction policies of the Future Energy Jobs Act and programs to promote energy conservation.*

*CMAP supports federal and state policies that enable the transportation system to reduce emissions, including electrification of commercial fleets and transit systems.*

### **An integrated approach to water resources**

The region's water resources play an essential role in sustaining economic prosperity, environmental health, and quality of life—yet the region's policies do not adequately reflect their real and inherent value. As a result, the region continues to suffer major flood damage and degraded water quality, while growth and development strains our drinking water supply. Access to clean and reliable water differs across the region, and water infrastructure investments lag behind public health needs. Policymakers must incorporate an integrated approach to water resources to keep the region's waters clean for people and wildlife, reduce flood risks, and coordinate and conserve the region's shared water supply resources to ensure long-term sustainability.

*CMAP supports State of Illinois development of a comprehensive state plan to guide programs that integrate water supply, water quality, stormwater, and aquatic habitat, and adequately fund the initiatives.*

*CMAP supports State of Illinois coordination of data collection, tracking, and research for water resources and infrastructure among various agencies, including IEPA, IDNR, Illinois Department of Public Health (IDPH), ISWS, Illinois State Geological Survey, Illinois Natural History Survey, watershed working groups, and other watershed organizations.*

*CMAP supports federal reforms to water quality and stormwater management that address non-point source pollution.*

*CMAP supports State of Illinois water infrastructure investments that promote safe drinking water, reduce water loss, increase resource recovery and closed-loop systems, improve the Illinois Clean Water Initiative, better support low resource communities in need, and implement water infrastructure asset management.*

*CMAP supports federal investments that maintain the health, recreational use, and economic benefits of Lake Michigan and the Great Lakes, such as the Great Lakes Restoration Initiative, the Coastal Zone Management Program, Water Resources Development Acts, and efforts to prevent invasive species transfer.*

*CMAP supports federal and state reforms to modernize policies related to flooding, including making risk information available for property sales and reforming the National Flood Insurance Program to develop long-term solutions for properties that suffer repetitive losses or are at high risk of flooding.*

*CMAP supports State of Illinois action to foster regional water coordination efforts modeled after the Northwest Water Planning Alliance to explore ways to coordinate withdrawals and management of shared water resources with neighbors.*

### **Development practices that protect natural resources**

Natural areas provide places for recreation, habitats for native flora and fauna, air pollutant filtration, flood reduction, urban heat island mitigation, and groundwater recharge, while at the same time creating more desirable, healthy, and resilient communities. The region's natural areas are threatened by development and climate pressures. Development continues to convert natural and agricultural land, fragmenting our open spaces. ON TO 2050 envisions a future where development practices and infrastructure embrace natural landscapes. The region needs policies that incentivize infill and reinvestment in communities, address contamination, and promote conservation of open space for the health of the natural and built environments. Policymakers should also consider tools such as CMAP's Flood Susceptibility Index, Conservation Areas Local Strategy Map, and the Green Infrastructure Vision to target environmental investments that meet multiple regional goals, including providing access to open space and mitigating flooding.

*CMAP supports federal and state programs that encourage redevelopment and enable local governments to apply sustainable development practices in their communities.*

*CMAP supports federal and state action to address environmental challenges that disproportionately affect specific populations and disinvested areas.*

*CMAP supports federal and state protection and stewardship of high-priority natural areas by continuing to fund IDNR and land managers via the Open Space Lands Acquisition Development (OSLAD) Program, the Natural Areas Acquisition Fund (NAAF), and the Coastal Management Program.*

*CMAP supports federal and state innovative financing mechanisms to support open space protection and enhancements.*

*CMAP supports State of Illinois expansion of conservation efforts through land trusts and conservation easements, and development of a statewide policy for conserving agricultural lands.*

*CMAP supports State of Illinois expansion of programs that promote sustainable agricultural practices, encouraging crop diversity and protecting water resources.*

### **Governance**

**Effective governance requires collaboration between governments at every level, adequate resources for addressing today's challenges, and data driven decision-**

**making to seize on tomorrow's opportunities.**

### **Collaboration at all levels of government**

Disjointed, siloed approaches to governing hinder the region's ability to prosper. State policies must ensure local governments can achieve the goals of better governance, reduced costs, and improved service delivery. Strategies should provide local governments with innovative tools to solve problems, improve intergovernmental collaboration, and facilitate well informed exploration of options like consolidation, where appropriate. State policymakers should also consider taking more direct action to facilitate partnerships and mergers where locally desired. Several other states have funded local feasibility studies on consolidation and service sharing with the goals of improving services or reducing local tax burdens, and Illinois should follow suit.

*CMAP supports the State of Illinois providing assistance for local government service sharing and consolidation by conducting feasibility studies, sharing best practices, and addressing legislative barriers.*

*CMAP supports the State of Illinois providing financial support for local government consolidation based on well-defined criteria, such as offsetting short-term property tax differentials or other associated expenses for transition.*

*CMAP supports the State of Illinois appropriating consistent, adequate revenues to sustain all of CMAP's comprehensive planning activities, including water resources management, climate resilience, economic development, local capacity, and other ON TO 2050 priorities.*

*CMAP supports federal funding for the implementation and expansion of programs such as the U.S. Department of Housing and Urban Development's former Sustainable Communities Initiative that link planning and investment decisions across disciplines.*

### **Capacity to provide a strong quality of life**

State and local governments must take steps to improve their near-term fiscal condition and long-term outlook. Policymakers should develop tax policies that strengthen communities and the region, and commit to sound budgeting practices to stabilize local government revenues. The state tax code must be modernized to reflect current consumer trends – such as the use of services rather than goods and purchase of goods online -- and to better represent the multijurisdictional nature of the region's many industrial and office employment areas.

*CMAP supports State of Illinois efforts to modernize the tax code to better reflect the changing economy, including by expanding the sales tax base to additional services.*

*CMAP supports the State of Illinois assigning non-home rule municipalities more authority to implement user fees, such as motor fuel taxes or fees to address freight needs, in order to provide services and maintain infrastructure.*

## **Data driven and transparent investment decisions**

Basing decisions at all levels of government on transparent, accountable practices that direct public investments based on performance goals and data helps extend limited resources. Budgetary and programming decisions are still too frequently made without adequate transparency or prioritization based on need. Performance-driven investments will enable the region to manage assets, provide services, and support infrastructure; however, that approach requires complete, accessible, standardized, and high quality data. Data provided by state agencies, the U.S. Census Bureau, and other federal agencies are crucial to understanding regional and local trends and conditions. However, the data necessary to assess transportation system's needs, such as freight and goods movement or data from other private transportation providers, is also unavailable to planners.

*CMAP supports state and federal efforts to collect comprehensive data and facilitate open exchange of data by applying best practices and technological improvements.*

*CMAP supports state and federal policies to facilitate adequate access to private data sets that can improve transportation programming decisions and policies.*

*CMAP supports state and federal legislative and administrative initiatives that ensure the U.S. Census Bureau can conduct an accurate and complete count in the 2020 Census.*

## **Mobility**

**The transportation network of metropolitan Chicago has reached a critical juncture -- bold steps must be taken to address today's problems and anticipate opportunities for achieving a well-integrated, multimodal transportation system.**

### **A modern, multimodal system that adapts to changing travel demand**

People have more options for moving around the region than ever before—from rideshare companies like Uber and Lyft to Divvy bikeshare service and automated vehicle technologies that are just over the horizon. These still nascent technological trends will continue to intersect with economic and demographic shifts to transform how residents and businesses want to use the region's transportation system in coming decades. Although technology has facilitated movement throughout the region, transportation technology policies should complement transit and allow users to move between modes. And reforms should focus on providing the necessary funding and policy changes to make transit more competitive. Initiatives must also keep freight top-of-mind -- recognizing the region's role in moving goods locally and nationally -- while mitigating potential negative effects on communities.

*CMAP supports federal and state policies that harness technology to improve travel and anticipate future impacts by identifying ways to leverage provision of more detailed data and analysis from private companies while carefully protecting riders' privacy.*

*CMAP supports federal action to establish technology standards for connected and automated vehicles that can enable long-range infrastructure planning and safety analysis by local and regional jurisdictions.*

*CMAP supports federal and state investments and reforms to make transit more competitive by diversifying and increasing funding sources for transit.*

*CMAP supports state legislative initiatives that require IDOT and the Illinois Tollway to implement congestion pricing on new roads or lanes, and allow them to strategically price components of the existing highway network, including congestion pricing for new managed lanes on I-55.*

*CMAP supports federal and state expansion of funding for the freight network, including important Chicago Region Environmental and Transportation Efficiency (CREATE) program projects such as completion of the 75<sup>th</sup> Street Corridor Improvement Program.*

### **A system that works better for everyone**

Though boasting the second-largest transit system in the nation, critical parts of metropolitan Chicago remain inaccessible to residents. Policymakers must commit to funding and supporting a system that works for the entire region. This includes wide ranging and interconnected issues such as bicycle and pedestrian safety, access to economic opportunity for low income and minority residents, expanded travel options for seniors and people with disabilities, and the adaptations necessary to respond to a changing climate. Special attention must be paid to leverage transportation and infrastructure investments to promote inclusive growth. Transportation can play a key role in creating pathways to opportunity for low income communities, people of color, and people with disabilities. Low income residents in the Chicago region use all modes of transportation to get around, yet are often burdened by some of the longest commutes in the region.

*CMAP supports state and federal efforts to build capacity for disinvested communities to develop, fund, and maintain transportation infrastructure.*

*CMAP supports state and federal policies and funding to pilot new options to reduce the commutes times of low income residents.*

*CMAP supports State of Illinois policies and programs to enhance travel safety by improving incident detection and management, developing better bicycle and pedestrian accommodations, improving driver training, and collecting better and more complete safety data, among other efforts.*

*CMAP supports state and federal reforms that enable IDOT, the Illinois State Police, the Tollway, and municipal and county agencies to implement automated speed limit enforcement programs, in a manner that protects the public interest.*

### **Making transformative investments**

Northeastern Illinois must invest in maintaining and enhancing the transportation system to keep up with demand and promote regional economic vitality. Today's funding mechanisms are also outmoded: in the near term policymakers will need to raise motor fuel taxes and empower local communities and regions across the state to raise their own revenues, while exploring new strategies to collect sustainable and adequate revenues in the future. With limited dollars available, transportation decision makers should continue to implement data-driven programming practices that emphasize selection of projects that meet clear regional objectives for transportation, land use, environment, and the economy.

*CMAP supports State of Illinois action to establish adequate and sustainable multimodal capital funding.*

*CMAP supports State of Illinois furthering its progress on transparent, performance-based allocation of revenues.*

*CMAP supports the State of Illinois increasing the motor fuel tax (MFT) by at least 15 cents per gallon and indexing the rate to an inflationary measure until a new revenue source is available to replace it.*

*CMAP supports the State of Illinois beginning necessary steps – including a pilot project – to replace the MFT with a per-mile road usage charge of at least 2 cents per mile, indexed to an inflationary measure.*

*CMAP supports the federal government increasing the gas tax rate, indexing it to an inflationary measure, and in the long-term replacing it with a per-mile road usage charge. The federal government should also work with states to develop a national solution to implementing road usage charges at the state level.*

*CMAP supports the State of Illinois expanding of the sales tax to additional services to provide additional funding for transit.*

*CMAP supports State of Illinois initiatives that allow enactment of revenue sources for the seven-county CMAP region to meet its own transportation needs and provide local communities with the tools and authority to raise their own transportation and infrastructure revenues, including broader taxing authority for the Regional Transportation Authority.*

*CMAP supports state and federal initiatives that broaden authority to implement tolling and allow toll revenue to be flexibly used for multimodal transportation system goals.*

*CMAP supports State of Illinois efforts to permit and encourage innovative transportation funding and financing sources such as value capture and strategic use of public-private partnerships in a transparent manner that protects the public interest.*

*CMAP supports federal implementation of a cost of freight service fee – a sales tax on the cost of shipping freight – at the national level.*

## **About CMAP**

The Chicago Metropolitan Agency for Planning (CMAP) was created in 2005 by state statute (70 ILCS 1707) and its Policy Committee is the federally designated Metropolitan Planning Organization (MPO) for the seven counties of Cook, DuPage, Kane, Kendall, Lake, McHenry, and Will plus portions of Grundy and DeKalb. Its state and federal mandates require CMAP to conduct comprehensive regional planning, prioritize transportation investments, provide technical assistance for communities, and compile data resources that enhance decision making.

CMAP developed and now guides implementation of the region's ON TO 2050 comprehensive plan, which was adopted in October 2018 by leaders from across the seven counties. ON TO 2050 is an innovative, policy-based plan that establishes coordinated strategies to help the region's 284 communities address transportation, economic development, open space, water, energy, housing, and other quality-of-life issues. Three principles guide the plan and unify the goals and implementation strategies: inclusive growth, resilience, and prioritized investment.

Implementation of ON TO 2050 is CMAP's main priority. The agency provides extensive support to communities through its Local Technical Assistance (LTA) program. So far, CMAP has initiated more than 220 LTA projects in which counties, municipalities, and nongovernmental organizations are planning for increased livability, sustainability, and economic vitality. The program helps address significant demand in the region for updating local comprehensive plans, ordinances, and related planning activities. Though its three-year U.S. Department of Housing and Urban Development grant expired in December 2013, CMAP has continued the LTA program with funding from the Illinois Environmental Protection Agency and Cook County Community Development Block Grants, among other sources.

ON TO 2050 recommendations guide the allocation of federal transportation dollars in northeastern Illinois through the following programs that CMAP administers:

- The Congestion Mitigation and Air Quality Improvement program supports surface transportation improvements, with \$226 million programmed over five years (federal FY 2018-22) and a new call for projects scheduled in 2019.
- The local Surface Transportation Program was developed through coordination with subregional Councils of Mayors and the City of Chicago, with \$171 million obligated in federal FY 2018. A new Shared Fund for projects that make large and lasting contributions to regional transportation priorities will have its first call for projects in 2019. The subregional councils will have their next calls for projects in 2020.

- The local Transportation Alternatives Program supports non-motorized transportation in the region, with \$30 million approved in the most recent three-year cycle (federal FY 2018-20), with a new call for projects scheduled in 2019.
- The Transportation Improvement Program (TIP) accounts for these, and all federally funded and otherwise regionally significant projects, totaling \$13 billion, from federal FY 2019-2023.

CMAP conducts extensive, data-driven research and analysis related to policy objectives contained in ON TO 2050, including diverse economic factors such as workforce, innovation, and state and local tax policies. CMAP helps to coordinate efforts to build partnerships involving the institutions that provide education and training and the industries that need a reliable pool of middle- and high-skilled workers. CMAP's research also has shed light on the impacts of state and local tax policies.

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# **CMAP DRAFT Legislative Agenda for the 101st Illinois General Assembly**

The Chicago region has a tradition of seizing its destiny rather than leaving the future to chance. That tradition is founded on ambitious, bold planning. In that vein, the Chicago Metropolitan Agency for Planning (CMAP) was created in 2005 (70 ILCS 1707) to guide planning in northeastern Illinois. CMAP helps communities prosper by supporting planning and policies that enhance quality of life and make Chicagoland more competitive.

The region is home to one of the world's great economic centers, abundant natural resources, and a vast multimodal transportation system. Adopted in October 2018, CMAP's ON TO 2050 comprehensive regional plan recommends policy changes and legislative actions to capitalize on these vital assets. Framed by three main principles – Inclusive Growth, Resilience, and Prioritized Investment – ON TO 2050 builds on past planning efforts to maintain metropolitan Chicago's competitive advantages, address persistent challenges, and achieve regional prosperity.

## **Ensure reliable access to planning funds**

When the State of Illinois created CMAP, it charged the agency with the responsibility to comprehensively plan for the Chicago region, incorporating land use and transportation planning with work on housing, regional economic growth, water resource management, community development, and environmental issues. CMAP's enabling legislation pledged that "additional funding shall be provided to CMAP to support those functions and programs authorized by [the enabling legislation] (70 ILCS 1707/62)." Funding from the state needs to include resources that support all of CMAP's planning activities as mandated in the state enabling legislation.

*CMAP supports dedicated funds for comprehensive planning in northeastern Illinois.*

## **Promote tools for performance-based decision making and accountability**

CMAP and partners rely heavily on public data to conduct research, prioritize public investments, and make better and more informed decisions. Data sharing through open governance also improves transparency and accountability by enabling residents to understand how government operates. A complete-count 2020 Census is crucial to ensuring the state and the region receive their fair share of representation in the federal government and federal support for infrastructure and transportation. The State of Illinois should dedicate resources toward a complete-count Census, and support the collection and sharing of data between public and private partners.

*CMAP supports legislation to increase data and information sharing by requiring state and local agencies to make their programs and policies more accountable to the public.*

*CMAP supports all efforts by the State of Illinois to ensure a complete-count 2020 Census by targeting resources toward hard-to-count communities.*

### **Secure sustainable, adequate, and multimodal transportation funding**

Metropolitan Chicago is North America's freight hub and its public transit system moves more than 2 million people each weekday. However, much of the region's transportation system has been chronically underfunded and urgently needs repair, but lacks a source of non-federal revenue for capital needs such as maintenance, enhancement, and expansion. The State of Illinois must take bold steps to ensure sustainable, adequate, multimodal capital investments that rely on performance-based criteria to address northeastern Illinois' maintenance backlog and meet key regional goals.

Simply put, the current transportation funding mechanisms in Illinois are inadequate to support the current system, let alone make improvements that are crucial to our economic competitiveness. Traditional state revenue sources -- the motor fuel tax and vehicle registration fees -- are not keeping pace with the costs of maintaining infrastructure. Modern trends such as increasing fuel economy and stagnant population growth have diminished these revenues over time. The motor fuel tax should be increased and indexed to inflation in the near term. Ultimately, the motor fuel tax faces long-term threats to its viability as vehicles become more fuel efficient and as vehicle miles traveled continue to decline. The state urgently needs to begin a pilot study of a per-mile road usage charge to aid in transitioning away from the motor fuel tax.

Increased state and federal investment, while critical, will likely be insufficient to meet the region's significant needs. Metropolitan Chicago should generate robust local revenues, and allocate those funds based on performance rather than arbitrary formulas. Regionally raised and regionally invested funds would help complete a significant number of prioritized projects and modernize the system while leveraging private and public funding sources.

*CMAP supports increasing the motor fuel tax and indexing it to inflation in the near term, then replacing the motor fuel tax with a per-mile road user charge over the longer term.*

*CMAP supports new, sustainable revenues for transportation including a dedicated source of capital funding for transit and intercity passenger rail, and a greater focus on improvements to the freight system.*

*CMAP supports state legislation enabling northeastern Illinois to secure sustainable and substantial revenues to make performance-based infrastructure investments.*

### ***Call out in this section should focus on Supporting Transit:***

Our public transit system is one of metropolitan Chicago's most critical assets. Together, the region's bus and rail services provide two million rides per weekday, improving air quality, reducing carbon emissions, allowing commuters to avoid congested highways, and connecting

people to jobs, education, entertainment, and other amenities. Public transit access is especially crucial for those who cannot drive or lack access to a car. ON TO 2050 commits to the aggressive goal of doubling regional transit ridership by 2050. Achieving this goal will require sustained state investment. State policies and programs should make transit a more competitive transportation option, for example by prioritizing transit-supportive land uses and infill economic development. Coordinating investment broadly -- by linking transportation with housing, and targeting public expenditures to attract private investment, among other examples -- is also essential for effectively using limited resources.

*CMAP supports legislative action to provide a dedicated, robust source of capital funding for transit.*

*CMAP supports state policy and programs that benefit transit by encouraging land use decisions that support dense commercial and residential development near bus or train service.*

### **Reform state tax policy and build local capacity**

Fiscal and tax policy decisions made at the state level significantly affect the Chicago region's ability to make infrastructure and community investments recommended in ON TO 2050. CMAP is specifically focused on how tax policy influences the region's overall economy, including the commercial, industrial, and residential development of communities.

State tax policies can often distort land use decisions rather than allow markets or quality of life factors to guide them. Under the current tax structure, communities without sales tax generating businesses or dense commercial development often have few revenue options sufficient to cover the cost of public services and infrastructure. Reforms should improve revenue-generating options for communities that have a very low tax base compared with their costs for basic services, to help break the cycle of slow growth or disinvestment. These same policies can inadvertently lead local governments to compete with one another for economic development, with little or no overall gain for the region or state.

Changes to tax system must also reflect the region's and state's economies and demographics, and promote inclusive growth. The state should modernize outmoded aspects of its tax system, ensuring tax policy changes minimize economic distortions by broadening the tax base and potentially lowering rates, and evaluate key revenue sources, such as the income and sales taxes, to determine how to reform those taxes' structures.

*CMAP supports comprehensive reforms of state tax policy to broaden the tax base in a manner that may lower rates.*

*CMAP supports tax policy reforms that encourage effective local land use decisions, generate sustainable economic development, and reduce the focus on intrastate and intraregional competition over economic development, while ensuring adequate revenues for state and local governments to invest in infrastructure and provide services.*

***Call out in this section should focus on Supporting Local Governments:***

Beyond tax reform, ON TO 2050 stresses giving local communities the tools and opportunities they need to build capacity and provide residents with a high quality of life. In many cases, this means exploring shared and consolidated services, which can provide benefits such as improved capacity and resources, greater efficiency, enhanced service quality, and cost savings. The state has already created processes to streamline consolidations; now it must contribute funds to further study and help implement the practice to assist communities that want to pursue these options.

*CMAP supports action by the State of Illinois to provide funding to local governments for service sharing and consolidation feasibility studies.*

*CMAP supports the temporary use of tax credits by the State of Illinois to offset property tax differentials resulting from local government consolidations.*

**Adopt an integrated approach to managing water resources and promote policies to address urban flooding and protect water supply**

Water is at the center of our regional prosperity and here, too, metropolitan Chicago has tremendous assets. However, climate change and development are exacerbating water management challenges such as flooding, and even straining the availability of water for some residents and businesses in northeastern Illinois. ON TO 2050 recognizes the value of managing water as a singular resource and recommends an integrated approach.

By making decisions that reflect the interconnectedness of water resources, the State of Illinois can sustain regional growth and environmental health well into the future. To advance integrated water resource management, the State can coordinate existing programs to identify cost-effective ways to maintain water and wastewater infrastructure while protecting natural assets. Promoting watershed plans and assisting watershed-based working groups can help identify multi-jurisdictional solutions to address both water quality and water resource goals.

While there are many low-capital solutions to flooding -- such as encouraging watershed plans, updating risk mapping, and revising development standards -- some problems can only be solved by investing in green infrastructure and retrofitting gray infrastructure. As parts of the region face groundwater supply challenges, there is also a pressing need for regional cooperation and integrated water supply planning. However, the state does not have a dedicated fund for water supply planning and management. Water supply planning funds should be adequate and sustainable, particularly for the state's most populous region.

*CMAP supports legislative initiatives that promote an integrated approach to water resources, recognizing water as a singular resource and regional strength.*

*CMAP supports investment in comprehensive watershed planning to identify the most significant water resource problems and address flooding throughout the region.*

*CMAP supports policies and programs that promote green infrastructure retrofits to better manage stormwater on-site.*

*CMAP supports new, sustainable revenues to support state and regional water planning by IDNR, ISWS, IWIP, and regional partners.*

## **About CMAP**

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CMAP developed and now guides implementation of the region's ON TO 2050 comprehensive plan, which was adopted in October 2018 by leaders from across the seven counties. ON TO 2050 is an innovative, policy-based plan that establishes coordinated strategies to help the region's 284 communities address transportation, economic development, open space, water, energy, housing, and other quality-of-life issues. Three principles guide the plan and unify the goals and implementation strategies: Inclusive Growth, Resilience, and Prioritized Investment.

Implementation of ON TO 2050 is CMAP's main priority. The agency provides extensive support to communities through its Local Technical Assistance (LTA) program. So far, CMAP has initiated more than 220 LTA projects in which counties, municipalities, and nongovernmental organizations are planning for increased livability, sustainability, and economic vitality. The program helps address significant demand in the region for updating local comprehensive plans, ordinances, and related planning activities. Though its three-year U.S. Department of Housing and Urban Development grant expired in December 2013, CMAP has continued the LTA program with funding from the Illinois Environmental Protection Agency and Cook County Community Development Block Grants, among other sources.

ON TO 2050 recommendations guide the allocation of federal transportation dollars in northeastern Illinois through the following programs that CMAP administers:

- The Congestion Mitigation and Air Quality Improvement program supports surface transportation improvements, with \$226 million programmed over five years (federal FY 2018-22) and a new call for projects scheduled in 2019.
- The local Surface Transportation Program was developed through coordination with subregional Councils of Mayors and the City of Chicago, with \$171 million obligated in federal FY 2018. A new Shared Fund for projects that make large and lasting contributions to regional transportation priorities will have its first call for projects in 2019. The subregional councils will have their next calls for projects in 2020.

- The local Transportation Alternatives Program supports non-motorized transportation in the region, with \$30 million approved in the most recent three-year cycle (federal FY 2018-20), with a new call for projects scheduled in 2019.
- The Transportation Improvement Program (TIP) accounts for these, and all federally funded and otherwise regionally significant projects, totaling \$13 billion, from federal FY 2019-2023.

CMAP conducts extensive, data-driven research and analysis related to policy objectives contained in ON TO 2050, including diverse economic factors such as workforce, innovation, and state and local tax policies. CMAP helps to coordinate efforts to build partnerships involving the institutions that provide education and training and the industries that need a reliable pool of middle- and high-skilled workers. CMAP's research also has shed light on the impacts of state and local tax policies.

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# CMAP DRAFT 2019 Federal Agenda

## Introduction

The Chicago Metropolitan Agency for Planning (CMAP) conducts comprehensive regional planning for the northeastern Illinois counties of Cook, DuPage, Kane, Kendall, Lake, McHenry, and Will. CMAP's Policy Committee is the federally designated metropolitan planning organization (MPO) for the same region plus portions of Grundy and DeKalb counties.

The region is home to one of the world's great economic centers, abundant natural resources, and a vast multimodal transportation system. Adopted in October 2018, CMAP's ON TO 2050 comprehensive regional plan recommends policy changes and legislative actions to capitalize on these vital assets. Framed by three main principles – Inclusive Growth, Resilience, and Prioritized Investment – ON TO 2050 builds on past planning efforts to maintain metropolitan Chicago's competitive advantages, address persistent challenges, and achieve regional prosperity.

This document first presents CMAP's positions on federal transportation policies, followed by key policy recommendations related to climate change, managing water and natural resources, information access, housing and land use, and education and workforce development. A more detailed legislative framework to inform potential federal legislation is available at <http://www.cmap.illinois.gov/updates/legislative>.

## Improve surface transportation

The Fixing America's Surface Transportation (FAST) Act authorizes surface transportation programs through October 2020. As policymakers consider FAST Act reauthorization, annual appropriations bills, and other policy proposals related to transportation infrastructure, CMAP offers the following reforms and policy recommendations.

### **Ensure sustainable, adequate revenues sources for multimodal transportation investments**

Due to the inadequacy of current revenue sources, the federal Highway Trust Fund (HTF) has required non-transportation revenue infusions of \$144 billion since 2008. Absent new or increased revenues, the trust fund will again face insolvency shortly after expiration of the FAST Act. Although appropriations bills can provide needed supplemental funds, these cannot be relied upon for long-term planning. Benefit-based transportation user fees can provide sustainable, adequate funding for multimodal improvements. Investment should be ongoing and adequate, structured to align with technological developments and consumer habits, and allocated in a manner that addresses the system's most pressing needs.

Changes in travel behavior and vehicle technology will require a replacement for the HTF's primary revenue source -- the motor fuel tax -- with a per-mile road usage charge in the long term. Looming reconstruction needs on the northeastern Illinois Interstate and expressway system will require substantial funds, but current federal law limits the ability to toll existing

Interstate capacity. New operational approaches that can limit congestion, such as managed lanes, also require the ability to price roadway use.

The FAST Act established two new highway and freight programs that have provided funds for nationally important freight projects in the Chicago region, such as the 75<sup>th</sup> St. Corridor Improvement Program. These programs should be continued and would benefit from a sustainable, dedicated funding source that has a user-fee nexus to the freight system.

*CMAP supports increasing the federal motor fuel tax rate, indexing it to an inflationary measure, and in the long term replacing it with a per-mile road usage charge.*

*CMAP supports continued funding for state per-mile user fee pilot programs and development of a streamlined national solution that allows each state to collect road usage charges from out-of-state drivers.*

*CMAP supports removing federal restrictions on tolling the Interstate system.*

*CMAP supports implementation of a federal "cost of freight service fee" that would charge a percentage fee on the cost of all shipments, regardless of mode, with revenues disbursed to states based on their freight needs.*

### **Make transit a more competitive transportation option**

For the Chicago region's public transportation system to reach a state of good repair would require substantial new funding -- \$19.4 billion -- with even more needed to modernize the system to world-class standards. Federal funding reforms are needed to level the playing field between transit and highways for large expansion projects. For transit, the New Starts program requires a substantial local match and the completion of significant engineering work prior to consideration for federal funding. In contrast, a large highway expansion project is subject to the lower, standard local match and has more flexibility in using federal funds for engineering work. Additionally, federal agencies should support transit-oriented development through their transportation, housing, and economic development investments. Finally, CMAP recognizes the important role that intercity passenger rail plays in the regional transportation system and the need for it to be well-funded.

*CMAP supports legislative initiatives that provide more resources for the maintenance and modernization of transit systems, transit-oriented development, increased transit capacity, and intercity passenger rail.*

*CMAP supports revising federal requirements to eliminate the funding disparity between transit projects and highway projects.*

## **Implement performance-based funding across programs**

The FAST Act does little to advance performance-based funding, whether through the apportionment of funds among federal programs or the evaluation and prioritization of projects. Performance-based approaches ensure that limited resources are allocated based on their ability to address established goals and targets, rather than on arbitrary derived formulas. CMAP remains committed to transparent, data-driven approaches to programming transportation funds. Policy makers should also consider how performance measurement data could be used to influence funding decisions.

*CMAP supports application of performance-based funding principles across programs.*

*CMAP supports discretionary programs such as BUILD and INFRA that select projects based on demonstrated benefits. CMAP encourages reforms to these programs to increase decision-making transparency.*

## **Provide a greater role for metropolitan planning organizations in programming funds**

Increasing the authority of MPOs to program federal resources allows a stronger connection between regional plans and investment decisions. Increased authority would also allow MPOs to better address the safety, system condition, and system performance issues they are now required to measure under federal law.

*CMAP supports increases in the Surface Transportation Block Grant suballocation to urban areas and stronger requirements for MPO involvement in programming of these and other federal funds.*

*CMAP supports MPO programming authority for a portion of Highway Safety Improvement Program funds, reflecting new responsibilities for safety performance measurement.*

## **Harness the benefits of emerging technologies and improve safety**

Rapid developments in automated vehicle (AV) technology highlight the need for additional policy development at all levels of government. Federal leadership is needed to ensure safety and require that relevant data is collected and made available.

Automated speed enforcement is an effective tool that should be used more widely in the region. These programs can reduce fatalities while limiting police interaction. However, automated enforcement is generally not an eligible use of National Highway Traffic Safety Administration Section 402 funds or Highway Safety Improvement Program funds.

*CMAP supports federal legislation that establishes processes to ensure transparent public access to AV safety information and establishes a role for the federal government in*

*convening stakeholders to establish technology standards that can enable long-range infrastructure planning by local and regional jurisdictions.*

*CMAP supports federal policy that empowers local governments to enact AV policies consistent with land use and mobility goals.*

*CMAP supports repeal of funding prohibitions for automated traffic safety enforcement.*

### **Address climate change and protect water and natural resources**

Climate change is already significantly affecting the region, manifesting as more frequent and severe storms, extreme temperatures, and drought. ON TO 2050 recommends intensifying climate mitigation efforts and reducing greenhouse gases, while at the same time preparing for and equipping to recover from the acute shocks and chronic stresses of climate change.

The federal government also plays a key role by providing help for states and local governments to maintain water infrastructure, administering flood insurance programs, protecting the Great Lakes, and supporting open space preservation.

*CMAP supports federal policy to uphold the U.S. commitment to the Paris Agreement, expand renewable energy and efficiency programs, explore market mechanisms for reducing greenhouse gas emissions, and transition to renewable resources.*

*CMAP supports actions to bolster climate resilience by investing in a more flexible and decentralized electric grid, such as the Smart Grid Investment Grant Program.*

*CMAP supports additional investment in water and sewer infrastructure, and encourages the use of pricing to manage demand and recover the full cost of service through water rates.*

*CMAP supports modernizing policies related to flooding, including making risk information available for property sales and reforming the National Flood Insurance Program to develop long-term solutions for properties that suffer repetitive losses or are at high risk of flooding.*

*CMAP supports investments that maintain the health, recreational use, and economic benefits of Lake Michigan and the Great Lakes.*

*CMAP supports direct federal investment in open space preservation.*

### **Facilitate data-driven and transparent investment decisions**

Solving policy challenges and implementing performance-driven investment requires complete, accessible, standardized, and high quality data resources. Because federal agencies control large amounts of data and information, the U.S. government should make data transparency a requirement for recipients of federal funds. One of the most critical data resources is the U.S.

Census Bureau, which informs the allocation of billions of federal dollars and provides social, demographic, and economic data that guides policy decisions at each level of government. The need for investment in quality data is particularly acute as preparations escalate for the upcoming 2020 Census.

*CMAP supports the collection of comprehensive data by federal and state agencies as well as initiatives that facilitate open exchange of data by applying best practices and technological improvements.*

*CMAP supports legislative and administrative initiatives that ensure the U.S. Census Bureau can conduct an accurate and complete count in the 2020 Census.*

*CMAP supports policies that ensure data from private transportation providers can be used by the public sector to assess transportation system needs.*

### **Promote housing options, target assistance to disinvested areas, and coordinate planning**

Federal housing rules often have the effect of discouraging development of multifamily housing and mixed use facilities that provide housing choice and promote compact development. More can also be done to target assistance to persistently disinvested areas. The federal government can support livable communities by funding collaborative planning and grant programs -- such as the Department of Housing and Urban Development's former Sustainable Communities Initiative -- that address the relationships among transportation, land use, and housing.

*CMAP supports changes to federal regulations to facilitate development of multifamily and mixed use projects.*

*CMAP supports policies -- such as Opportunity Zones -- that catalyze growth in disinvested areas.*

*CMAP supports funding for programs such as the former Sustainable Communities Initiative that link planning and investment decisions across disciplines.*

### **Improve education and workforce development to reduce inequality**

Metropolitan economies drive national productivity, knowledge creation, and innovation. To ensure that the U.S. remains competitive, federal policies and programs can be targeted to leverage these economic assets and should also address their challenges. Metropolitan Chicago's diverse economy is the nation's third largest, but its growth lags behind peer regions. Lower- and moderate-income residents are leaving the region to seek economic opportunity elsewhere. To compete globally, our region must bridge the gaps between adults seeking to build a career and employers looking to build their workforce. The federal government can strengthen and expand strategies that link employers, educators, and workforce development entities to support upward economic mobility.

*CMAP supports federal resources that further the development, implementation, and expansion of career pathway programs.*

*CMAP supports federal investment in the region's talent pool through robust and reliable funding for higher education and workforce development.*

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