



# Chicago Metropolitan Agency for Planning

233 South Wacker Drive  
Suite 800  
Chicago, Illinois 60606

312 454 0400  
www.cmap.illinois.gov

## **Transportation Committee Annotated Agenda Friday, January 18, 2019--9:30 a.m.**

**Cook County Conference Room  
233 S. Wacker Drive, Suite 800  
Chicago, Illinois**

- 1.0 Call to Order/Introductions 9:30 a.m.**
- 2.0 Agenda Changes and Announcements**
- 3.0 Approval of Minutes— November 16, 2018**  
ACTION REQUESTED: Approval
- 4.0 Coordinating Committee Report**  
A report on CMAP Board action regarding the Coordinating Committee will be provided.  
ACTION REQUESTED: Information
- 5.0 FFY 2019-2024 Transportation Improvement Program (TIP)**
- 5.1 TIP Amendments and Administrative Modifications  
TIP Amendment **19-02** was published to the **eTIP web site** on January 11, 2018 for committee review and public comment. A memo summarizing the formal TIP amendment **19-02** and administrative amendments **19-02.1** and **19-02.2** is included in the meeting materials.  
ACTION REQUESTED: Approval
- 5.2 Transportation Conformity Update and Semi-annual ON TO 2050/TIP Conformity Analysis and TIP Amendment 19-04  
Staff will present an update on issues related to the transportation conformity process. Approval to release the semi-annual ON TO 2050/TIP conformity analysis and TIP Amendment **19-04** for a 30-day public comment period from January 18 to February 18, 2019 is requested.  
ACTION REQUESTED: Approval
- 6.0 ON TO 2050 Regionally Significant Projects Amendments**
- 6.1 O'Hare Express Service – RSP A1 (TIP ID 01-19-0009)  
Staff will present an overview of the attached memo describing the

request, staff evaluation to-date, and next steps for public comment, CMAP Board, and MPO Policy Committee consideration.

ACTION REQUESTED: Discussion

6.2 Roadway Improvements to Support the Update to the South Lakefront Framework Plan – RSP A2 (TIP ID 01-17-0025)

Staff will present an overview of the attached memo describing the request, staff evaluation to-date, and next steps for public comment, CMAP Board, and MPO Policy Committee consideration.

ACTION REQUESTED: Discussion

6.3 ON TO 2050/TIP Conformity Analysis and TIP Amendment 19-04.1

Staff has prepared the attached conformity analysis of the requested RSP amendments and requests committee approval to release the analysis and TIP Amendment [19-04.1](#) for a 30-day public comment period from January 18 to February 18, 2019. Comments on the conformity analysis will be presented for your consideration for a recommendation to the CMAP Board and MPO Policy Committee in February, along with an update on the RSP amendment requests.

ACTION REQUESTED: Approval

**7.0 Unified Work Program (UWP)**

Staff will provide an update on the process for developing the SFY 2020 UWP. The proposed timeline for the process is included in the attached memo.

ACTION REQUESTED: Information

**8.0 NIRPC Funding Approach**

Staff from NIRPC will present an overview of recent changes to the MPO's methodology for funding local and regional projects.

ACTION REQUESTED: Discussion

**9.0 Legislative Update**

Staff will provide an update on relevant legislative activities.

ACTION REQUESTED: Information

**10.0 Local Technical Assistance (LTA) Program**

The LTA program status report is available [here](#).

ACTION REQUESTED: Information

**11.0 Call for Projects: STP-Shared Fund, CMAQ, and TAP-L**

From January 15 to March 15, 2019, CMAP will be accepting applications for STP-Shared Fund, CMAQ, and locally programmed TAP projects. More information is available at

<https://cmap.is/2019callforprojects>.

ACTION REQUESTED: Information

## 12.0 Other Business

## 13.0 Public Comment

This is an opportunity for comments from members of the audience.  
The amount of time available to speak will be at the chair's discretion.  
It should be noted that the time for the public comment period will immediately follow the last item on the agenda.

## 14.0 Next meeting

The next Transportation Committee meeting will be February 22, 2019.

## 15.0 Adjournment

### Committee Members

_____ Darwin Burkhart	_____ Jessica Hector-Hsu	_____ Anthony Quigley
_____ Kevin Carrier	_____ Scott Hennings	_____ Tom Rickert
_____ Lynnette Ciavarella	_____ Elizabeth Irvin	_____ Leon Rockingham
_____ Michael Connelly	_____ Tom Kelso	_____ Joe Schofer
_____ John Donovan***	_____ Fran Klaas	_____ Lorraine Snorden
_____ Doug Ferguson	_____ Christina Kupkowski	_____ Chris Snyder**
_____ Tony Greep***	_____ Beth McCluskey	_____ P.S. Sriraj
_____ Adrian Guerrero	_____ Kevin Muhs	_____ Trey Wadsworth
_____ Luann Hamilton	_____ Randy Neufeld	_____ Audrey Wennink
_____ Robert Hann	_____ Tara Orbon	_____ Rocco Zucchero*

\*Chair

\*\*Vice-Chair

\*\*\*Non-voting



# Chicago Metropolitan Agency for Planning

## Agenda Item No. 3.0

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## Chicago Metropolitan Agency for Planning (CMAP) Transportation Committee Draft Minutes November 16, 2018

Offices of the Chicago Metropolitan Agency for Planning (CMAP)  
Cook County Conference Room  
Suite 800, 233 S. Wacker Drive, Chicago, Illinois

- Committee Members Present:** Jennifer (Sis) Killen – Cook County, Chairman, Darwin Burkhart – IEPA (via phone), Brian Carlson – IDOT D1, Kevin Carrier – Lake County, Lynnette Ciavarella – Metra, John Donovan – FHWA, Doug Ferguson – CMAP, Jackie Forbes – Kendall County, Jessica Hector-Hsu – RTA, Scott Hennings – McHenry County, Tom Kelso – IDOT OP&P, Christina Kupkowski – Will County, Aimee Lee – Illinois Tollway, Leah Mooney – CTA, Kevin Muhs – SEWRPC, Tom Rickert – Kane County, David Seglin – CDOT, Lorraine Snorden – Pace, Chris Snyder – DuPage County, P.S. Sriraj – Academic & Research, Trey Wadsworth – NIRPC, Audrey Wennink – MPC
- Absent:** Tony Greep – FTA, Jacky Grimshaw – CNT, Adrian Guerrero – Class 1 Railroads, Robert Hann – Private Providers, Beth McCluskey – IDOT OIPI, Randy Neufeld – Bicycle & Pedestrian Task Force, Leon Rockingham – Council of Mayors, Joe Schofer – Academic & Research
- Others Present:** Garland Armstrong, Heather Armstrong, Elaine Bottomley, Jack Cruikshank, Michael Fitzsimons, Cole Jackson, Emily Karry, Mike Klemens, Josh Klingenstein, Daniel Knickelbein, Kelsey Mulhausen, Dan Persky, Ryan Peterson, Leslie Phemister, Lauren Platt, Chad Riddle, Karen Rogulja, Nathan Roseberry, Cody Sheriff, Troy Simpson, Kristian Skogsbakken, Holly Waters, John Yonan
- Staff Present:** Anthony Cefali, Diana Cooke, Teri Dixon, Kama Dobbs, Jesse Elam, Lindsay Hollander, Erin Kenney, Leroy Kos, Stephanie Levine, Jen Maddux, Tony Manno, Martin Menninger, Russell Pietrowiak, Melissa Porter, Todd Schmidt, Jeff Schnobrich, Liz Schuh, Tina Fassett Smith, Joe Szabo, Aseal Tineh, Simone Weil

### 1.0 Call to Order/Introductions

Chairman Killen called the meeting to order at 9:30 a.m.

## **2.0 Agenda Changes and Announcements**

There were no agenda changes or announcements.

## **3.0 Approval of Minutes – September 28, 2018**

A motion to approve the minutes of the September 28, 2018 meeting, as presented, made by Mr. Seglin and seconded by Mr. Carrier, carried.

## **4.0 Coordinating Committee Reports**

Chairman Killen reported that the Planning and Programming Committees met jointly on October 3 and recommended approval of ON TO 2050, the FFY 2019-2024 TIP and the associated conformity analysis. The committees also received a presentation on the City of Des Plaines Comprehensive Plan LTA project, and updates on the 2018 LTA call for projects and status of the current LTA program.

Chairman Killen announced that on Wednesday, November 14 the CMAP Board accepted staff recommendations to make revisions to CMAP committees to facilitate a transition from development of ON TO 2050 to implementation. The changes include establishing a single coordinating committee in place of Planning and Programming to be made up of the chairs of the five working committees and CMAP Board members (2 collar counties, 2 Cook County, 2 Chicago). The CMAP Board delegated responsibility to the Executive Director to implement these recommendations, including determining a meeting schedule for the new coordinating committee. Approval of the restructured committees is anticipated in January.

## **5.0 FFY 2019-2024 Transportation Improvement Program (TIP) Amendments and Administrative Modifications**

Mr. Kos reported that since the September meeting there has been significant activity to close out federal fiscal year 2018 and transition into federal fiscal year 2019 in the eTIP database. Programmers reviewed the status of their projects in eTIP and carried forward over 1,600 active projects along with making administrative updates. Those actions are documented in TIP Amendment 19-00, which transitioned the active years of the TIP to 2019 through 2023. He explained in addition to the projects carried forward in 19-00, there were an additional 79 formal amendments requested in amendment 19-01, which was published to the eTIP website for committee review and public comment on November 9. A memo summarizing the requested amendments and administrative changes was included in the packet. A motion to approve FFY 2019-2024 TIP amendment 19-01, made by Mr. Rickert, and seconded by Ms. Ciavarella, carried.

Mr. Kos reminded the committee that the semi-annual ON TO 2050/TIP Conformity Analysis and TIP amendment requests are by Tuesday, December 4, 2018. The committee will be asked to release the semi-annual ON TO 2050/TIP Conformity Analysis and TIP amendment for public comment at the January 18, 2019 meeting.

## **6.0 2019 CMAP Safety Targets**

Mr. Schmidt gave an overview of the proposed safety performance targets. Mr. Snyder asked if the state data is current or lagging behind. Mr. Schmidt responded the data is

currently behind and IDOT is still processing the 2017 crash data with assistance from CMAP. Mr. Snyder asked if there is a penalty for not achieving targets. Mr. Schmidt responded that the penalties are that the state would have to spend 100% of its Highway Safety Improvement Program (HSIP) funds on safety projects, which the state already does, and come up with a plan for achieving its safety targets, which it already does with the Strategic Highway Safety Plan. Chairman Killen made the suggestion that eligibility criteria for HSIP funding should be reviewed by the state because intersections with state routes are currently not eligible to receive HSIP funds. She stated that increased eligibility will make the greatest impact on the safety targets because many of those intersections have high fatality rates. Mr. Carlson stated District 1 has more shovel ready projects than currently allocated funding will allow. Mr. Snyder asked how work on the Tollway factors into the safety targets. Mr. Carlson replied that safety targets include Tollway facilities. A motion to recommend approval of the 2019 CMAP Safety Targets to the MPO Policy Committee, made by Mr. Snyder, and seconded by Mr. Rickert, carried.

#### **7.0 ON TO 2050 Regionally Significant Projects: Proposed amendment process**

Ms. Schuh gave an overview of the proposed process for requests to amend ON TO 2050 Regionally Significant Projects (RSPs). The process sets forth the analysis methods, submittal requirements, and timelines for consideration of requests to add, remove, or significantly modify RSPs. Mr. Rickert asked how long the process takes. Ms. Schuh stated that the goal is six months but it will depend on whether or not data is readily available. It takes about four to six weeks for analysis and public comment. Mr. Rickert stated that the process for the Circle Interchange could have been better. He stated that there should be ways for certain projects to move forward without being slowed down by the process. Ms. Mooney asked what informed the arterial projects process to become more streamlined. Ms. Schuh stated that the arterial projects are much smaller and, consistent with ON TO 2050 methods, are not evaluated for 2050 performance. Ms. Lee asked if projects that are already going through an environmental review could be streamlined since they already have a public comment period and public hearings. Ms. Schuh stated she does not think that is possible because of the need to evaluate changes to the TIP and ON TO 2050 conformity, so it would be preferred to understand where the project is after the public comment and determination of a preferred alternative during environmental review.

#### **8.0 Service Board Presentations**

Mr. Fitzsimons presented an overview of the CTA capital program. Ms. Waters presented an overview of the Metra capital program. Mr. Skogsbakken presented an overview of the Pace capital program. Chairman Killen asked if new or enhanced Pace service is restricted by the space in the garages. Mr. Skogsbakken replied that it is and gave an example of one of the most successful routes on I-55 being restricted from getting more capacity because of a small garage. Chairman Killen stated that with new capacity coming on the Tollway it is important to understand those restrictions. Mr. Skogsbakken stated that Pace is currently leasing a space in East Dundee so that Pace can launch the I-90 service on time. Ms. Mooney stated that she wants to clarify a part of the CTA presentation and said that bond funds are not an option moving forward because they are not sustainable. She stated she would also be interested to hear similar presentations from the other implementers including the counties, CDOT, and IDOT. Ms. Hector-Hsu commented that next step in the

service boards' budget process is a special RTA Finance Committee meeting on November 28, where all the Service Board directors will present their entire capital programs and budgets.

#### **9.0 Roadway Improvements to Support the Update to South Lakefront Framework Plan (TIP ID 01-17-0025)**

Mr. Roseberry presented an overview of the project development process and planned improvements included in the South Lakefront Framework Plan. Ms. Wennink asked if there are any rail connections. Mr. Roseberry stated that there are improvements at the Metra Electric station at 59<sup>th</sup> Street. He added that for the CTA, CDOT is looking at making sure there are north-south and east-west connections to the Green Line.

#### **10.0 2019 Transportation Committee Meetings**

The proposed meeting dates were included in the packet. A motion to approve the 2019 Transportation Committee meeting dates, made by Mr. Carrier, and seconded by Mr. Rickert, carried.

#### **11.0 Transportation Revenue Initiatives**

Mr. Schnobrich provided an update on recent transportation revenue ballot initiatives across the country and how the results relate to ON TO 2050 recommendations.

#### **12.0 Status of the Local Technical Assistance (LTA) Program**

Mr. Manno gave a brief update on the status of LTA program development. He stated that the call for projects for LTA and the RTA Community Planning Program closed on October 26. Jointly, 74 applications were received from 66 different applicants. A memo summarizing all of the applications will be released soon. Chairman Killen stated that the regular update of the ongoing LTA program was included in the packet.

#### **13.0 Other Business**

There was no other business.

#### **14.0 Public Comment**

Mr. Armstrong said congratulations for the completion of the O'Hare Kiss n' Fly. He expressed concerns about the South Lakefront Framework Plan and how that would affect the Chicago Marathon. Mr. Seglin said that he would check with Mr. Roseberry.

#### **15.0 Next meeting**

The next Transportation Committee meeting is scheduled for January 18, 2019. Chairman Killen announced that this meeting is her last meeting as the chairman. A new chairman and vice chairman will be appointed by the MPO Policy Committee in January. She thanked the committee for their collaboration during the planning process.

#### **16.0 Adjournment**

On a motion by Mr. Seglin, seconded by Ms. Ciavarella, the meeting adjourned at 11:02 a.m.



**MEMORANDUM**

**To:** CMAP Transportation Committee

**From:** CMAP Staff

**Date:** January 11, 2019

**Re:** Transportation Improvement Program (TIP) Amendments

Since the November 16<sup>th</sup> committee meeting, project programmers submitted 104 formal amendments for Transportation Committee consideration. Additionally, 219 administrative amendments were submitted, reviewed, and accepted by staff. Summary information is presented below. A list of projects and report of the full change details for each amendment are available on the Amendments tab of the [eTIP public web page](#).

Formal Amendment 19-02

A total of 104 **Formal Amendments** were submitted for Transportation Committee approval. With the recent adoption of service board budgets, nearly \$1.3 billion in total cost, mostly in FFY 2023, was added to the TIP due to budget updates on 30 projects. Cost changes made to 29 projects added over \$42 million and 23 new projects added another \$53 million. Financial changes made to 19 projects with phases moving into or out of the active years of the TIP added almost \$165 million. Two (2) deleted projects and one scope change removed nearly \$40 million. The overall change in total project cost within all prior, current, and future years due to this amendment is the addition of just over \$1.5 billion to the TIP, as summarized below.

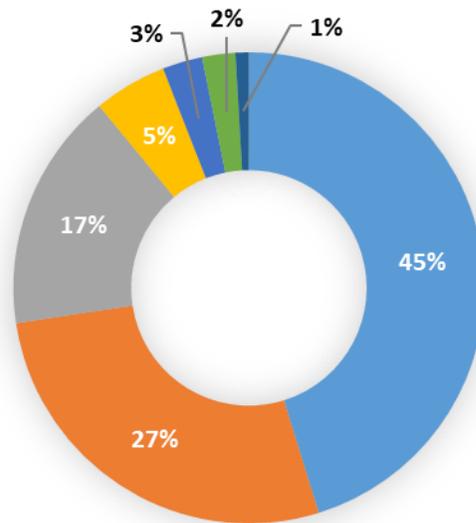
Type of change	# of projects	Change in total cost	Total cost before	Total cost after
Budget updates	30	\$1,293,021,954	\$9,004,437,074	\$10,297,459,028
Cost change	29	\$42,650,867	\$7,399,767,280	\$7,442,418,147
New Project	23	\$53,439,689	\$0	\$53,439,689
Phase(s) added to or removed from TIP	19	\$164,569,919	\$83,075,885	\$247,645,804
Delete project	2	-\$39,550,000	\$39,550,000	\$0
Scope change	1	-\$402,772	\$434,656,300	\$434,253,528
<b>Grand total</b>	<b>104</b>	<b>\$1,513,729,657</b>	<b>\$16,961,486,539</b>	<b>\$18,475,216,196</b>

### Administrative Amendments 19-02.1 and 19-02.2

A total of 219 Administrative Amendments were submitted, reviewed, and accepted by staff on amendments 19-02.1 and 19-02.2. Administrative amendments include new projects that are not federally funded or have all federal funds in future years, conversion of project phases to or from Advance Construction (AC), cost changes that are below CMAP's amendment thresholds, changes to project schedules within the years of the TIP, changes to fund sources, and other miscellaneous changes that do not affect the scope, schedule, or funding of projects in a way that requires committee approval.

### 19-02.1 & 19-02.2 Administrative Amendments - Type of Changes

■ AC ■ Cost/Budget ■ Schedule ■ Other ■ New ■ Scope ■ Delete



The majority of administrative changes were related to Advance Construction (AC), with 74 projects having at least one phase authorized in AC by FHWA and 25 projects having at least one phase converted from AC status. Cost adjustments made with the AC changes added just over \$5.5 million in total cost to the TIP. Sixty (60) projects had cost adjustments, with 25 of those being related to updated service board budgets. While the net change to total cost in the TIP from these adjustments was a reduction of \$186 million, the bulk of the reduction resulted from a reduction in Tollway funding for all phases of the I-294/I-57 interchange project. Schedule changes, new projects, deleted projects, minor scope changes, and other changes such as updates to project identifiers added \$7.1 million in total cost to the TIP. Overall, the 219 administrative changes resulted in over \$173 million being removed from the TIP. The type of change, number of projects affected, and total project cost information is shown below. Total cost includes all fund sources and all project phases in prior, current, and future years.

Type of change	# of projects	Change in total cost	Total cost before	Total cost after
Phase(s) placed in AC	74	\$4,105,338	\$613,662,846	\$617,768,184
Phase(s) converted from AC	25	\$1,441,717	\$81,066,771	\$82,508,488
Cost change below amendment thresholds	35	-\$279,493,918	\$3,537,793,148	\$3,258,299,230
Budget updates	25	\$93,258,955	\$1,728,733,448	\$1,821,992,403
Schedule change	36	\$936,451	\$107,478,965	\$108,415,416
Other	11	\$500,000	\$134,797,092	\$135,297,092
New Project	6	\$6,643,871	\$0	\$6,643,871
Minor scope change	5	\$5,868,239	\$83,249,394	\$89,117,633
Delete project	2	-\$6,800,000	\$6,800,000	\$0
<b>Grand total</b>	<b>219</b>	<b>-\$173,539,347</b>	<b>\$6,293,581,664</b>	<b>\$6,120,042,317</b>

ACTION REQUESTED: Approval

###



# Chicago Metropolitan Agency for Planning

## MEMORANDUM

**To:** Transportation Committee

**From:** CMAP Staff

**Date:** January 11, 2019

**Re:** Transportation Conformity Update

In August an overview of transportation conformity and how it applies to the CMAP region was presented to the Transportation Committee. Since that meeting work has begun to address the proposed change in the region’s nonattainment status for the 2008 National Ambient Air Quality Standards (NAAQS) from Moderate to Serious Nonattainment, including the development of a new State Implementation Plan (SIP) with new Motor Vehicle Emission Budgets (MVEB) by the Illinois Environmental Protection Agency (IEPA). Responses to various regulatory requirements and changes to model inputs have also occurred. Updates regarding these activities are provided below.

As a nonattainment area for Ozone, the CMAP region is subject to transportation conformity under the Clean Air Act of 1970. Both ON TO 2050 and the Transportation Improvement Program (TIP) must demonstrate that the region conforms to the NAAQS for Ozone. This is accomplished through travel demand and air quality modeling that demonstrates the region does not exceed the approved MVEB for the region contained in the IEPA SIP.

The CMAP region currently has to comply with three different Ozone Standards (1997, 2008, and 2015), measured in parts per million (PPM), each of which has different Ozone nonattainment classifications and nonattainment geographies:

<u>Year</u>	<u>Standard</u>	<u>Classification</u>
1997	.080 PPM	Moderate – Maintenance
2008	.075 PPM	Serious – Nonattainment*
2015	.070 PPM	Marginal – Nonattainment

\* The official federal register notice will be published when EPA officials return from being furloughed.

Due to a failure to attain the 2008 Ozone NAAQS by December 31, 2018 the US EPA has begun the process of reclassifying the region to Serious – Nonattainment for the 2008 Standard. This is a very involved process that will require the IEPA to develop a new SIP, over about 12 months.

As part of the new SIP, the MVEB will need to be revisited and it's likely that the budgets CMAP currently uses in demonstrating conformity will be reduced, making it more difficult for the region to demonstrate conformity in the future. CMAP is working with our partners at IEPA and through the Tier II consultation process to develop a new MVEB. If new SIP requirements are proposed that will impact the region, those requirements will be addressed through the Tier II consultation process as needed.

At the August Transportation Committee meeting the federal register notice regarding Illinois's Failure To Submit State Implementation Plan Submittals for the 2008 Ozone NAAQS was discussed along with the implications that this finding could have on transportation planning in the region. While it has not yet been finalized by the US EPA, CMAP has been informed that the sanctions clock associated with this action will likely be stopped in mid-January after IEPA submits its 2008 Ozone NAAQS attainment demonstration.

Recently CMAP has updated its vehicle population file. The current file is significantly different than the previous file both in terms of the mix of vehicles and the number of vehicles. Due to the differences in data CMAP intends to work with the Illinois Secretary of State to better understand the data that they are providing CMAP.

Finally, a new Mobile Vehicle Emissions Simulator (MOVES) model will be released in the next year. Nonattainment areas are required to use the latest MOVES model. In prior years when the region has moved to a new MOVES model we have seen significant changes in model data requirements and emissions outputs. The MOVES model has a number of data inputs that can greatly impact emissions calculations.

Given the continued importance of transportation conformity to transportation planning and implementation, CMAP staff will continue to provide regular updates on issues impacting transportation conformity to the transportation committee.

ACTION REQUESTED: Discussion

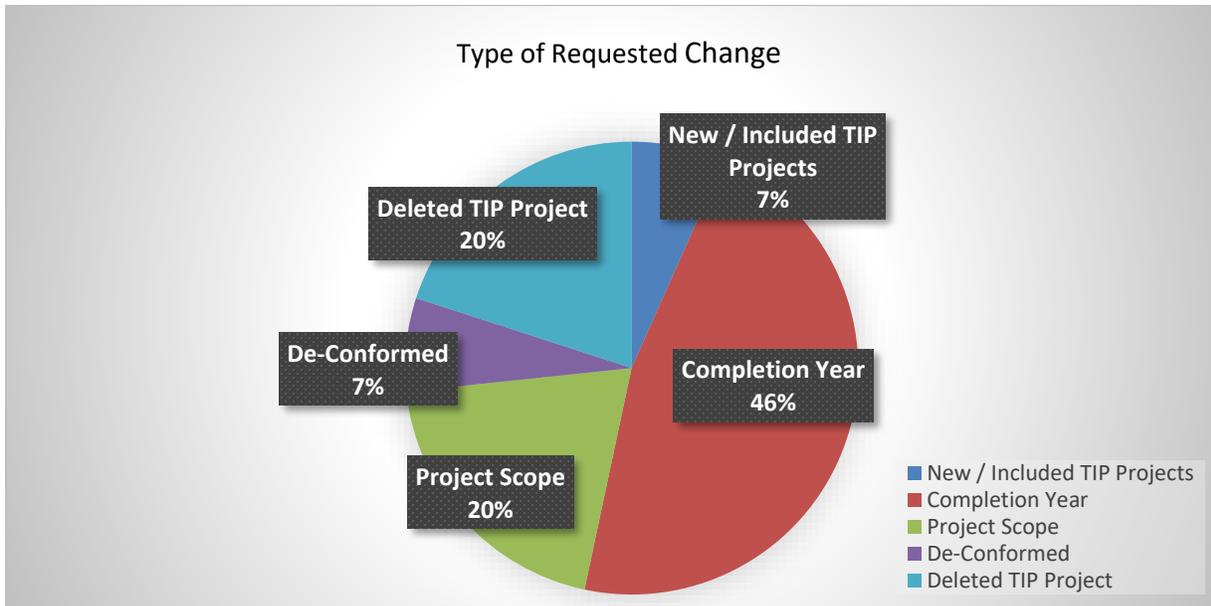
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MEMORANDUM

**To:** CMAP Transportation Committee  
**From:** CMAP Staff  
**Date:** January 11, 2019  
**Re:** ON TO 2050/TIP Conformity Analysis & TIP Amendment 19-04

In accordance with the semi-annual conformity analysis policy, CMAP staff asked programmers to submit changes, additions, or deletions to non-exempt projects for inclusion in the regional air quality analysis of the FFY 2019-24 Transportation Improvement Program (TIP) and ON TO 2050. Of the changes requested, fifteen projects require air quality conformity analysis. Below is a summary by type of requested changes.



If the TIP amendment is approved, eleven non-exempt projects will be included in the TIP. These types of projects are included in the conformity analysis because funding for phases beyond preliminary engineering has been identified in the TIP. Non-exempt projects with only preliminary engineering funding and exempt tested projects are excluded from conformity analysis.

Due to a change in scope, this formerly exempt project became a new not exempt addition:

- TIP ID **10-08-0028**: Wadsworth Road (CH A9) at US 41 Skokie Hwy (B-737)

Sponsor indicated status change to a recently de-conformed project that is no longer delayed:

- TIP ID **02-09-0003**: Willow Rd from E of I-294 to E of IL 43, from IL 43 to I-94, and over Middle Fork of N Branch of Chicago River to W of Sunset Ridge Rd

Other changes to existing projects are described below.

Limits are the cross-streets, mileposts or other boundaries which define the extent of a project.

The following project indicated a significant reduction in limits:

- TIP ID **10-96-0006**: Buffalo Grove Rd (CH W14) from IL 22 Half Day Road to Deerfield Parkway

The completion year indicates when a project is anticipated to be in service to users. The conformity analysis is conducted for selected analysis years between now and 2050. The analysis years are currently 2020, 2025, 2030, 2040, and 2050. If a change in completion year results in moving a project across an analysis year, the project must be revised in the conformity analysis.

The project sponsor indicated an earlier completion year for the following two projects:

- TIP ID **09-14-0010**: IL 47 at I-88 Ronald Reagan Memorial Tollway
- TIP ID **09-16-0041**: I-90 at Il 23 New Interchange

The project sponsor indicated a later completion year for the following three projects:

- TIP ID **12-06-0005**: Corridor improvement along Laraway Road from US 52 to IL 43 Harlem Ave
- TIP ID **12-10-0008**: 143rd Street (CH37) from State Street (Lemont Road) to Bell Road (CH 16)
- TIP ID **12-12-0033**: Weber Road (CH 88) from 135th Street (Romeo Road) to Airport Road (Lockport Road)

The Rail-Highway Grade Separation phase has been delayed, indefinitely:

- TIP ID **03-14-0010**: US 14 Northwest Highway @ CN Railroad

The project sponsor indicated a later completion year for the following not exempt Regionally Significant Project (RSP):

- TIP ID **01-12-0019**: I-90 I-94 Jane Byrne Interchange from I-290 Congress Parkway to Adams Street (Circle Interchange Reconstruction), Under Van Buren St. - RSP 33

The scope of a project is determined by the **work types** associated with the project.

- Non-exempt work types are expected to affect air quality and must be included in the conformity analysis. Examples of non-exempt work types are adding lanes to a

road, interchange expansion, signal timing and the major expansion of bus route service.

- Exempt tested work types do not require an air quality conformity analysis, but the region has chosen to include the impacts of these types of projects in the travel demand model. Exempt tested projects include new commuter parking lots, rolling stock replacement, and road reconstruction with lane widening to standard widths (e.g., 10 feet to 12 feet).
- Exempt work types do not require an air quality conformity analysis. Examples of exempt work types are intersection improvements and rail station modernization.

The project sponsor indicated the addition of the “add lanes” work type to this previously conformed reconstruction, intersection improvement, and signal timing project, requiring a new conformity analysis:

- TIP ID [02-97-0001](#): IL 21 Milwaukee Ave from N of Sanders Rd to S of Euclid Ave.

A status change to not conformed, after the sponsor indicated earlier in the year the following project is delayed, and removed all funding beyond phase 1 engineering:

- TIP ID [12-00-0035](#): Caton Farm - Bruce Road Corridor from W of US 30 to IL 7 (159th Street)

The following projects are now being deleted and will be removed from the travel demand model:

- TIP ID [10-00-0119](#), Cedar Lake Road from Hart Road to Townline Road
- TIP ID [10-03-0001](#), Delany Road from IL 173 to 21st Street
- TIP ID [10-08-0029](#), Washington Street from Sheridan Road to Pershing Road

The public website of the [eTIP database](#) is available through the hyperlink for current project information. Newly submitted changes are found in the [19-04 Conformity Amendment](#) report.

The regional travel demand model was run using updated networks. The resultant vehicle miles traveled (VMT) by vehicle class, speed, time of day, and facility type were entered into the U.S. Environmental Protection Agency’s MOVES 2014a model. In addition to data from the travel demand model, MOVES also requires a vehicle population file. CMAP updated this information recently with new data supplied by the Illinois Secretary of State. The new data was significantly different in both the number and types of vehicles. The net result was a decrease of more than 10% in the total number of vehicles. CMAP, in consultation with various Tier II Consultation Team partners, chose to do the emission modeling for the 2025 analysis year twice, once with the previous vehicle population file and again with the new vehicle population file. CMAP was able to demonstrate conformity, as emissions estimates were below the Motor Vehicle Emission Budget (MVEB) in the SIP for the CMAP area, using either vehicle population file. The results shown in the table below used the new vehicle registration data.

The model generated on-road emission estimates for each precursor or direct pollutant in each analysis year. For ozone precursors volatile organic compounds (VOC) and nitrogen oxides (NOx), the resulting emissions inventories estimates fell below the applicable budgets for the ozone maintenance State Implementation Plan (SIP), as shown in the table below.

## Direct PM<sub>2.5</sub> and NO<sub>x</sub> Emissions in Tons per Year for PM<sub>2.5</sub> Conformity

Year	Fine Particulate Matter		Nitrogen Oxides	
	Northeastern Illinois	SIP Budget	Northeastern Illinois	SIP Budget
2020	2,027.31	5,100.00	56,252.71	127,951.00
2025	1,279.50	2,377.00	33,047.11	44,224.00
2030	948.16	2,377.00	24,110.81	44,224.00
2040	846.93	2,377.00	20,964.40	44,224.00
2050	899.45	2,377.00	21,963.38	44,224.00

conformity is demonstrated by comparison of analysis year emissions to the SIP budgets

## VOC and NO<sub>x</sub> Emissions in Tons per Summer Day for Ozone Conformity

Year	Volatile Organic Compounds		Nitrogen Oxides	
	Northeastern Illinois	SIP Budget	Northeastern Illinois	SIP Budget
2020	71.74	117.23	148.31	373.52
2025	53.28	60.13	86.10	150.27
2030	43.49	60.13	61.76	150.27
2040	33.98	60.13	52.24	150.27
2050	34.24	60.13	54.82	150.27

conformity is demonstrated by comparison of analysis year emissions to the SIP budgets

**Notes:**

Off-model benefits are not included in the total emissions estimates

Results updated as of December 20, 2018

Staff requests that the Transportation Committee approve the release of the ON TO 2050/TIP Conformity Analysis & TIP Amendment 19-04 for a 30 day public comment period from January 18 to February 18, 2019.

ACTION REQUESTED: Approval

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# Chicago Metropolitan Agency for Planning

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## MEMORANDUM

**To:** CMAP Transportation Committee  
**From:** CMAP Staff  
**Date:** January 11, 2019  
**Re:** Proposed Amendment to ON TO 2050 – O’Hare Express System

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The City of Chicago has requested to amend the ON TO 2050 comprehensive plan to add the proposed O’Hare Express System (OES) to the list of fiscally constrained projects. This memo represents the initial staff analysis, which will be provided for public comment to CMAP on the proposed amendment, from January 25 to February 25, 2019. This memo and other aspects of the amendment process are described in a November 9, 2018, memo to the CMAP Transportation Committee.<sup>1</sup> In brief, any amendment must help implement the priorities of the plan as well as meet fiscal constraint requirements.

This draft memo conveys the collected information on the OES project and staff analysis to date. Staff may update prior to publication for public comment on January 25<sup>th</sup>.

### PROJECT DESCRIPTION

The OES project aims to provide express transportation service between O’Hare International Airport (O’Hare) and downtown Chicago. The Boring Company was selected to advance to exclusive negotiations by the Chicago Infrastructure Trust (CIT), in partnership with the City of Chicago, to design, build, finance, operate, and maintain the OES.<sup>2</sup>

The project’s objectives are construction of twin, 17.5-mile tunnels with anticipated termini at Block 37 in downtown Chicago and O’Hare airport. The tunnels will be constructed such that the ceiling is approximately 30 feet below the surface, or deeper where appropriate. According to The Boring Company’s proposal, electric vehicles would travel through these tunnels at 120-150 miles per hour and could leave as frequently as every 30 seconds. To support the service,

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<sup>1</sup> Chicago Metropolitan Agency for Planning, “ON TO 2050 Regionally Significant Projects: Proposed amendment process,” November 2018, [https://www.cmap.illinois.gov/documents/10180/944935/CmteMemo\\_RSPAmendmentProcess.pdf/3212c417-cb9b-621e-c671-204e5f69d894](https://www.cmap.illinois.gov/documents/10180/944935/CmteMemo_RSPAmendmentProcess.pdf/3212c417-cb9b-621e-c671-204e5f69d894).

<sup>2</sup> Chicago Mayor’s Press Office, “Mayor Announces Company Selected to Build and Operate Express Service to O’Hare,” accessed January 2, 2019, <http://chicagoinfrastructure.org/2018/06/14/company-selected-to-build-and-operate-chicago-express-service/>.

The Boring Company would construct a new station at O’Hare Airport and complete the unfinished underground transit station at Block 37 for the downtown terminus. This will require overcoming engineering challenges that include tunneling under Randolph Street and the Chicago Transit Authority (CTA) Blue Line, and connecting the tunnels to the Block 37 Station via vehicle elevators or other technology. Travel time on the service would be approximately 12 minutes each way, and special vehicles would carry up to 16 passengers plus their luggage. Estimates from the City’s ridership demand study projects initial ridership of 3,000-5,000 passengers per day, with full ridership potential ranging from 14,000-18,500 passengers per day in 2045.<sup>3</sup> Maximum capacity for the Boring Company’s proposal is approximately 76,800 passengers, via trips every 30 seconds for 20 hours per day. Fares are expected to be \$20-30 per trip. A construction timeline has not been finalized, but City representatives have indicated an opening year of 2024 at the latest.

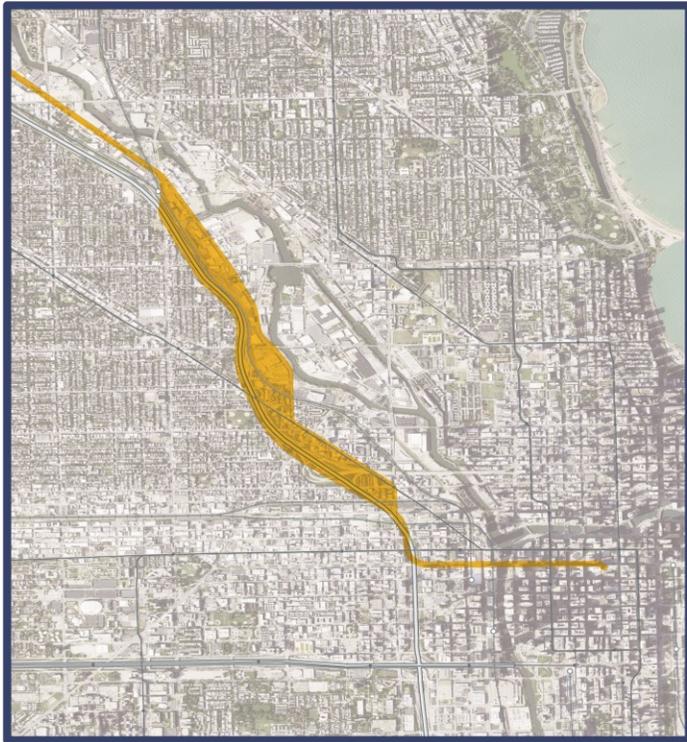
The maps below depict the project study area. While much of the alignment has been chosen, the project team has two route options between the Elston/Ashland intersection and Downtown Chicago. The chosen route will not be defined prior to conclusion of this amendment process.

The Boring Company considers the capital and operating cost of the project proprietary information. However, as submitted by the City to CMAP for Transportation Improvement Program (TIP) amendment consideration, the estimated cost is \$999,999,999. Thus, the project meets the threshold for evaluation<sup>4</sup> as a Regionally Significant Project (RSP) and requires an amendment to ON TO 2050 to be considered fiscally constrained.

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<sup>3</sup> Exhibit C of the O’Hare Express System RFQ, available at <http://chicagoinfrastructure.org/wp-content/uploads/2017/11/OES-RFQ-Complete-ADD2-Clean-20180119-2.pdf>.

<sup>4</sup> Chicago Metropolitan Agency for Planning, “ON TO 2050 Mobility Chapter: Build regionally significant projects,” <https://www.cmap.illinois.gov/2050/mobility/regionally-significant-projects>.



**O'Hare Express System**

- Study area
- CTA rail ("L") lines
- o- Metra rail lines
- ▬ Interstate

Source: City of Chicago

## Project history

Express service to O'Hare airport has been contemplated for some time. Most recently, the Richard M. Daley administration pursued the concept in the early 2000s, culminating in development of the Block 37 Station, meant to serve as a hub for service that utilized the CTA Blue Line right of way. Recent proposals have also considered using underutilized freight right of way and/or Metra tracks, including the CrossRail proposal submitted for consideration in ON TO 2050.<sup>5</sup> Versions of the service were included on the unconstrained list in both GO TO 2040 and the GO TO 2040 update. The most recent evolution of the project was included in ON TO 2050's unconstrained list, but without a specific service concept. ON TO 2050 notes that additional study and financial information is needed before consideration for fiscal constraint.

Recent and planned improvements to O'Hare will expand the airport's passenger capacity. The O'Hare Modernization Program -- focused on runways -- is largely complete. O'Hare 21 -- an \$8.7 billion terminal expansion -- was announced in 2018.<sup>6</sup>

The Chicago Infrastructure Trust issued a Request for Qualifications<sup>7</sup> (RFQ) for the project in November 2017, with four private entities responding in February 2018<sup>8</sup>. Two respondents were shortlisted<sup>9</sup>, and a Request for Proposals (RFP) was released in March 2018. On June 14, 2018, the Mayor of Chicago announced that one respondent -- The Boring Company -- had been selected to proceed to the exclusive negotiations stage of procurement.<sup>10</sup> A final agreement has not yet been presented to the City Council, although City and CIT staff indicate that this should occur within the next several months.

## Project status

The OES is still in the early stages of project development, with engineering still underway and gaps remaining in available information. For example, final alignment is subject to the ongoing NEPA process. The Boring Company also has not identified the location of the planned ventilation shafts/emergency exits, the siting of which may require community engagement processes. The acquisition costs and processes for the parcels needed for ventilation shafts/emergency exits may extend the project development timeline and potentially shift alignment decisions.

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<sup>5</sup> Midwest High Speed Rail Association, "CrossRail Chicago," accessed January 2, 2019, <https://www.midwesthsr.org/crossrail-chicago>.

<sup>6</sup> Bill Ruthart, "Chicago, airlines nearing \$8.5 billion deal to dramatically expand O'Hare," February 26, 2018, <https://www.chicagotribune.com/news/local/politics/ct-met-city-hall-story-20180223-story.html>.

<sup>7</sup> The RFQ, RFP, and other documentation are available at <http://chicagoinfrastructure.org/initiatives/ord-express/> on the "Documents" tab.

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

<sup>10</sup> Chicago Mayor's Press Office, "Mayor Announces Company Selected to Build and Operate Express Service to O'Hare," accessed January 2, 2019, <http://chicagoinfrastructure.org/2018/06/14/company-selected-to-build-and-operate-chicago-express-service/>.

Other engineering challenges have not been met yet, including development of a higher-capacity passenger vehicle for the project, smoothing and aligning the tunnel to allow the promised maximum speeds, and others. Media reports have provided some details on a recently completed a test tunnel in Hawthorne, California. While that tunnel was originally planned to use autonomous electric 8-16 passenger “skates” -- like those proposed for the O’Hare Express Service -- running on rails, in a recent demonstration, it instead used Teslas outfitted with tracking wheels to keep the car on the 1.14-mile test track.<sup>11</sup> Performance of that test track is only known through media reports, one of which indicated a single 5-person vehicle achieved a maximum speed of 49 mph, which is below the stated performance objectives.<sup>12</sup>

The information needs described above will typically be filled as a project advances through the NEPA process, which the OES is in the early stages of. The innovative nature of the technology proposed, coupled with the pursuit of a public-private partnership for the project -- which limits publicly available information on the project’s costs, revenues, and financing -- will likely mean that key information needed to evaluate the project and its impact on the region’s transportation system will remain unavailable.

## **Project costs and revenues**

### ***Capital costs***

Negotiations between the CIT/City of Chicago and The Boring Company are ongoing, and no estimated project costs have been officially released. The project cost as submitted by the City to CMAP for Transportation Improvement Program (TIP) amendment consideration is \$999,999,999 in private funds.

Urban tunneling is typically expensive. Large underground transit projects in the U.S. have cost between \$600-920 million per mile in recent years, although these projects have constructed tunnels of substantially larger diameters than The Boring Company proposes and include station and other costs.<sup>13</sup> Statements by representatives of The Boring Company suggest that the firm intends to improve on conventional tunneling methods to reduce costs: “In order to make a tunnel network feasible, tunneling costs must be reduced by a factor of more than 10.”<sup>14</sup> Cost reduction methods noted by the company are reduction in tunnel diameter (to less than 14 feet from the current standard of 20-30 feet), increasing tunnel boring machine (TBM) power,

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<sup>11</sup> Alissa Walker, “Elon Musk debuts test tunnel in Hawthorne,” *Curbed Los Angeles*, December 18, 2018, <https://la.curbed.com/2018/12/18/18147366/elon-musk-tunnel-tesla-test-opening-grimes>.

<sup>12</sup> Geoffrey A. Fowler, “Elon Musk’s first Boring Company tunnel opens, but the roller-coaster ride has just begun,” *Washington Post*, December 19, 2018, <https://www.washingtonpost.com/technology/2018/12/19/elon-musks-boring-company-is-about-open-its-first-tunnel/>.

<sup>13</sup> Alon Levy, “Why It’s So Expensive to Build Urban Rail in the U.S.,” *CityLab*, January 26, 2018, <https://www.citylab.com/transportation/2018/01/why-its-so-expensive-to-build-urban-rail-in-the-us/551408/>.

<sup>14</sup> The Boring Company, “Frequently Asked Questions,” accessed January 2, 2019, <https://www.boringcompany.com/faq/>.

continuous tunneling (simultaneous excavating and erecting tunnel supports), automation, and electrification. The width proposed -- and current drilling technology being utilized -- is more in line with sewer tunnels. Sewer tunnels vary substantially, from 8-33 feet for recent Metropolitan Water Reclamation District (MWRD) tunnels in the Chicago region.

Estimates of costs from a primary source are not available, but according to media reports, the 1.14-mile test tunnel in Hawthorne took about 18 months and cost about \$10 million to build (or \$8.8 million per mile). That figure does not include research, development, or equipment, and it is not clear whether the figure includes property acquisition or labor costs.<sup>15</sup> Additionally, the tunnel only allows movement in one direction at a time and does not have transit stations at either end. It is also unclear whether emergency exit costs were included in the cited figure. This makes it difficult to compare to other transportation, sewer, or similar tunneling projects.

For reference, the tunnel boring machine used by The Boring Company was previously used to dig a sewer tunnel in San Francisco at approximately \$50 million per mile in construction costs.<sup>16</sup> A 17-foot diameter MWRD tunnel project in 2009 cost approximately \$49 million per mile.<sup>17</sup> Note that the O'Hare Express Service will require two 17.5-mile parallel tunnels.

### ***Operating costs***

CMAA staff were not provided with proposed operating costs for the facility. As no comparable projects exist, staff were unable to develop an independent estimate of costs to operate and maintain the O'Hare Express Service. The case studies below explore the balance of revenues and operating costs in several airport rail services worldwide.

### ***Revenues and financing***

The CIT's RFP stipulates that OES will be funded solely by project-specific revenues. Specific revenue sources will be subject to a future Project Agreement, but it is expected that fares will produce the majority of revenue. The RFP states a goal of "reasonable premium service fares less than the cost of current taxi and rideshare services."<sup>18</sup> A typical taxi or Transportation Network Company (TNC) trip from downtown to the airport costs about \$40 and varies based on congestion and demand. The City has indicated that a one-way fare will be between \$20-30.

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<sup>15</sup> Laura J. Nelson, "Elon Musk unveils his company's first tunnel in Hawthorne, and it's not a smooth ride," Los Angeles Times, December 18, 2018, <https://www.latimes.com/local/lanow/la-me-ln-elon-musk-tunnel-20181218-story.html>.

<sup>16</sup> The tunnel was 3,070 feet (or .58 miles) at a cost of about \$30.0 million. See <http://crstunnelling.superexcavators.com/news/sunnydale-auxiliary-sewer-project-san-francisco-ca> and <http://www.sfwater.org/bids/BidDetail.aspx?bidid=2560>.

<sup>17</sup> \$147 million for an approximately 3-mile tunnel. Source: personal communication with MWRD staff, January 4, 2019.

<sup>18</sup> Page 8 at <http://chicagoinfrastructure.org/wp-content/uploads/2018/05/OES-RFP-Addendum-3-20180501.pdf>

Ridership forecasts and pricing for the OES are based on the 2017 O'Hare Express System Ridership Report, completed for the City by WSP USA as part of the project development process. In addition to providing data on current transit, taxi, TNC, and other trips between downtown and Chicago, the study builds upon a nearly 80 percent forecasted increase in enplanements at the airport overall through 2045, based on FAA forecasts.<sup>19</sup> The WSP report estimates ridership and mode share from Downtown Chicago and portions of the adjacent neighborhoods for a \$20 trip of 26 minutes, at 5 minute frequency. The OES proposes a faster and more frequent service, which could lead to additional demand. The market study anticipates that the OES will capture most new airport travel to and from the downtown area, reaching roughly 7,000-9,000 daily riders each direction in 2045.

Revenues from the project depend on ridership growth and fare structure. Assuming fare revenues from a \$20-\$30 range and using linearly increased ridership estimates based on the market study provided in the RFQ materials, CMAP staff analysis indicates potential fare revenues of \$1.8-2.7 billion through 2045, if fares increase at the rate of inflation. This calculation is a basic estimate of fare revenues, and excludes other revenue sources, premium services, concessions, etc. These funds would need to cover the cost of construction, engineering, land acquisition, vehicle acquisition, station construction, and operation and maintenance. City representatives have also stated that the contract will specify a maximum fare that can be charged by The Boring Company.

Per the requirements of the RFQ and RFP, The Boring Company retains the responsibility of financing the project. The Boring Company is currently seeking financing for a number of projects, including the OES, the Los Angeles Loop, and a New York City to Washington, D.C. hyperloop. As of April 2018, SEC filings indicate that the Boring Company had raised \$112.5 million in equity in a recent funding round for its suite of projects. While other financing activity may be underway, the information has not yet been made public.

### ***ON TO 2050 fiscal constraint***

ON TO 2050 includes a financial plan for transportation investments, which is a requirement under federal regulation. This compares the estimated revenue from existing and proposed funding sources with the estimated costs of maintaining, operating, enhancing, and expanding the overall transportation system. This process is known as "fiscal constraint." Constraint for plans is important because it reminds regional decision makers to set priorities and make trade-offs rather than including an extensive list of projects and activities that may not be affordable or sustainable. In order for ON TO 2050 to be amended, public costs for the O'Hare Express Service would need to be included within the plan's fiscal constraint.

If only private funds are expended on the OES project, it will not impact the fiscal constraint of the plan. City representatives have communicated to CMAP staff that no public funds will be

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<sup>19</sup> CDA/Ricondo and Associates, 2016, cited in WSP, "O'Hare Express System Ridership Report," September 2017, available as Exhibit C of the O'Hare Express System RFQ <http://chicagoinfrastructure.org/wp-content/uploads/2017/11/OES-RFQ-Complete-ADD2-Clean-20180119-2.pdf>

required to be expended as part of the contract, and that any public funds expended would be the result of a discretionary future choice to change the scope of the project. Without examining the final contract document, CMAP staff is unable to state with certainty that no public funds will be expended on the project. This is discussed further under *Making transformative investments* below.

## **AIRPORT EXPRESS AND TRANSIT SERVICE CASE STUDIES**

The OES proposal is a new concept in terms of its technology, but providing an express connection to an airport with existing transit service also has few examples globally. Many regions are also seeking to build their first rail transit connections. The past decade has brought new and under-construction airport connections to a number of North American regions, including Toronto, Salt Lake City, and Denver. Washington, D.C. Metro is extending the Silver Line to Dulles International Airport (to complement an existing connection to Reagan National) and Los Angeles is constructing a people mover to connect its Green Line service to Los Angeles International Airport. These services can be controversial. Proponents cite broader economic development and mobility benefits, and this is indeed the reason that many regions are pursuing a first airport transit connection. Critics offer the concern that these projects can direct limited public dollars away from residents most in need and do little to improve the commutes of low income residents.

While certain aspects of the OES project are without precedent in the region or country, a number of airport-to-downtown express transit services exist elsewhere, as well as a handful of express connections in regions with existing transit access to major airports. The following summarizes case studies of existing airport-rail transit systems, to provide context on typical services.<sup>20</sup>

### **London Heathrow Express**

The London Heathrow Express rail link since 1998 has connected Heathrow Airport and downtown London over 16 miles, with trip times of 15-21 minutes. Fares are approximately \$32 USD but vary by time of day and purchase date. Competing rail service includes Transport for London (TfL) non-express rail service and London Underground (“Tube”) service. Heathrow Express offers time savings of approximately 12-24 minutes (depending on terminal destination) compared to TfL rail and 35 minutes compared to Tube service, but TfL fares are just \$13 and Tube fares \$8 (with certain discounts available.) Heathrow Express services about 6 million annual passengers. Heathrow Express does not offer discounted trips for airport employees, and only one percent of employees take either Heathrow Express or TfL rail. Seven percent take the Tube.<sup>21</sup> The Heathrow Express increased rail mode share to the airport from approximately 17 percent to approximately 23 percent, with the largest growth in the “resident business” market segment (i.e. London area residents on business travel).

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<sup>20</sup> Some information on these services was obtained from the Global Air Rail Alliance’s 2016 Airport Express Directory, available via the “Airport Express Directory” link at <https://www.globalairrail.com/>.

<sup>21</sup> Heathrow Airport Limited, “Our Approach to Developing a Surface Access Strategy,” January 2018, <https://www.heathrowconsultation.com/wp-content/uploads/2018/01/6747-Expansion-Surface-Access-v7-72dpi.pdf>.

### **Rome's Leonardo Express**

Open since 1994, the Leonardo Express connects Leonardo da Vinci-Fiumicino Airport with Rome's main downtown train station over 20 miles with trip times of 32 minutes. A one-way fare is approximately \$16 USD, and the line carries about 4 million annual passengers.

Competing rail service includes the FL1 commuter train, which does not stop at the same downtown station but serves other downtown locations. FL1 fares are about \$9 USD, and trip times are 30-50 minutes depending on destination. Leonardo Express has a ground transportation market share of approximately 13 percent.

### **Toronto Union Pearson (UP) Express**

UP Express service, operated by public transit agency Metrolinx, connects Union Station in downtown Toronto with Pearson Airport over 15 miles with trip times of 25 minutes. It was opened in 2015, with one-way fares of approximately \$15-20 USD depending on payment mechanism, though early ridership was significantly less than expectations. As a result of low ridership, fares were reduced in 2016 to \$7-9. Ridership has since increased. Once anticipated to generate enough revenue to break even on operating costs, the service is now expected to remain subsidized – like nearly all public transit service -- to an unspecified degree.<sup>22</sup> There is no competing rail service. UP Express services about 3.5 million annual passengers, and does offer discounted trips for airport employees.

## **PROJECT EVALUATION**

The following section contains CMAP staff evaluation of the OES. The project has been evaluated, to the extent possible, using the same metrics that were evaluated for all Regionally Significant Projects in the ON TO 2050 development process. This section also discusses the project's fit with the principles and goals of the plan.

### **ON TO 2050 principles**

The ON TO 2050 plan is guided by three principles.

The Inclusive Growth principle emphasizes that we must grow our economy through growing opportunity for all residents, particularly minority and low-income residents. While the OES may have positive overall economic impacts, it connects Downtown Chicago and the O'Hare Airport and serves mostly higher-income tourist and business travelers. Analysis indicates low ridership by low-income and minority residents.

The Resilience principle emphasizes the need to prepare for change, both known and unknown. The innovative nature of the proposal and focus on using new technology and methods promotes one aspect of resilience and adapting to future change. In addition, use of electric

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<sup>22</sup> Ben Spurr, "Despite record ridership, how much it costs to operate Union Pearson Express remains a secret," Toronto Star, August 22, 2018, <https://www.thestar.com/news/gta/2018/08/20/metrolinx-wont-say-how-much-it-costs-to-operate-union-pearson-express-train.html>.

vehicles has modest benefits to larger greenhouse gas and climate resilience needs. The service also provides a redundant transit route to O'Hare, which may be considered an aspect of resilience.

The Prioritized Investment principle emphasizes the need to carefully target limited resources to maximize benefits. The 2050 plan calls for infill development to best utilize existing infrastructure. O'Hare airport and the Loop are areas that have infrastructure in place that would support additional development. By attracting additional development to these areas, the OES would reduce the burden on undeveloped areas. The OES is also not expected to require a public investment.

## **ON TO 2050 goals and recommendations**

The ON TO 2050 plan builds on its principles to provide a comprehensive set of recommendations to guide decisions relating to development, the economy, the environment, and mobility. The following discusses how the OES impacts relevant goals and recommendations of ON TO 2050, by chapter.

Appendix I provides detailed findings of the quantitative analysis of the OES, and Appendix II summarizes its interaction with ON TO 2050 goals.

### ***Community***

The Community chapter touches on many issues relevant to creating vibrant places and communities. This includes reinvestment in existing communities and leveraging transportation investment to create walkable places with a mix of uses and amenities.

### ***Strategic and sustainable development***

This goal emphasizes that the region must invest in existing areas, pursuing limited expansion that is fiscally and environmentally sustainable. Specifically, the plan calls for targeted investment in major economic centers to focus limited resources. The project connects two major centers of economic activity for the region, with a scope of impact limited to downtown. Continued investment in the region's economic core remains important for regional economic success.

### ***Prosperity***

The Prosperity chapter offers recommendations on economic development and workforce to help the region thrive. Its recommendations highlight the need to coordinate across governments to provide the infrastructure, human capital, and support needed to retain businesses and attract growth. However, the chapter, and ON TO 2050, emphasize that the region cannot grow without first providing opportunity for residents regardless of race, income, or ability.

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

The Prosperity chapter of ON TO 2050 recognizes that the region is endowed with extensive assets, including its people, industries, educational and research institutions, infrastructure, and location. However, that chapter also emphasizes that economic development, infrastructure investment, and other initiatives must also pursue inclusive, equitable growth. The OES proposes to implement required City practices in hiring minority contractors and workers. The City also indicates that it intends to coordinate with local workforce agencies and City Colleges on hiring and training, both for short term construction and longer term employment opportunities.

The City has also indicated that the project is intended to bolster tourism and business travel, and therefore broader economic growth, by providing a fast, reliable, and unique connection from a global airport to downtown Chicago. There is limited academic literature on the economic impacts of adding an express airport connection in regions with existing high frequency rail access to major airports. The O'Hare Branch of the CTA Blue Line currently provides a 45-minute connection between downtown and O'Hare and is sometimes cited as a strong transit connection compared to other major cities. However, overcrowding and other issues on the line can make service unreliable and extend travel times.

### ***Mobility***

The Mobility chapter of ON TO 2050 focuses on achieving a safe and reliable transportation system for the future. It calls for careful investment to meet today's needs, while preparing the transportation system for changes in demand, technology, and the economy.

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

The ON TO 2050 plan calls for taking bold steps to anticipate opportunities and harnessing technology to improve travel. The OES is undoubtedly a bold and innovative idea to improve travel. It takes advantage of new configurations of existing tunneling and transportation technology, and promises to innovate in both of these areas. The project's use of electric vehicles aligns with recommendations in ON TO 2050's Mobility and Environment chapters related to using transportation systems to reduce emissions.

ON TO 2050 also recommends a variety of strategies to make transit more competitive, including focusing on congested corridors. OES would provide an additional transit option and could reduce the number of taxi, rideshare, and private vehicle trips in the corridor, increasing transit trips and making transit a more competitive option. Some residents would also shift from the Blue Line, although the amount is unclear. CMAP's modeling shows a significant shift of current Blue Line riders to the OES, estimating that approximately two thirds of the 1,000-1,200 residents expected to use the OES shift from the Blue Line. Outside of the WSP ridership study, data is not available for the count of business travelers or tourists using the downtown to O'Hare connection or the percentage using the Blue Line, taxis or TNCs, or the OES. The WSP ridership study estimates that overall OES anticipated ridership counts -- including residents,

business travelers, and tourists -- range from 3,000-5,000 per day in 2015. Slightly more than 91,000 riders use the O'Hare Branch of the Blue Line at present.

The WSP market study anticipates that there will be a small increase in CTA riders accessing the airport by 2045, and that the majority of OES riders will instead come from a combination of increased users of the airport overall and a flattening ridership of Uber, Lyft, and other TNC providers that would have carried passengers to O'Hare from Downtown and surrounding neighborhoods. The report estimates that TNCs will shift from a mode share of 52 percent of trips between Downtown Chicago and O'Hare in 2015, to 28 percent in 2045.<sup>23</sup> The OES would instead carry 40 percent of those Downtown to O'Hare trips in 2045. The study anticipates that overall Downtown to O'Hare trips will increase by nearly 20,000 by 2045, roughly equivalent to the number of anticipated OES trips. Essentially, all new trips are anticipated to be on the OES.<sup>24</sup>

There has been some research that provides insight on airport transit connections and overall transit ridership. A 2008 TRB Airport Cooperative Research Program (ACRP) report addresses major considerations for transit access to major airports with a high public transportation market share.<sup>25</sup> Worldwide, the highest public transportation mode shares are achieved by airports that offer a variety of options, including both rail service dedicated to air travelers and rail service shared with commuters. The report indicates that some airport express connections can increase transit mode share for airports that already have transit service, particularly among business travelers. It further notes that mode share depends on the interaction of the many components of the travel experience: efficiency of the connection on the airport, speed of the transit trip, the quality of connecting transit services, and the provision of other services meeting the unique needs of the air traveler.<sup>26</sup> Providing dedicated service does not itself guarantee high rail market share. The report specifically cites Chicago for two desired attributes: its proportion of air travelers with trip ends in downtown and low within-airport travel time. Frequency of service is another desired attribute, which the low headways envisioned for OES would achieve.

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

This ON TO 2050 goal emphasizes safety, resilience, and equitable access to the transportation system. CMAP analysis of planning factors shows limited improvement for each of these areas.

The plan recommends improving transportation options for Economically Disconnected Areas and investing public assets in these communities. The high fare required to use OES and the absence of a discounted fare program for airport employees suggests the project will generally not be used by low-income individuals. Modeling indicates 4 percent of OES passengers would

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<sup>23</sup> Exhibit C of the O'Hare Express System RFQ, available at <http://chicagoinfrastructure.org/wp-content/uploads/2017/11/OES-RFQ-Complete-ADD2-Clean-20180119-2.pdf>.

<sup>24</sup> Ibid, C-25 to C-26.

<sup>25</sup> Matthew Coogan, "Ground access to major airports by public transportation," Airport Cooperative Research Program Report 4, Transportation Research Board, 2008. <http://www.trb.org/Publications/Blurbs/157099.aspx>.

<sup>26</sup> Ibid, 64.

come from economically disconnected areas. Lower income travelers would likely continue to use the Blue line to complete this journey. While the Blue Line faces capacity constraints currently, the CTA is planning to make improvements to reduce these constraints.

With regard to resilience and environmental impacts, the anticipated project ridership is small in the context of a highly congested transit and roadway corridor that sees 260,000 auto trips and 91,400 transit riders per day. As a result, staff estimates a small reduction in greenhouse gases. The project is pursuing innovative, all electric vehicles which may provide a model for other transit vehicle types or individual automobiles.

### ***Making transformative investments***

ON TO 2050 calls for fully funding the region's transportation system and building a relatively small number of RSPs chiefly aimed at rebuilding and enhancing the operations of the existing highway and transit network. Special attention was given to projects that improve access to jobs for the region's residents, remove capacity bottlenecks on the existing system, or serve Economically Disconnected Areas.

The OES could also be considered transformative in providing a new service with the potential to bolster the region's standing among other metro areas and that would support the City's O'Hare 21 expansion project. A number of other international cities have premium express train service with higher fares and faster service, such as Rome's Leonardo Express and London's successful Heathrow Express. There are also cautionary examples of express train services whose business model did not work as expected.

This section of the plan includes ON TO 2050's recommendations related to public-private partnerships (PPP). The plan notes that PPPs have the potential to deliver benefits to projects but are complex and must be considered individually and transparently. The plan further notes:

*PPP agreements must be structured to protect the public interest, which should include maintaining a specified level of performance with penalties for non-performance, reasonable limits on public risk, and provisions for revenue sharing above certain thresholds. Transportation agencies must also retain their ability to effectively operate, maintain, enhance, and expand transportation infrastructure connected or adjacent to facilities under a PPP. Transportation agencies must maintain ownership of and the right to share all data collected as part of a PPP.*

The terms of the draft agreement between the City/CIT and The Boring Company have not been made public. Documentation has not been provided on the degree of risk to be borne by the public sector. However, City/CIT staff have indicated that the Boring Company will retain responsibility for construction and operations costs, as well as responsibility for costs to address risks associated with the project. The RFQ stated that the CIT and City of Chicago "will not

contribute any public funding to support any Project financing.”<sup>27</sup> The subsequent RFP states that “the Project is expected to be funded solely by Project-generated revenues and financed entirely by the Developer. The City and the CIT will not provide funding for the project.”<sup>28</sup> The June 14 press release similarly notes that “the project will be funded entirely by the company with no taxpayer subsidy.”<sup>29</sup> Additionally, City staff have indicated to CMAP staff that no City, State, or Federal funding would be expended on the project. In line with this, The Boring Company is independently pursuing property access and/or title purchases, without City assistance or eminent domain authority.

City representatives have stated that the contract with The Boring Company will protect the public interest, contain revenue sharing provisions, and avoid non-compete clauses that could limit improvement to adjacent or competing facilities. As described above, both the RFQ and RFP emphasized that respondents must not request public subsidy. Limiting public risk during bankruptcy of the completed project or failure to complete construction can be handled in a well-constructed contract, and in that event City officials have indicated that The Boring Company would be responsible for remediating the project site. However, it is possible that addressing issues in the interim would incur substantial public cost that exceeds the project performance bond or other moneys available. Similarly, while the City has stated that the contract will require that the OES be returned to the City in the event of bankruptcy, public subsidy may still be required to operate the system, as has occurred with other airport transit systems.

Absent the ability to review contract language, CMAP staff cannot independently confirm that public protections are in place. It is also unclear to what extent data sharing requirements will be included in the contract, or to what extent they will facilitate tracking of performance benchmarks.

## **NEXT STEPS**

CMAP has analyzed the impacts of this project based on available information. This memo provides the information currently available and resulting analysis, and may be supplemented if more information becomes available prior to the beginning of public comment. As the project development process continues to unfold, it is possible that more of this information may become available and demonstrate strong support for ON TO 2050 priorities. CMAP will incorporate all available information into its analyses as the agency prepares its staff recommendation.

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<sup>27</sup> Chicago Infrastructure Trust, “Request for Qualifications to Design, Build, Operate, and Maintain O’Hare Express System,” January 19, 2018, 11, <http://chicagoinfrastructure.org/wp-content/uploads/2017/11/OES-RFQ-Complete-ADD2-Clean-20180119-2.pdf>

<sup>28</sup> Chicago Infrastructure Trust, “Request for Proposals to Design, Build, Finance, Equip, Operate, and Maintain O’Hare Express System,” May 1, 2018, 7, <http://chicagoinfrastructure.org/wp-content/uploads/2018/05/OES-RFP-Addendum-3-20180501.pdf>.

<sup>29</sup> Chicago Mayor’s Press Office, “Mayor Announces Company Selected to Build and Operate Express Service to O’Hare,” accessed January 2, 2019, <http://chicagoinfrastructure.org/2018/06/14/company-selected-to-build-and-operate-chicago-express-service/>.

The public comment period for amending the ON TO 2050 plan to include the O'Hare Express Service Project runs from January 25 - February 25, 2019. Following the public comment period, CMAP staff will make a recommendation on whether the Plan should be amended to include the project. The CMAP Board and MPO Policy Committee will consider this recommendation in March 2019.

**ACTION REQUESTED: Discussion**

## **APPENDIX I: EVALUATION OF IMPACT ON MOBILITY AND PLANNING PRIORITIES**

Staff evaluated the proposed OES using the same criteria established for evaluation of all proposed ON TO 2050 Regionally Significant Projects.<sup>30</sup>

The unique mode of this project along with limited information on airport travel make modeling this project challenging. No services of the price, speed, and frequency proposed for OES exist today to calibrate travel models. The OES was modeled as transit using both CMAP's traditional travel demand model and using FTA's STOPS<sup>31</sup> model. The STOPS model was used for evaluation of all other transit projects in ON TO 2050. The two models had similar results, with 2050 weekday ridership between 1,000 and 1,200, for in-region residents only. Both of these models used CMAP's ON TO 2050 land use and travel forecasts as inputs. Non-employment airport access trips are included in modeling as point-of-entry trips, however they are not modeled in the same way as the rest of the region's travel because of limited information about the traveler, trip purpose, and destination.<sup>32</sup> The OES project would primarily serve these airport access trips that suffer from limited information. Therefore, CMAP's model results likely under-represent project demand.

The Chicago Infrastructure Trust commissioned a market study by the firm WSP that uses additional data<sup>33</sup>, including cell phone movement data to estimate that the project could see up to 18,072 daily rides in 2045. Roughly 77 percent of this projected ridership is forecasted to be tourists and out-of-town business travelers. While CMAP did not review all data behind this estimate, ridership of this magnitude could be possible for large trip generators such as O'Hare and the Loop.

### **Current conditions and 2050 Mobility**

ON TO 2050 emphasizes improving conditions on the existing system. As a result, transit expansion projects do not affect the current needs measures of asset condition, reliability, or ADA accessibility of any existing assets. Modeling suggests that this project would take a small number of riders (in-region residents only) off of the Blue Line (700-1,000 per day), which may relieve pressure on this capacity-constrained line during peak periods. A project to enhance the capacity of the Blue Line was included in the ON TO 2050 Plan priority list.

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<sup>30</sup> Chicago Metropolitan Agency for Planning, "ON TO 2050 Regionally Significant Projects Benefits Report," <https://www.cmap.illinois.gov/documents/10180/911391/FINAL+Regionally+Significant+Projects+Benefit+Report+Appendix.pdf/612e47c8-5038-c3f7-035e-22959ffb0c51>.

<sup>31</sup> The latest version of STOPS (version 2.5) was used for OES evaluation, while ON TO 2050 used version 1.5.

<sup>32</sup> See page 134 of CMAP's ON TO 2050 Travel Demand Model Documentation Appendix <https://www.cmap.illinois.gov/documents/10180/911391/FINAL+Travel+Demand+Model+Documentation+Appendix.pdf/f3b1322c-2e60-2513-720f-38ee68b799d1>.

<sup>33</sup> Exhibit C of O'Hare Express System RFQ, available at <http://chicagoinfrastructure.org/wp-content/uploads/2017/11/OES-RFQ-Complete-ADD2-Clean-20180119-2.pdf>.

## Planning factors

Modeling indicates that this project would serve a relatively small population of people originating from the areas very near the two stations. The station areas are highly developed, higher income areas, so the planning factors reflect these conditions. Use by residents of Economically Disconnected Areas is estimated to be 4 percent, similar to the share for several of the Metra extension projects evaluated. This project is not likely for commuting by low income populations, and the City has indicated that airport employees will not receive special fares, so the job access impact was not calculated. The highly developed areas around the stations mean that this project could support infill development, scoring a 75, similar to other urban projects. Impacts on greenhouse gases, industry clustering, and freight are expected to be negligible.

Planning Factor	Score	Notes
Project use by residents of EDAs	4%	Low. Comparable to Metra extension projects.
Support for infill development	75	A high score, reflecting the current development levels of the two station areas.
Economic impact due to industry clustering (\$M)	\$0M	Negligible impact.
Freight Improvement	N/A	Negligible impact.
Change in access to low barrier to entry jobs for residents of EDAs in 90 minutes	N/A	Negligible impact.
Change in access to low barrier to entry jobs for residents of EDAs in 60 minutes	N/A	Negligible impact.
Change in greenhouse gas emissions (metric tons/day in 2050)	-2	This is low, reflecting the relatively low ridership of the project.

## APPENDIX II: ON TO 2050 GOALS AND RECOMMENDATIONS

ON TO 2050 is divided into five chapters that are, in turn, comprised of 12 goal areas. The following table gives a brief summary of the O'Hare Express Service proposal's impacts relative to these goals. The body of this memo contains a more thorough discussion.

ON TO 2050 Chapter	Goal Area	O'Hare Express Service Proposal Impact
Community	Strategic and sustainable development	Potential impact
	Reinvestment for vibrant communities	Impact
	Development that supports local and regional economic strength	Negligible impact
Prosperity	Robust economic growth that reduces inequality	Potential impact
	Responsive, strategic workforce and economic development	Negligible impact
Environment	A region prepared for climate change	Negligible impact
	Integrated approach to water resources	Negligible impact
	Development practices that protect natural resources	Negligible impact
Governance	Collaboration at all levels of government	Negligible impact
	Capacity to provide a strong quality of life	Negligible impact
	Data driven and transparent investment decisions	Potential impact
Mobility	A modern, multimodal system that adapts to changing travel demand	Impact
	A system that works better for everyone	Potential impact
	Making transformative investments	Impact



**MEMORANDUM**

**To:** CMAP Transportation Committee

**From:** CMAP Staff

**Date:** January 11, 2019

**Re:** Proposed Amendment to ON TO 2050 – Roadway Improvements to Support the Update to the South Lakefront Framework Plan

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The City of Chicago has requested that CMAP amend the ON TO 2050 comprehensive plan to add the proposed Roadway Improvements to Support the Update to the South Lakefront Framework Plan (the Jackson Park Project) to the list of fiscally constrained projects. This memo represents the initial staff analysis, to be provided for public comment to CMAP on the proposed amendment, from January 25 to February 25, 2019. The amendment process is described in a November 9, 2018, memo to the CMAP Transportation Committee.<sup>1</sup> In brief, any amendment must help implement the priorities of the plan as well as meet fiscal constraint.

This draft memo conveys the collected information on the Jackson Park Project and staff analysis. Staff may update prior to publication for public comment on January 25, 2019.

## **PROJECT DESCRIPTION**

The Chicago Department of Transportation is designing transportation improvements in and around Jackson Park. The Chicago Park District recently updated its South Lakefront Framework Plan<sup>2</sup>, part of which includes construction of the future Obama Presidential Center (OPC). The Jackson Park Project is intended to support these efforts by creating new and upgraded facilities, improving safety and mobility, improving pedestrian and bicycle connectivity, and increasing green space. In another related improvement, Metra has committed to expanding its reconstruction of the 59<sup>th</sup> Street Metra Electric station to accommodate additional traffic and reopen a long-closed entrance on 60<sup>th</sup> Street.

### **Figure 1. Proposed Jackson Park Improvements**

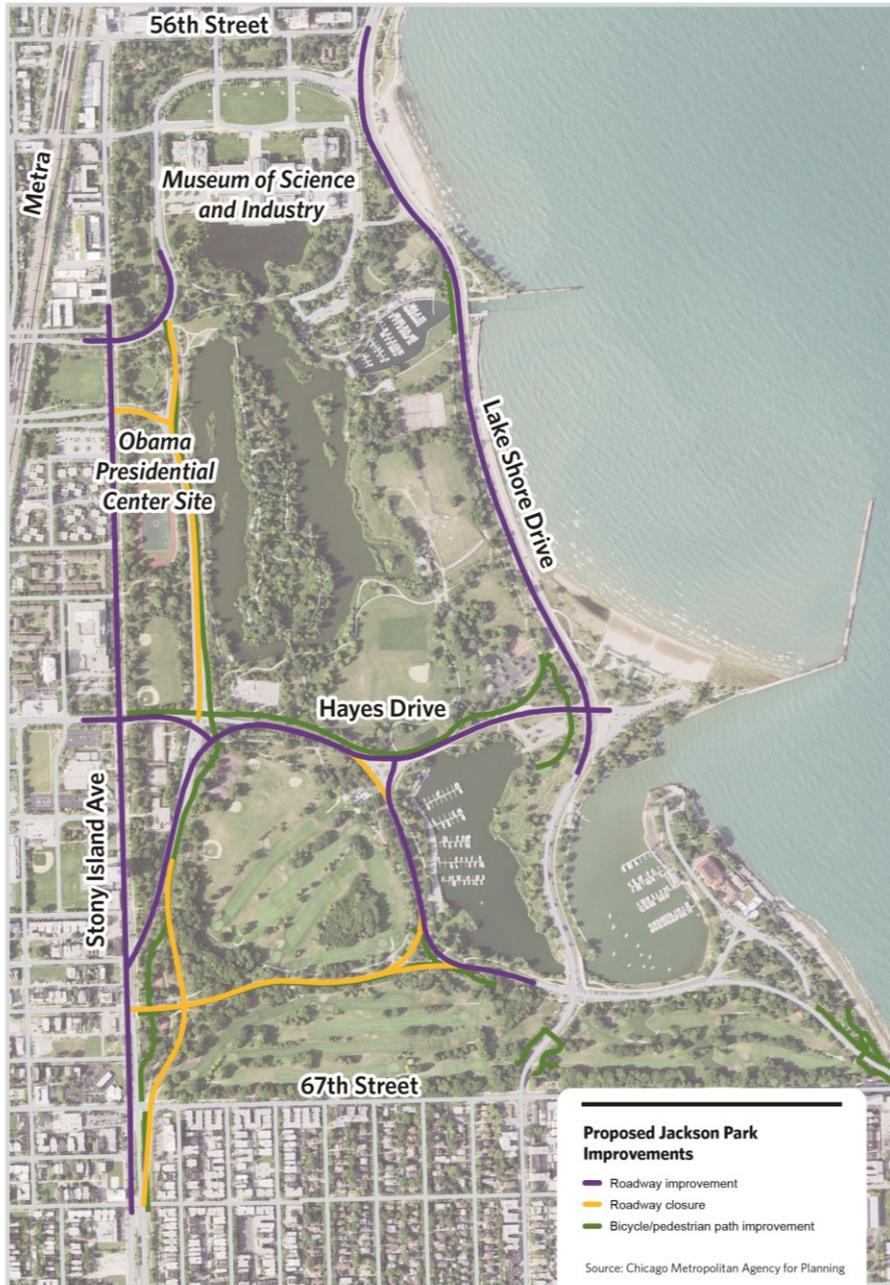
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<sup>1</sup> Chicago Metropolitan Agency for Planning, “ON TO 2050 Regionally Significant Projects: Proposed amendment process,” November 2018,

[https://www.cmap.illinois.gov/documents/10180/944935/CmteMemo\\_RSPAmendmentProcess.pdf](https://www.cmap.illinois.gov/documents/10180/944935/CmteMemo_RSPAmendmentProcess.pdf).

<sup>2</sup> Chicago Park District, “South Lakefront Framework Plan”, April 2018,

<https://www.southlakefrontplan.com/document/south-lakefront-framework-plan-report-042018>.



The project would involve closing certain roadway segments and improving others, including adding an additional southbound travel lane on South Lakeshore Drive from 57<sup>th</sup> Drive to Hayes Drive. Specifically, the project will remove sections of Cornell Drive, Midway Plaisance, and Marquette Drive while adding capacity on Stony Island Avenue, Lake Shore Drive, and small remaining sections of Cornell and Midway. Overall, the City proposes to remove 6.7 lane miles of pavement, while adding a lesser 2.9 lane miles. More detail on the roadway, pedestrian, and bicycle improvements is provided in Figure 1.

Because the project costs more than \$100 million and changes capacity on the National Highway System (NHS), it meets the threshold for evaluation<sup>3</sup> as a Regionally Significant Project (RSP) and requires an amendment to ON TO 2050 to be included as a fiscally constrained RSP.

The project's bicycle and pedestrian improvements include new and improved trails, pedestrian refuge islands and curb extensions, and five new underpasses. Transit improvements include bus stop relocation/consolidation, bus bulbs, and traffic signal modernization to allow for future signal technologies such as interconnected signals or transit signal priority. See Figure 1 and visit [www.cityofchicago.org/opc](http://www.cityofchicago.org/opc) for more detail.

Construction is anticipated to occur in three phases from 2019-21, with planned opening to traffic in 2021.

## Project history

The 2018 South Lakefront Framework Plan recommends the transportation improvements included in the Project. The 2018 plan's predecessor was the 1999 South Lakefront Framework Plan<sup>4</sup>. The 2018 plan updates the 1999 plan and provides recommendations for new developments, such as the Obama Presidential Center and merger and redesign of two golf courses. The 1999 plan promoted pedestrian and bicycle circulation, and it contemplated traffic calming and closure of certain road segments. The 2018 plan preserves pedestrian pathways designated in the 1999 plan. The 1999 plan specifically contemplated the closure of Cornell Drive northbound and Marquette from Stony Island to Richards. The 2018 update included these recommendations and new recommendations to close Cornell (63<sup>rd</sup> to 59<sup>th</sup>) and Midway Plaisance eastbound (Stony Island to Cornell) based on the new planning process.

The Jackson Park project is strongly linked to the Obama Presidential Center, which was recently approved by City Council.<sup>5</sup> The Obama Center, the Jackson Park Project, and the golf course merger and redesign have generated significant discussion in the community. While many look forward to potential economic development and regrowth due to these investments, others have proffered concerns about potential change in community character and loss of affordable housing.<sup>6</sup>

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<sup>3</sup> Chicago Metropolitan Agency for Planning, "ON TO 2050 Mobility Chapter: Build regionally significant projects," <https://www.cmap.illinois.gov/2050/mobility/regionally-significant-projects>.

<sup>4</sup> Chicago Park District, "South Lakefront Framework Plan, Phase 2", 1999, <https://www.southlakefrontplan.com/document/1999-south-lakefront-framework-plan>.

<sup>5</sup> City of Chicago City Council, "Ordinance SO2018-7136", October 31, 2018, <https://chicago.legistar.com/LegislationDetail.aspx?ID=3681626&GUID=5B28F102-DEE2-4DB2-B35F-4E41DE4DCD78&Options=&Search=>.

<sup>6</sup> Carlos Ballesteros, "Groups ask aldermen to protect residents from being displaced by Obama Center," Chicago Sun-Times, November 12, 2018, <https://chicago.suntimes.com/news/obama-center-library-chicago-protest-community-displacement-gentrification-university-chicago/>.

## Project status

The Project is currently undergoing National Environmental Policy Act (NEPA) and National Historic Preservation Act review.<sup>7</sup> The City Council approved the use agreement for the Obama Presidential Center project on October 31, 2018, and the City Council's Committee on Transportation and Public Way approved certain roadway closures associated with the Jackson Park Project on October 25, 2018.<sup>8</sup>

## Project costs and revenues

### Capital costs

The Project is anticipated to cost \$179 million in current year dollars. Five million has already been expended on planning and engineering, with \$174 million remaining for capital costs. CDOT has indicated that approximately \$35 million of this cost is attributable to new capacity, through an additional southbound lane on Lake Shore Drive, as well as smaller segments on Hayes and Stony Island. As noted above, the project results in a net decrease in lane mileage. Project costs by major improvement type include:

- Lake Shore Drive, Hayes, and Stony Island (64<sup>th</sup> to 59<sup>th</sup>): \$86m
- Stony Island (69<sup>th</sup> to 64<sup>th</sup>): \$28m
- South Shore and Jeffery Underpasses: \$60m

### Revenues

The project has been allocated up to \$180 million in state Road Fund dollars to pay for near term construction costs.<sup>9</sup>

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John Greenfield, "Obama: Closing 6-Lane Road by Presidential Library Will Create a More Vibrant Public Space", Streetsblog Chicago, May 4, 2017, <https://chi.streetsblog.org/2017/05/04/obama-closing-6-lane-road-by-presidential-library-will-create-a-more-vibrant-public-space/>

Mark Guarino, "Obama Presidential Center faces pushback from Jackson Park residents", Washington Post, March 23, 2018, [https://www.washingtonpost.com/entertainment/museums/obama-presidential-center-faces-pushback-from-jackson-park-residents/2018/03/22/f4234b3e-2b99-11e8-8ad6-fbc50284fce8\\_story.html?noredirect=on&utm\\_term=.dbb70f766514](https://www.washingtonpost.com/entertainment/museums/obama-presidential-center-faces-pushback-from-jackson-park-residents/2018/03/22/f4234b3e-2b99-11e8-8ad6-fbc50284fce8_story.html?noredirect=on&utm_term=.dbb70f766514).

<sup>7</sup> City of Chicago Department of Planning and Development, "Federal Review of Jackson Park Improvements," accessed January 7, 2019, [https://www.chicago.gov/city/en/depts/dcd/supp\\_info/jackson-park-improvements.html](https://www.chicago.gov/city/en/depts/dcd/supp_info/jackson-park-improvements.html).

<sup>8</sup> City of Chicago Committee on Transportation and Public Way, "Summary of Reports", October 25, 2018, 47, [http://media.legistar.com/chic/meetings/EA2CECE6-2B04-4088-B5CB-652CB7C029D8/Trans%20Summary\\_20181025143257.pdf](http://media.legistar.com/chic/meetings/EA2CECE6-2B04-4088-B5CB-652CB7C029D8/Trans%20Summary_20181025143257.pdf).

<sup>9</sup> Illinois General Assembly, Public Act 100-586, 100<sup>th</sup> General Assembly, 2018, 664, <http://www.ilga.gov/legislation/publicacts/100/PDF/100-0586.pdf>.

## **ON TO 2050 fiscal constraint**

ON TO 2050 includes a financial plan for transportation investments, which is a requirement under federal regulation. This compares the estimated revenue from existing and proposed funding sources with the estimated costs of constructing, maintaining, and operating the total transportation system. This process is known as “fiscal constraint”. Constraint for plans is important because it reminds regional decision makers to set priorities and make trade-offs rather than including an extensive list of projects and activities that may not be affordable or sustainable. In order for ON TO 2050 to be amended, costs for new capacity associated with the Project would need to be included within the plan’s fiscal constraint.

The City plans to use state Road Fund dollars for all project costs, including the \$35 million allocated to constructing new lane mileage. The ON TO 2050 financial plan already assumes the availability for State Road Fund revenues for any purpose. The amount allocated is small in the context of the financial plan, which constrains \$518 billion of investments through 2050. Within the financial plan, the RSP category is allocated \$4.8 billion for new capacity while the System Enhancement funding category is allocated \$17.6 billion and specifically allows for various smaller project types including smaller lane additions.<sup>10</sup> By reducing lane mileage, the project may also reduce some operations and maintenance costs. In addition, the roadways within the project limits were last reconstructed in the 1960’s and will likely require full reconstruction as their next step in routine maintenance. Given the focus of this project on the existing system and reconfiguring capacity, it may be appropriate to reallocate the cost of the Jackson Park project to the RSP category from the System Enhancements category. It is also anticipated that removal of 6.7 lane miles of roadway will reduce long-term maintenance costs.

## **PROJECT EVALUATION**

The following section contains CMAP staff evaluation of the Jackson Park Project. The project has been evaluated, to the extent possible, using the same metrics that were evaluated for all RSPs in the ON TO 2050 development process. This section also discusses the project’s fit with the principles and goals of the plan.

### **ON TO 2050 principles**

Three principles guide the goals and recommendations of the ON TO 2050 plan: Inclusive Growth, Resilience, and Prioritized Investment.

The Inclusive Growth principle emphasizes that we must grow our economy through growing opportunity for all residents, particularly minority and low income residents. The project aligns with several aspects of this principle, including investing in a community with historical disinvestment of public and private resources.

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<sup>10</sup> Chicago Metropolitan Agency for Planning, “ON TO 2050 Financial Plan for Transportation,” 14.  
<https://www.cmap.illinois.gov/documents/10180/911391/FINAL+Financial+Plan+for+Transportation+Appendix.pdf/80791482-09e6-e7e3-fe51-fd32e653f35be>

The Resilience principle emphasizes the need to prepare for change, both known and unknown. This project seeks to prepare Jackson Park and the surrounding neighborhood for the influx of traffic due to the anticipated development of the Obama Center. It also proposes bicycle and pedestrian improvements that may adapt to growing demand for walking and biking, as well as improvements to stormwater management and treatment of runoff.

The Prioritized Investment principle emphasizes the need to carefully target limited resources to maximize benefits. This project invests in an existing community and provides improved multimodal travel options in a congested area, including bike, pedestrian, transit, and automotive travel.

## **ON TO 2050 Goals and Recommendations**

The ON TO 2050 plan builds on its principles to provide a comprehensive set of recommendations to guide decisions relating to development, the economy, the environment, and mobility. The following discusses how the project impacts relevant goals and recommendations of ON TO 2050, by chapter.

Appendix I provides detailed findings of the quantitative analysis of the project, and Appendix II summarizes its interaction with ON TO 2050 goals.

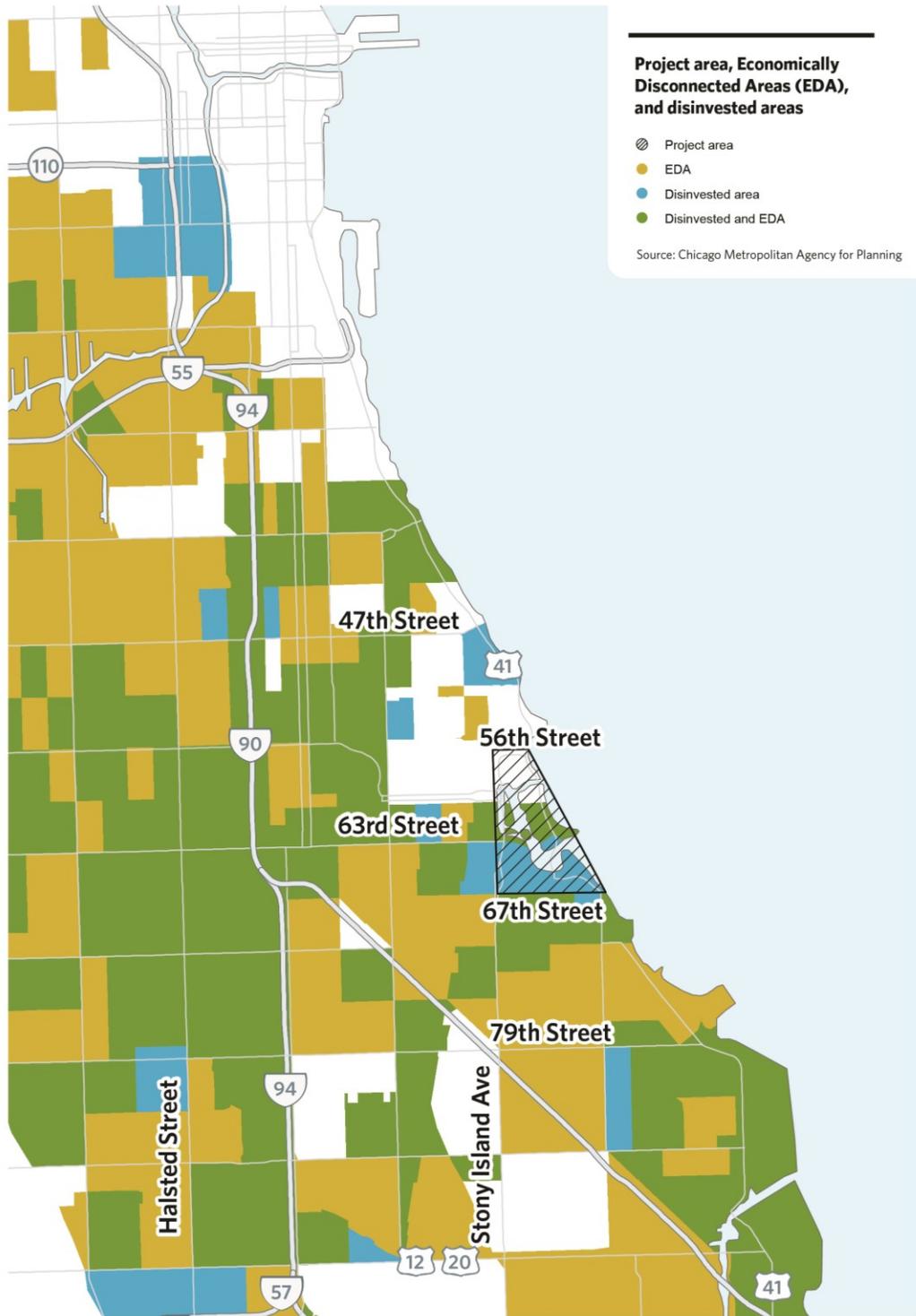
### ***Community***

The Community chapter touches on many issues relevant to creating vibrant places and communities. This includes reinvestment in existing places and developing communities that offer housing choice, easy access to jobs and amenities, and a strong quality of life.

### ***Strategic and Sustainable Investment***

The plan provides recommendations to target investment in existing communities as well as promote careful, fiscally and environmentally sustainable growth. It particularly highlights the need to implement targeted investment by directing public and private resources to disinvested areas. The Project overlaps or is adjacent to Disinvested Areas (areas with loss of employment and property value and high vacancy) and/or Economically Disconnected Areas (EDAs) (concentrations of low income residents that are also minorities or have limited English proficiency) (Figure 2). Investments in these areas, if closely coordinated with local community needs and plans and strategies to preserve existing character and affordability, have the potential to promote broader revitalization.

**Figure 2. The Jackson Park Project area, economically disconnected areas, and disinvested areas**



Jackson Park is located in the Woodlawn Community area, it is also adjacent to the Hyde Park and South Shore Community areas. This area is particularly relevant to the inclusive growth recommendations of ON TO 2050. The Woodlawn, Hyde Park, and South Shore communities are home to more than 100,000 residents, including 75,000 black residents. These communities have lower median incomes and homeownership rates than the rest of the region. This is particularly true in Woodlawn and South Shore, where unemployment rates are more than ten percentage points higher than the rest of the region and median incomes are \$25,000, roughly \$40,000 less than the regional median. Residents of these neighborhoods take some of the longest commutes in the region, to distant economic centers.<sup>11</sup> This disconnect occurs because residents have limited employment options that match their education and skills near their homes. Among other strategies, ON TO 2050 calls for concerted public investment to rebuild communities that have historically been left behind. Carefully targeted investment in road, water, and other infrastructure – like those being contemplated in the Jackson Park Project -- can provide the building blocks for broader revitalization.

When making these investments, ON TO 2050 emphasizes the need to carefully and effectively engage low income and minority communities in planning and implementation processes. To date, the Chicago Department of Transportation has engaged neighborhood residents and groups in the project study process. As a result, they have adjusted pedestrian improvements, transit access, and other features of the project. For example, a stoplight was added and pedestrian treatments were enhanced at the Hyde Park Academy, intersection and roadway design was adapted to preserve trees where possible, a proposed concrete median on Hayes was replaced with striping, and treatments at 59<sup>th</sup> Street were enhanced to improve pedestrian access. As the Jackson Park Project and Obama Center improvements move forward, continued engagement of residents and neighborhood groups, as well as development of efforts to direct revitalization and growth so that it benefits all residents and implementation of strategies to preserve affordability and existing community character will be critical. The Jackson Park Project, Obama Center, and adjacent neighborhood plans are each proactively pursuing public engagement as part of project development.

### *Reinvestment for vibrant communities*

This goal embodies and expands upon prior recommendations to promote livable communities, providing actionable guidance on promoting housing choice and building walkable communities. The Project is relevant to plan recommendations around promoting walkable communities and improving safety for all users. Improvements on Stony Island Avenue seek to balance mobility for pedestrians, transit, and automobiles. Bus bump-outs and coordinated lights with transit signal priority can improve safety and access for riders. Improved crosswalks

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<sup>11</sup> Chicago Metropolitan Agency for Planning, “Travel patterns in Economically Disconnected Area Clusters,” January 25, 2018, [https://www.cmap.illinois.gov/updates/all/-/asset\\_publisher/UIMfSLnFfMB6/content/travel-patterns-in-economically-disconnected-area-clusters](https://www.cmap.illinois.gov/updates/all/-/asset_publisher/UIMfSLnFfMB6/content/travel-patterns-in-economically-disconnected-area-clusters).

and pedestrian islands can provide a safer environment for pedestrians. These improvements are discussed further in the Mobility section.

## ***Environment***

ON TO 2050 has several goals and recommendations related to improving natural infrastructure and access to green space in urban areas. As planned, the Jackson Park Improvements appear to support many of these. Due to its location in Jackson Park, the project is being constructed in an area with strong overlap with the ON TO 2050 Conservation Areas Local Strategy Map, which indicates areas with a high priority for conservation in the region. In addition to its open space and recreational amenities, Jackson Park features several natural areas, such as the lagoons, that the Chicago Park District and regional analyses have identified as significant. This calls for careful consideration of stormwater management, development of green infrastructure, and preservation or enhancement of access to parks, particularly for residents of low income communities.

### *Integrated approach to water resources*

Recommendations under this goal seek to holistically address all components of the water system -- quality, supply, and stormwater -- to improve outcomes. The stormwater management recommendation particularly notes using transportation improvements as an opportunity to address deficiencies in the system. Overall, the Jackson Park Project will implement the stormwater management guidelines of the recently-updated South Lakefront Framework Plan. That plan recognizes the importance of the park's interconnected ecosystem and sets forth a design strategy and related recommendations to "Establish performance landscapes" that offer natural beauty and habitats while filtering stormwater.<sup>12</sup> Under its current configuration, Cornell Drive is a direct tributary to the lagoons. Its removal will reduce overall runoff into the lagoons and improve water quality in the park. For stormwater management, the Project plans to reduce overall impervious surface in the park and meet current practice by requiring that "first flush" runoff be directed to the sewer system rather than the park's lagoons. These represent moderate improvements to stormwater management and water quality within the park.

### *Development practices that protect natural resources*

The ON TO 2050 plan also recommends a number of strategies to improve natural infrastructure and access in already developed areas.<sup>13</sup> Jackson Park is located in an area of the region where many residents have comparatively little access to parks, with many residents in neighborhoods to the south and west of the park having access to as little as one acre per 1,000

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<sup>12</sup> Chicago Park District, "South Lakefront Framework Plan", April 2018, 30,

<https://www.southlakefrontplan.com/document/south-lakefront-framework-plan-report-042018>.

<sup>13</sup> Chicago Metropolitan Agency for Planning, "ON TO 2050 Environment Chapter: Improve natural resources through the redevelopment process," <https://www.cmap.illinois.gov/2050/environment/redevelopment>

residents.<sup>14</sup> The plan includes several improvements to pedestrian access to the park and the adjacent lakefront, including five new bicycle and pedestrian underpasses to improve access for all modes.

## ***Mobility***

The Mobility chapter focuses on achieving a safe and reliable transportation system for the future. The Jackson Park Project has two broad goals, which align with ON TO 2050:

1. Reduce the effects of automobile traffic within Jackson Park by consolidating roadways and improving vehicular and bicycle/pedestrian circulation
2. Improve safety for bikes, pedestrians and automobiles following Complete Streets and Vision Zero guidance.

The proposal involves closure of large portions of Cornell Drive and Marquette Drive to both meet these goals and accommodate construction of the Obama Center. Vehicle mobility through the project area is maintained by addition of a new lane on South Lakeshore Drive, removal of on-street parking on Hayes Drive for travel use, and some new capacity on Stony Island Ave. The project will also improve pavement condition in the project area. Relative to other arterial RSPs included in ON TO 2050, pavement needs in the project area are among the highest.

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

This ON TO 2050 goal emphasizes safety and equitable access to the transportation system. Relative to other arterial RSPs included in ON TO 2050, current safety needs on project roadways rank towards the middle. The City has stated that the project aims to improve safety for bicyclists, pedestrians, and automobiles following guidance in the City's Complete Streets and Vision Zero plans. New trails will be created along Cornell Drive and Hayes Drive – consistent with the City's Streets for Cycling 2020 plan – and improvements will be made to others. Five new underpasses would improve pedestrian and bicycle safety by providing grade-separated crossings within the park and across Lake Shore Drive, thereby eliminating several potential conflicts with vehicular traffic. Intersection improvements – compliant with the Americans with Disabilities Act -- will be made throughout the project area, with a number of new pedestrian refuge islands and curb extensions along Stony Island Avenue to improve safety and accessibility for all users. ON TO 2050 recommends investing in safe bike and pedestrian pathways to desired destinations.<sup>15</sup> The proposal includes many such improvements within Jackson Park as well as improving access to the lakefront. However, new connections

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<sup>14</sup> Chicago Metropolitan Agency for Planning, "ON TO 2050 Local Strategy Map: Park Access," <https://www.cmap.illinois.gov/2050/maps/parks>.

<sup>15</sup> Chicago Metropolitan Agency for Planning, "ON TO 2050 Mobility Chapter: Improve travel safety," <https://www.cmap.illinois.gov/2050/mobility/safety#safepathways>

between the neighborhood and the park have focused on Stony Island Avenue improvements, which were identified as a concern by neighborhood residents (particularly 59<sup>th</sup> to 67<sup>th</sup>).

Additionally, as a project in and around EDAs, the project has a particular impact on commutes and traffic circulation for low income and minority residents. Relative to other ON TO 2050 arterial RSPs, project area roadways have the highest use by residents of EDAs, at 50.3 percent. ON TO 2050 notes the importance of using transportation investments to promote inclusive growth and ensure equitable transit access.<sup>16,17</sup>

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

This ON TO 2050 goal emphasizes forward looking investments as well as those that make the transit system more competitive. Three new and fourteen modernized traffic signals will allow for future signal technologies such as interconnected signals or transit signal priority (TSP). These technologies use wireless communications to advance or extend green light times to reduce bus travel times and improve schedule adherence. ON TO 2050 sets a target for increasing the number of traffic signals with TSP.<sup>18</sup> ON TO 2050 also recommends planning for system modernization while making progress toward a state of good repair, as well as increasing the miles of roadway with transit preference.<sup>19</sup> Along Stony Island Avenue, ten bus stop consolidations/relocations and the installation of three bus bulbs – curb extensions that allow busses to stop and board passengers without leaving the travel lane – are intended to help busses travel faster and more reliably. The Project included coordination with transit agencies early in the planning process and does prioritize transit service in a roadway project. These features represent advancement in infrastructure supporting bus transit in the corridor, but a moderate level of bus priority overall. Buses along Stony Island Avenue include express bus service that provides fast commutes to downtown and other economic centers.

## **NEXT STEPS**

CMAP has analyzed the impacts of this project based on available information. The public comment period for amending the ON TO 2050 plan to include the Jackson Park Project runs from January 25-February 25, 2019. Following the public comment period, CMAP staff will make a recommendation on whether the Plan should be amended to include the project. The CMAP Board and MPO Policy Committee will consider this recommendation in March 2019.

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<sup>16</sup> Chicago Metropolitan Agency for Planning, “ON TO 2050 Mobility Chapter: Leverage the transportation network to promote inclusive growth,” <https://www.cmap.illinois.gov/2050/mobility/transportation-equity>.

<sup>17</sup> Chicago Metropolitan Agency for Planning, “ON TO 2050 Mobility Chapter: Make transit more competitive,” <https://www.cmap.illinois.gov/2050/mobility/transit#equitabletransit>.

<sup>18</sup> Chicago Metropolitan Agency for Planning, “ON TO 2050 Indicators Appendix,” 59, <https://www.cmap.illinois.gov/documents/10180/911391/FINAL+Indicators+Appendix.pdf/e637fc66-16de-048d-d6f2-7616426b93ab>.

<sup>19</sup> Chicago Metropolitan Agency for Planning, “ON TO 2050 Mobility Chapter: Harness technology to improve travel and anticipate future impacts,” <https://www.cmap.illinois.gov/2050/mobility/transportation-technology#system-modernization>.

**ACTION REQUESTED: Discussion**

## APPENDIX I: EVALUATION OF IMPACT ON MOBILITY AND PLANNING PRIORITIES

The following tables contain the results of the quantitative evaluation of the project, repeating the methods and datasets used in the ON TO 2050 process. Overall, the project has comparatively high need among other arterial RSPs in terms of pavement condition and congestion management. It displays moderate need on other factors.

Current Need	Score (compared to the entire NHS)	Notes
Structurally deficient bridge (square feet of deck)	0	No structurally deficient bridges.
Pavement condition (condition rating and pavement roughness)	50	High score among arterials, indicating a higher proportion of pavement in deficient condition. Comparable to other parts of Lake Shore Drive and IL 62/Algonquin Road.
Safety (fatal crashes per VMT)	20	Moderate score among arterials, comparable to IL 83 and Green Bay Road.
Mobility (intensity and duration of congestion)	38	High score among arterials, but moderate compared to the full NHS.
Reliability (planning time index)	58	Moderate score among arterials and the NHS overall.

Note: these scores are scaled 1-100, and indicate how a project performs relative to all expressways and arterials in the entire NHS. Lake Shore Drive south of 56<sup>th</sup> Street was not on the NHS in 2015, the date of the IRIS file used for ON TO 2050 RSP analysis. Cornell Drive has been used as a proxy.

The following table depicts the results of the project on the ON TO 2050 planning factor assessment. The project has high potential to support residents of economically disconnected areas as well as infill development overall.

Planning Factor	Score	Notes
Conservation Area Impact (sq ft of CA within 500 ft, per mile of road, indexed to RSP arterial set)	15	Low score, consistent with other dense urban corridors.
Expected traffic growth (percent)	1%	Low score. Comparable to IL 43/Harlem Avenue.
Project use by residents of economically disconnected areas (percent of VMT)	50.3%	Highest usage by EDA residents among Arterial RSPs.

Economic impact due to industry clustering	N/A	Negligible impact.
Benefits to key industries (indexed to RSP arterial set)	9	Moderate impact.
Benefits to areas with industrial vacancy (current vacant space)	1.1 M	Low score, reflecting fewer industrial areas near the project.
Freight Improvement	N/A	Negligible impact.

## APPENDIX II: ON TO 2050 GOALS AND RECOMMENDATIONS

ON TO 2050 is divided into five chapters that are, in turn, comprised of 12 goal areas. The following table gives a brief summary of the Jackson Park Project’s likely impacts relative to these goals, and following the table is a more thorough discussion.

ON TO 2050 Chapter	Goal Area	Jackson Park Transportation and Mobility Proposal Impact
Community	Strategic and sustainable development	Impact
	Reinvestment for vibrant communities	Impact
	Development that supports local and regional economic strength	Negligible impact
Prosperity	Robust economic growth that reduces inequality	Negligible impact
	Responsive, strategic workforce and economic development	Negligible impact
Environment	A region prepared for climate change	Negligible impact
	Integrated approach to water resources	Impact
	Development practices that protect natural resources	Impact
Governance	Collaboration at all levels of government	Negligible impact
	Capacity to provide a strong quality of life	Negligible impact
	Data driven and transparent investment decisions	Negligible impact
Mobility	A modern, multimodal system that adapts to changing travel demand	Impact
	A system that works better for everyone	Impact
	Making transformative investments	Negligible impact



## MEMORANDUM

**To:** CMAP Transportation Committee

**From:** CMAP Staff

**Date:** January 11, 2019

**Re:** ON TO 2050/2019-2024 TIP Conformity Analysis and TIP Amendment 19-04.1

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In accordance with the definition of Regionally Significant Projects (RSPs) in ON TO 2050, the Chicago Department of Transportation (CDOT) has submitted a new non-exempt project and changes to a second non-exempt project that are anticipated to be carried forward into the FFY 2019-24 TIP and the ON TO 2050 RSPs for inclusion in the regional air quality analysis. CMAP has prepared a conformity analysis for public comment and consideration by the CMAP Board and MPO Policy Committee in March 2019.

The U.S. Department of Transportation requires regional planning agencies to demonstrate fiscal constraint by determining that sufficient resources will be available to construct projects recommended in the plan. Careful selection of these projects must meet the federal standard of fiscal constraint, while also helping to achieve regional goals. These types of projects are included in the conformity analysis because funding for phases beyond preliminary engineering has been identified in the TIP or within the planning horizon of ON TO 2050.

The new RSPs are:

- TIP ID [01-19-0009](#): O'Hare Express Service – RSP A1
- TIP ID [01-17-0025](#): Roadway Improvements to Support the Update to the South Lakefront Framework Plan - RSP A2

Newly submitted change details for these two projects are found in the [19-04.1 Conformity Amendment](#) report.

The conformity analysis is conducted for selected analysis years between now and 2050. The analysis years are currently 2020, 2025, 2030, 2040, and 2050. The regional travel demand model was run using the updated networks. The resultant vehicle miles traveled (VMT) by vehicle class, speed, time of day, and facility type were entered into the U.S. Environmental Protection Agency's MOVES 2014a model. A more detailed description regarding the modeling process

used for conformity analysis can be seen in the semi-annual ON TO 2050/TIP Conformity Analysis & TIP Amendment 19-04 [memo](#). It should be noted that the conformity amendments included in TIP Amendment 19-04 were also included in this analysis.

The model generated on-road emission estimates for each precursor or direct pollutant in each analysis year. For ozone precursors volatile organic compounds (VOC) and nitrogen oxides (NOx), the resulting emissions inventories estimates fell below the applicable budgets for the ozone maintenance State Implementation Plan (SIP), as shown in the table below.

### Direct PM<sub>2.5</sub> and NO<sub>x</sub> Emissions in Tons per Year for PM<sub>2.5</sub> Conformity

Year	Fine Particulate Matter		Nitrogen Oxides	
	Northeastern Illinois	SIP Budget	Northeastern Illinois	SIP Budget
2020	2,027.31	5,100.00	56,252.71	127,951.00
2025	1,269.49	2,377.00	32,621.86	44,224.00
2030	946.67	2,377.00	24,107.98	44,224.00
2040	846.71	2,377.00	20,956.42	44,224.00
2050	885.39	2,377.00	21,927.24	44,224.00

conformity is demonstrated by comparison of analysis year emissions to the SIP budgets

### VOC and NO<sub>x</sub> Emissions in Tons per Summer Day for Ozone Conformity

Year	Volatile Organic Compounds		Nitrogen Oxides	
	Northeastern Illinois	SIP Budget	Northeastern Illinois	SIP Budget
2020	71.74	117.23	148.31	373.52
2025	53.35	60.13	86.08	150.27
2030	43.53	60.13	61.75	150.27
2040	34.02	60.13	52.25	150.27
2050	34.18	60.13	54.46	150.27

conformity is demonstrated by comparison of analysis year emissions to the SIP budgets

**Notes:**

Off-model benefits are not included in the total emissions estimates

Results updated as of December 22, 2018

Staff is requesting the Transportation Committee release the ON TO 2050/2019-2024 TIP conformity analysis and TIP amendment [19-04.1](#) for 30 days public comment from January 18 to February 18, 2019.

ACTION REQUESTED: Approval

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# Chicago Metropolitan Agency for Planning

Agenda Item No. 7.0

233 South Wacker Drive  
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## MEMORANDUM

**To:** CMAP Board and Committees

**From:** Angela Manning-Hardimon  
Deputy Executive Director, Finance and Administration

**Date:** January 3, 2019

**Re:** FY 2020 UWP Call for Projects

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Unified Work Program (UWP) federal funding is available for transportation planning projects within a metropolitan area. For the CMAP area, it is anticipated that federal funding of approximately \$18.1 million, and that, with matching funds of approximately \$4.5 million, will provide total project cost available for UWP projects of \$22.7 million. FY 2020 funding reflects an increase of approximately 1%, or \$238,103, of federal and local match dollars as compared to FY 2019.

The Metropolitan Planning Organization (MPO) has the primary responsibility for preparing the UWP for its metropolitan area. The federal guidelines state that all planning and implementing agencies must be an integral part of the planning process and participate in the development of the UWP. In the CMAP region, the UWP Committee serves as the project selection body for this process. The committee is chaired by IDOT, who votes in case of a tie. The membership is comprised of a representative from each of the transit service boards (CTA, Metra and Pace), the City of Chicago, RTA, CMAP, a representative from the counties, and a mayor representing the Council of Mayors. In addition, non-voting members are representatives from Federal Highway Administration (FHWA), Federal Transit Administration (FTA), and Illinois Environmental Protection Agency (IEPA). The UWP Committee establishes program priorities and selects core and competitive proposals. Final selections are approved by the Transportation Committee and then forwarded to the Coordinating Committee, CMAP Board and the MPO Policy Committee for approval.

The UWP Committee recommends and seeks concurrence from the Transportation Committee, Coordinating Committee, CMAP Board and the MPO Policy Committee, the following UWP priorities with the regional priorities described in the ON TO 2050 Plan:

- **Planning Work toward Implementation of ON TO 2050 Regionally Significant Projects, Including Supportive Land Use.** The continuation of work to further ON TO 2050's list of fiscally constrained regionally significant projects is another planning area. Potential work includes planning for the inclusion of transit or bike/ped components as part of major highway projects, advancing projects through discretionary funding programs, and planning for supportive land use around transportation, among other efforts.
- **Local Technical Assistance and the Formation of Collaborative Planning Efforts.** A major emphasis area of ON TO 2050 is providing targeted technical assistance to local governments, particularly to interpret and implement the regional plan's recommendations at the local level. This may include planning for compact, walkable communities, including transportation investments to support infill development, as well as providing for alternative modes of transportation. Planning for joint efforts to provide local transportation services is also included here.
- **Modernization of the Public Transit System.** ON TO 2050's transit recommendations focus on making the transit system more competitive. Actions include developing policies for emerging technology to support and complement the transit system, studies to support improving the speed, frequency, and reliability of the transit system, revising highway design guidance to facilitate transit access, studies to support further fare and service coordination, and improving the effectiveness and accessibility of demand response services, particularly for persons with disabilities.
- **Leveraging the Transportation System to Promote Inclusive Growth.** ON TO 2050 is broadly concerned with ensuring economic opportunity is available to all residents of the region. The transportation system plays a role in this, as for example, research shows that minority residents have significantly longer commutes than others and transportation fees can weigh most on lower-income persons. Proposals should address any of the numerous facets of equity and transportation identified in ON TO 2050, such as developing culturally-relevant outreach methods, establishing performance measures that track progress towards reflecting community demographics, and demonstrating the impact of public engagement on project outcomes. They may also include planning to support transportation system access for those with disabilities, studying strategies to reduce burden of transportation fees, fares, and taxes on lower-income populations, and exploring new ways to provide targeted, flexible and/or on-demand transportation options in low-income or low-density areas, or for people with disabilities.
- **Harnessing Technology to Improve Travel and Anticipating Future Impacts.** Existing technologies can improve the performance of the transportation network, while in the long term, emerging technologies like connected and autonomous vehicles and private mobility services may have both positive and negative

impacts on the region, such as increasing competition for curb space or causing excess vehicle miles traveled. Planning projects under this priority would address studying and implementing further coordination of traffic operations using technology, establishing pricing and regulatory frameworks for connected and autonomous vehicles and developing pilot projects, and adapting the public way to emerging technology and new mobility, among other efforts.

The process for review and approval of the FY 2020 UWP programs is as follows:

- Both Core and Competitive proposals are due on January 30, 2019.
- All proposals will be forwarded to the UWP Committee on February 6 with presentations of the proposals at the Committee meeting on February 13.
- The Competitive proposals will be scored by the UWP Committee as in years past, based upon the alignment with the regional priorities listed above. The scoring of the competitive proposals will be due on February 27. CMAP staff will calculate the Committee’s rankings of the Competitive proposals.
- Based on the available funds for the FY 2020 UWP program, CMAP staff will develop a proposed program recommendation to the UWP Committee which considers (1) how the Core proposals meet the federal requirements; (2) alignment with the proposed priorities of ON TO 2050; (3) the requested level of funding; (4) and if applicable, previous years’ expenditure level of Core project and (5) the rankings of the Competitive proposals.
- The Committee will meet on March 13 to adopt the proposed FY 2020 program.
- The FY 2020 program will be presented at the April 10 Coordinating Committee and April 26 Transportation Committee meetings for adoption.

In June, following UWP program adoption by the MPO Policy Committee and the CMAP Board adoption, CMAP will draft contracts for the approved programs according to the following schedule (these dates should be considered with developing proposals):

- Programs supporting staff and operating costs (normally core proposals) will be available during the State FY 2020 starting July 1, 2019. All funds will need to be expended by June 30, 2020.
- Programs supporting consulting contracts and the competitive programs will be available for a period of three years—July 1, 2019 to June 30, 2022.

The schedule for the approval of the FY 2020 UWP process is as follows:

**Call for Proposals**

<b>Call for Proposals</b>	January 2, 2019
All Proposals Due (Core and Competitive)	January 30, 2019

**Proposal presentations**

<b>UWP Meeting - Presentation of Proposals</b>	February 13, 2019
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UWP Committee members rank proposals	Due to CMAP February 27, 2019
CMAP prepares committee ranked proposals with funding allocation	March 6, 2019
<b>UWP Meeting - Adopt FY 2020 Program</b>	March 13, 2019

**Committee Approval**

<b>Transportation Committee</b> considers approval of FY 2020 UWP to MPO Policy Committee	April 2019
<b>Coordinating Committee</b> considers approval of FY 2020 UWP to CMAP Board	April 2019
<b>CMAP Board</b> considers approval of proposed FY 2020 UWP	June 2019
<b>MPO Policy Committee</b> considers approval of proposed FY 2020 UWP	June 2019
UWP Document Released	June 2019

ACTION REQUESTED: Information

###

# Principles for Sustainable Transportation Funding

HELPING COMMUNITIES PROSPER

Metropolitan Chicago's infrastructure, which has given the region its historic strategic advantage, is in need of critical investment. Chronic transportation funding shortages have led to a crisis point. Illinois requires a long-term funding solution to rebuild and modernize the transportation system that is fair, equitable, and flexible. Other states and regions are far ahead of the State of Illinois and metropolitan Chicago in raising revenues to support infrastructure projects with long-term benefits for livability, mobility, and the economy. In order to put taxpayer dollars to the best use and help every Illinois community prosper, **the following principles are essential to any transportation revenue proposal:**

## **Sustainable – A long-term solution that can adapt to rapid change**

New transportation revenues must provide sufficient and sustainable funding to improve, enhance, and expand the system. Diversifying by having more than one source of funds in addition to increasing traditional sources such as the motor fuel tax would improve the reliability of funding. New funding, as well as existing fares and tolls, should grow sustainably—such as by indexing rates to inflation—to keep pace with the costs of operating and improving the system, which inevitably increase over time.

## **Fair – User fees paid by those who gain the most benefit from the system**

Costs should be paid primarily by those who use the transportation system the most or derive the most benefit. This may include replacing traditional revenue sources with modern user fees such as a road usage charge (sometimes referred to as a “vehicle miles traveled fee”) and setting varying rates based on vehicles' impacts on the system. Some sources could capture revenues based on the benefits that users or businesses reap from specific improvements.

## **Equitable – Options that consider the ability of users to pay**

Some revenue sources can have disproportionate impacts on low income residents. To promote equity, revenue enhancements should reduce the burden of increased costs on lower income individuals or offset such costs through other tax strategies.

## **Flexible – Performance-based criteria to support all modes of travel**

Project selection criteria must be used to fund the projects of greatest impact. Such a performance-based approach can result in a geographically equitable distribution of funding while allowing all areas to access the funds they need for large, important projects. Revenue must also be allocated flexibly to improve not only the region's road network but also transit, bicycle, and pedestrian infrastructure to help the region achieve a well-integrated multimodal system. Supporting all modes also requires that all jurisdictions be permitted to fund transportation improvements that would benefit their residents and businesses, regardless of jurisdiction or ownership.



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FY19-0032

The Chicago Metropolitan Agency for Planning (CMAP) is our region's comprehensive planning organization. The agency and its partners developed and are now implementing ON TO 2050, a new long-range plan to help the seven counties and 284 communities of northeastern Illinois implement strategies that address transportation, housing, economic development, open space, the environment, and other quality-of-life issues.

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