



## Chicago Metropolitan Agency for Planning (CMA) Board

### Annotated Agenda

Wednesday, February 13, 2019

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

- 1.0 Call to Order and Introductions** 9:30 a.m.
- 2.0 Agenda Changes and Announcements**  
Recognition of Janel Forde (representing the City of Chicago);  
welcome Anne Sheahan (representing the City of Chicago).
- 3.0 Approval of Minutes—January 9, 2019**  
ACTION REQUESTED: Approval
- 4.0 Executive Director's Report**  
4.1 Local Technical Assistance (LTA) Update  
4.2 Other Announcements
- 5.0 Procurements and Contract Approvals**  
5.1 Northern Lakeshore Trail Plan/Beach Park  
5.2 Will and Grundy Counties Regional Water Supply Group  
5.3 Web Development Contract Cost Increase  
ACTION REQUESTED: Approval
- 6.0 Committee Reports**  
The chair of the Coordinating Committee will provide an update from the meeting held prior to the board meeting. A written summary of the working committees and the Council of Mayors Executive Committee will be distributed.  
ACTION REQUESTED: Information
- 7.0 ON TO 2050 Amendment Requests**  
7.1 O'Hare Express Service. CDOT staff will present an overview of the O'Hare Express Service proposed to be developed by the Boring Company in partnership with the City of Chicago. CMAP analysis of the project, open for public comment, is available [here](#).  
ACTION REQUESTED: Information

7.2 Roadway Improvements to Support the Update to the South Lakefront Framework Plan. CDOT staff will present an overview of the project development process and planned improvements included in the South Lakefront Framework Plan. CMAP analysis of the project, open for public comment, is available [here](#).  
ACTION REQUESTED: Information

## **8.0 Legislative Agendas and Update**

- 8.1 Federal Agenda. Staff will present the draft 2019 Federal Agenda. The document provides Congress and Administration with CMAP's top policy priorities to aid the implementation of the ON TO 2050 plan at the federal level.  
ACTION REQUESTED: Approval
- 8.2 State Agenda. Staff will present the draft 2019 State Agenda. The document provides the Illinois General Assembly and new Administration with CMAP's top policy priorities to aid the implementation of the ON TO 2050 plan at the state level.  
ACTION REQUESTED: Approval
- 8.3 Federal and State Legislative Framework. Staff will present the policy framework covering the breadth of the ON TO 2050 plan to inform CMAP's response to a wide range of federal and state administrative and legislative initiatives.  
ACTION REQUESTED: Approval
- 8.4 State Legislative Update. Staff will update the Board on legislative and other developments.  
ACTION REQUESTED: Information

## **9.0 Other Business**

### **10.0 Next Meeting**

The Board is scheduled to meet next on March 13, 2019.

### **11.0 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 exact time for the public comment period will immediately follow the last item on the agenda.

### **12.0 Executive Session**

The Board will adjourn to an executive session to review minutes of prior Closed Session meetings under IOMA Section 3, 5 ILCS 120/2(c)(21).

### **13.0 Adjournment**

**Chicago Metropolitan Agency for Planning Board Members:**

\_\_\_ Gerald Bennett, Chair  
\_\_\_ Rita Athas  
\_\_\_ Frank Beal  
\_\_\_ Matt Brolley  
\_\_\_ Franco Coladipietro  
\_\_\_ Al Larson

\_\_\_ Andrew Madigan  
\_\_\_ John Noak  
\_\_\_ Farzin Parang  
\_\_\_ Rick Reinbold  
\_\_\_ Carolyn Schofield  
\_\_\_ Anne Sheahan

\_\_\_ Matthew Walsh  
\_\_\_ Terry Weppler  
\_\_\_ Diane Williams  
\_\_\_ Sean McCarthy  
\_\_\_ Leanne Redden  
\_\_\_ Justine Sydello





## Chicago Metropolitan Agency for Planning (CMAP)

### DRAFT

### Board Meeting Minutes

January 9, 2019

Offices of the Chicago Metropolitan Agency for Planning (CMAP)

Cook County Conference Room

Suite 800, 233 S. Wacker Drive, Chicago, Illinois

**Board Members  
Present:**

Gerald Bennett, Chair-representing southwest Cook County, Rita Athas-representing the City of Chicago, Frank Beal-representing the City of Chicago, Matthew Brolley-representing Kane/Kendall Counties, Al Larson-representing northwest Cook County, John Noak-representing Will County (via tele-conference), Farzin Parang-representing the City of Chicago, Rick Reinbold-representing south suburban Cook County (via tele-conference), Carolyn Schofield-representing McHenry County, Anne Sheahan-representing the City of Chicago, Matthew Walsh-representing west central Cook County, and non-voting member, John Yonan-representing the MPO Policy Committee.

**Staff Present:**

Joe Szabo, Melissa Porter, Jesse Elam, Angela Manning-Hardimon, Stephane Phifer, Todd Schmidt, Liz Schuh, Gordon Smith, and Sherry Kane

**Others Present:**

Garland and Heather Armstrong-Access Living, Elain Bottomley and Jack Cruikshank-WCGL, John Donovan-FHWA, Scott Hennings-McHenry Council, Bob Heuer-Heuer Network Associates, Daniel Knickelbein-DMMC, Josh Klingenstein-NWMC, Jill Kramer-Jacobs, Kelsey Mulhausen-Southwest Conference, Dan Persky-DMMC, Ryan Peterson-Kane Kendall Council, Leslie Phemister-SSMMA, Michelle Ryan-Metro Strategies, Inc., Jim Savio-Sikich LLP, David Seglin-CDOT, and Troy Simpson-Kane/Kendall Council.

#### 1.0 Call to Order and Introductions

CMAP Board Chair Mayor Bennett called the meeting to order at approximately 9:33 a.m., and asked Board members to introduce themselves.

#### 2.0 Agenda Changes and Announcements

The Board recognized Farzin Parang, its newest member, replacing Marty Oberman, and representing the City of Chicago.

### **3.0 Approval of Minutes**

A motion to approve the minutes of the CMAP Board meeting of November 14, 2018, as presented made by Carolyn Schofield was seconded by Frank Beal, and with all in favor, carried.

### **4.0 Executive Director's Report**

The Local Technical Assistance (LTA) program update was included in the packet, Executive Director Joe Szabo reported. Szabo went on to report that the Diversity and Inclusion Working Group Charter had been finalized, thanking the staff that had served and were instrumental in developing the charter. CMAP will have a new home in the Old Post Office Building at 433 West Van Buren, Szabo went on to say, having signed a 15-year lease that starts September 1, 2020. The space provides a good value for the public that included good access from all corners of the region. Szabo announced the passing of Mayor Tom Weisner (a former CMAP Board member) three-term mayor of Aurora; gave an update on CMAP's dues program (collection of which is at roughly 78%); participation in a territorial review (led and funded by the Organization for Economic Cooperation and Development (OECD)) of Hamburg, Germany; and finally, having joined (along with several suburban mayors and other regional transportation leaders) Mayor Emanuel's press conference calling for an increase in the state's motor fuel tax.

### **5.0 Annual Financial Report for the Year Ended June 30, 2018**

Jim Savio, Partner with Sikich, LLP presented the preliminary Annual Financial Report for the years ended June 30, 2018 and June 30, 2017 and thanked the staff for their assistance during the audit process; they were well prepared and able to meet all key audit deadlines. Savio highlighted the following from the annual financial report as well as the Board communication report. The independent auditors report and the two single audit reports are the only items the auditors are responsible for while management is responsible for the remainder of the report. Savio reported that an unmodified—highest level—opinion was issued. Savio covered a change in accounting principle with the adoption of GASB Statement No. 75, related to postemployment benefits (i.e., retiree health, a liability expense as benefits are earned) and encouraged a read of the Management Discussion and Analysis (MDA), noting that significant trends or changes, including the implementation of GASB 75 are reported in the MDA. Three-year comparative data is also provided. Also covered was The Statement of Net Position (balance sheet) and explained the IMRF asset (versus a liability in 2017 of just under \$1 million) of about \$2 million. More about GASB 75, Savio explained a long-term liability this year (approximately \$169,000) compared to GASB 45 last year (an asset of about \$115,000) and the net position unrestricted (deficit) about 50% less than the prior year. The Statements of Revenues, Expenses, and Changes in Net Position (consistent with prior years) were reviewed along with Statements of Cash Flows (a net increase of approximately \$370,000), required supplementary information--Schedule of Employer Contributions IMRF and SERS, the Employer's Net Pension Asset (showing actual liability, plan fiduciary asset, and net pension liability), for both IMRF and SERS--Budget versus Actual Income Statement, and additional information about Grants activity. Savio reviewed the two reports mentioned early on--Independent Auditor's Report on Internal Controls and Independent Auditor's report on Compliance—and the associated summary report, the Scheduled of Expenditures of Federal Awards (both Major and Non Major

Programs), the Schedule of Findings and Questioned Costs—related to the unmodified report, internal controls, significant deficiency or noncompliance—and related to the federal awards too. Finally, Savio covered the Auditor’s Communication to the Board report that includes the required communication (implementing GASB 75), any audit adjusting entries, as well as past adjusting journal entries-none, the Management Letter, and Status of Prior Year comments.

Both Chairman Mayor Bennett and Executive Director Joe Szabo acknowledged the efforts of and thanked the staff for the continued good work.

A motion by Rita Athas to accept the Annual Financial Report for the Year Ended June 30, 2018, was seconded by Mayor Al Larson. All in favor, the motion carried.

#### **6.0 Procurements and Contract Approvals**

Deputy Executive Director for Finance and Administration Angela Manning-Hardimon presented the following procurements and contract approvals. A contract with TranSmart EJM for a total not-to-exceed amount of \$149,963 to update the Northeastern Illinois Intelligent Transportation System (ITS) Architecture (to support development of the regional ITS system over the next 10-15 years, required when using federal funds). A contract not to exceed \$158,435 with Sam Schwartz Transportation Consultants to update and expand the Northwest Municipal Conference (NWMC) Multimodal Transportation Plan through the Local Technical Assistance (LTA) program. A contract not to exceed \$106,908 with Ratio Architects, as the contractor for the Village of Matteson for a Streetscape Improvement Plan (also an LTA project). A vendor limit increase to The Data Entry Company (TDEC) in the amount of \$272,058.66, for a total grant amount totaling \$512,778.66, to continue the outsourced data entry project for the Illinois Traffic Crash Report for the Illinois Department of Transportation (IDOT). A motion by Frank Beal, seconded by Mayor Al Larson to approve the contract awards as presented, and with all in favor, carried.

#### **7.0 Committee Reports**

Chairman Mayor Bennett reported that the Executive Director had been asked to make a recommendation to the Board regarding CMAP’s working committee membership and meeting schedule for 2019, as well as membership to the new Coordinating Committee comprised of Frank Beal and Farzin Parang (representing the City of Chicago), Mayor Rick Reinbold and Diane Williams (representing south and south suburban Cook County), and Mayors Matt Brolley and Terry Weppler (representing the collar counties). Frank Beal will chair the committee this year. A motion by Carolyn Schofield, to accept the recommendations, approving the membership and meeting schedule for all committees (including the new Coordinating Committee and the newly merged Housing and Land Use Committee) was seconded by Mayor Al Larson. All in favor, the motion carried.

Also considered were the appointments of Mayor Matt Brolley and Frank Beal to represent the CMAP Board on the MPO Policy Committee. A motion by Carolyn Schofield to appoint Mayor Matt Brolley and Frank Beal to serve as CMAP’s representatives to the MPO Policy Committee was seconded by Farzin Parang. All in favor, the motion carried.

## **8.0 Unified Work Program (UWP) Update**

Deputy Executive Director for Finance and Administration, Angela Manning-Hardimon, gave an update on the FY 2020 Unified Work Program (UWP) reporting the following. This year we are anticipating federal funding of \$18.1 million plus a \$4.6 million match for a total of about \$22.7 million, a 1% increase (\$238,103) over FY 2019. The call for projects has incorporated a realignment of regional priorities from ON TO 2050 that include: Planning Work toward Implementation of ON TO 2050 Regionally Significant Projects, Including Supportive Land Use; Local Technical Assistance and the Formation of Collaborative Planning Efforts; Modernization of the Public Transit System; Leveraging the Transportation System to Promote Inclusive Growth; and Harnessing Technology to Improve Travel and Anticipating Future Impacts. The call for projects, Manning-Hardimon continued, was issued on January 2, 2019, with Core and Competitive proposals due on January 30, 2019. The UWP Committee is scheduled to meet on February 13, 2019, to consider presentations, and again on March 13, 2019, to adopt the FY 2020 program. April will see both the Transportation Committee and the Coordinating Committee considering the program for approval, with the CMAP Board and MPO Policy Committee considering approval at their June meetings. The final document will be released in late June.

Chairman Mayor Bennett questioned an increase to the CoGs last year, with Executive Director Joe Szabo responding that while it is a good point that dollars will be tight, the collection of dues at nearly 100%, gave the funding necessary to pass through an increase in the UWP for the CoGs. Szabo went on to say that he has and will continue to solicit the help of the CoGs in the collection of the dues to help fund their programs.

## **9.0 2019 Highway Safety Targets**

CMAP staff Todd Schmidt presented the 2019 Highway Safety Targets for Board approval reporting the following. A memo outlining the highway safety targets was included in the meeting materials, Schmidt went on to say, and each year state DOTs and MPOs are required to establish safety targets as five-year rolling averages on all public roads for the number of fatalities, the rate of fatalities per 100 million vehicle miles traveled (VMT), the number of serious injuries, the rate of serious injuries per 100 million VMT, and the number of non-motorized serious injuries and fatalities. Schmidt explained IDOT's policy driving the 2019 safety targets and reminded the Board that it had agreed to support those targets last year. Schmidt gave examples of how CMAP has incorporated highway safety into its programming decisions and planning work and is currently moving forward with a number of recommendations on how to incorporate highway safety into CMAP's planning activities in this year's work plan. The Regional Transportation Operations Coalition (RTOC) reviewed staff's recommendations favorably, Schmidt continued, and the Transportation Committee approved staff's recommendation to support IDOT's 2019 targets. Given the targets are set annually, CMAP can revisit target selection each year, Schmidt concluded. Following approval by the Board and MPO Policy Committee, staff will inform IDOT that CMAP agrees to support the 2019 statewide safety targets.

A motion by Carolyn Schofield was seconded by Frank Beal to approve the 2019 Highway Safety Targets, as recommended. All in favor, the motion carried.

## **10.0 Expressway Vision Update**

Deputy Executive Director for Policy and Programming Jesse Elam gave an update on the Expressway Vision, a study by CMAP and a consulting firm, jointly funded by the Illinois Department of Transportation (IDOT) and the Illinois Tollway to reimagine the expressway system in Northeastern Illinois. Elam described how the study came about and that it was originally intended as source material for ON TO 2050. The financial analysis was not complete in time to do so. The study being wrapped up now is consistent with ON TO 2050, while adding more detail on the topic of expressways. Elam reported that the vision contains the following three themes: 1) modernizing the system—the expressways carry about a quarter of the traffic in the region so a lot of people and commerce depend on it, and parts of it are getting in worse shape each year; 2) making sure the system works for the different needs of its users—that it serves truckers’ needs, that it’s not too much of a barrier to getting around by biking and walking, that it serves transit trips, that it has better safety and environmental performance; and 3) to have a system that is financially sustainable—our business model for part of the system is not financially sustainable. Elam described each theme in detail, its respective challenges, and measures that could be taken to alleviate the challenges. Elam concluded the presentation reporting that staff will be meeting with its governing boards this month followed by meetings with stakeholders, producing an executive summary of in March, followed by a full report late spring or early summer.

Comments and questions raised by members included the following. CMAP has and should continue to educate the public, the governor, and the General Assembly of the needs of the transportation system and details of plans to assist those who make the final decisions. How do other major metropolitan areas handle tolling issues? This is not a unique problem—Houston, Los Angeles, or New York—have the same issues. Elam suggested adding managed lanes and building new toll roads has become more prevalent, although less so for using tolls for major reconstruction because of federal restrictions. The conversation, nationally, is still ongoing Elam continued, and gave examples of I-5 in Portland, Rhode Island, and a couple of other places where the discussion of using tolls to improve the expressway system is happening. Florida is a good example of tolling. What happens with the influx of non-gas cars, modeling the system for the future, so maybe the toll system is the most efficient with MFT revenue continuing to decline? Variable tolling in Dallas really works as is seen in the decrease in congestion. CMAP should explain how it works in other places.

## **11.0 ON TO 2050 Amendment Process**

CMAP staff Liz Schuh, turning to the memo in the board materials, reported that sponsors are encouraged to submit projects during the development of the regional plan and that a project is considered regionally significant if the cost of that project is at least \$250 million or if it is excess of \$100 million and changes the capacity on the National Highway System (NHS) or increase bus or rail transit capacities. Schuh explained the process for amending ON TO 2050 that staff would follow, the two evaluations (qualitative and quantitative) that would be completed, the required data and information required of implementers, the two separate processes (for transit or expressways and arterials) to follow, and finally the amendment timetable. Schuh went on to say that two amendment proposals were received from the City of Chicago in November: the O’Hare Express System (partnership between the City of Chicago and the Chicago Infrastructure Trust) and Jackson Park

Mobility and Transportation improvements, and that staff is working on those together moving them forward for public comment beginning January 25 to February 25. The projects are expected to be discussed at the upcoming Transportation Committee meeting and presented to the CMAP Board and MPO Policy Committee in March for approval.

A Board member commented that amending the plan, requires some very thoughtful work and questioned whether if a project is added, must another come out? Schuh responded, not necessarily, although it must be fiscally constrained and the analysis would include what additional revenues, if any, would be necessary. Also, given the 22 week timeline, the amendments having been received in November, and a decision in March? Schuh responded that yes, it is an accelerated process—the City was very quick in the delivery of information that was necessary for the evaluation. The integrity of the process must be honored.

## **12.0 Principles for Sustainable Transportation**

Also presented by Liz Schuh, the Principles for Sustainable Transportation Funding, mirrors a document that was produced after GO TO 2040 was adopted, explaining the revenue recommendations of the plan to help engage legislators and the many organizations that influence transportation funding. The one-pager also builds on the work and recommendations of the Board-Policy Committee subcommittee on transportation revenue as well as the work of staff, the board and the policy committee throughout the planning process. Schuh defined the principles--sustainable, fair, equitable, and flexible—and requested board approval.

A question was raised regarding the tollway's increase in tolls (about 4 years ago) and if there was any analysis of the equitableness on the lower-income population from those increases. Schuh did offer that staff continues to examine this in this year's work plan perhaps through the tax structure, through special programs, through the use of a special transponder, or other options that would reduce the impacts.

A motion by Carolyn Schofield was seconded by Mayor Terry Weppler to approve the Principles for Sustainable Transportation as was presented. All in favor, the motion carried.

## **13.0 State Legislative Update and Draft Federal and State Framework and Agenda**

CMAP staff Gordon Smith presented CMAP's Legislative Framework and State and Federal Agenda material, in draft form, to be considered for approval in February. Material developed annually, Smith went on to say, are revised after the adoption of each plan and this material reflects the 3 principles, 5 chapters, and 14 goals of ON TO 2050. The federal and state agenda are more targeted towards issues that are relevant in Washington and Springfield. Both agenda identify 5 priorities. State level: ensuring reliable access to planning funds, promoting tools for performance-based programming; securing multimodal transportation funding (committing resources to transit); reforming state tax policy and building local capacity; adopting an integrated approach to managing water resources and address urban flooding and protect water supply. Federal level: improving surface transportation, advancing performance-based funding policies, increasing the role of MPOs in programming transportation funds; addressing climate

change and protecting water and natural resources; facilitating data-driven and transparent investment decisions; promoting housing options, targeting assistance to disinvested areas, and coordinated planning; improving education and workforce development.

Asked about agency funding, Smith suggested there's opportunity with the new administration and discussions will be around accessing sustainable revenue for regional planning. Of interest, too, is the position of Secretary at Illinois Department of Transportation who has typically been the vehicle for planning funds to CMAP. Also asked about CMAP support of automated speed limit programs and concerns related to Vehicle Miles Travelled (VMTs) fee programs and the potential for abuse—how supportive does CMAP want to be? Smith explained that the statements are direct from ON TO 2050 and concerns about public privacy can be alleviated with programs that are properly implemented with transparency and accountability.

Smith also gave a brief update on conversations with the transition team, stating that the Governor had appointed about 9 transition committees to inform the new administration and CMAP has taken steps to communicate its transportation principles to the transition committee related to infrastructure as well as the director of the transition teams. Both thanked us for the material and follow up is expected.

#### **14.0 Letter of Credit Documents-Certified Resolution, Collateral Assignment, Consent of Directors, Purchase of Certificate of Deposit, and Disbursement Request and Authorization**

Deputy Executive Director for Finance and Administration, Angela Manning-Hardimon presented documents for Board approval that would allow the Executive Director (or designee) to execute required documents to complete the lease agreement at the Old Post Office. Consent of the board authorizing the Executive Director to negotiate and enter into a letter of credit with the landlord (601 W Company); Certificate of Deposit Account Disclosure that would allow the Executive Director to execute a document for the purchase of a \$1.2 million CD that is required with the Letter of Credit; Certified Resolutions for Local Government Customer that would allow staff to manage the banking relationship with BMO Harris; Collateral Assignment of the Certificate of Deposit (required to use the CD as collateral for the Letter of Credit); and Disbursement Request and Authorization that would grant BMO the authority to draw against the Letter of Credit. A motion by Rita Athas authorizing the Executive Director to execute documents related to a \$1.2 million Certificate of Deposit, Letter of Credit, Line of Credit, and other related documents to facilitate the completion of the lease with the Old Post Office was seconded by Carolyn Schofield. All in favor, the motion carried.

#### **15.0 Other Business**

There was no other business before the CMAP Board.

#### **16.0 Next Meeting**

The Board is scheduled to meet next on February 13, 2019.

### 17.0 Public Comment

Bob Hauer, Hauer & Associates, addressed the board regarding food/farming and regional economies, mentioning that production agriculture in the seven-county region occupies a land mass about five times that of the City of Chicago. This is not rural Illinois, but exurban Chicago. An exurban reinvestment strategy might be to engage the farming sector.

Garland (and Heather) Armstrong, Access Living voiced concerns regarding a no left turn (on a one-way street) at Graceland Avenue and Lee Street near the Des Plaines Metra stop, and advocated for the one-way street to be converted to two-way traffic. The matter should be brought to the attention of the local jurisdiction.

### 18.0 Executive Session

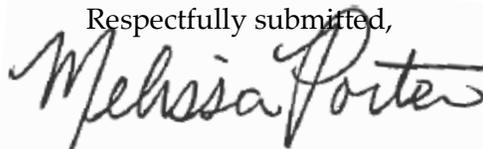
At approximately 11:20 a.m., a motion to adjourn to an Executive Session made by Rita Athas was seconded by Carolyn Schofield, and with all in favor, carried.

At 11:46 a.m., the Closed Session ended with Chairman Mayor Bennett announcing that CMAP's Executive Director had announced his intention to retire this year, that the Board had suggested again retaining the services of an executive search firm to conduct a search for a new Director. A motion by Mayor Al Larson that the Board engage the services of an executive search firm to conduct a search for a new Executive Director was seconded by Carolyn Schofield. All in favor, the motion carried. Chairman would also keep the Board apprised of developments along the way.

### 13.0 Adjournment

At 11:47 a.m., a motion to adjourn by Mayor Al Larson, seconded by Frank Beal, and with all in favor, carried.

Respectfully submitted,

A handwritten signature in black ink that reads "Melissa Porter". The signature is written in a cursive, flowing style.

Melissa Porter, Chief of Staff

01-30-2019

/stk



## MEMORANDUM

**To:** CMAP Board and Committees

**From:** CMAP Staff

**Date:** February 6, 2019

**Re:** Local Technical Assistance (LTA) Program Update

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The CMAP Board and committees receive regular updates on the projects being undertaken through the Local Technical Assistance (LTA) program, including those receiving staff assistance and consultant assistance. To date, 222 local projects have been initiated. Of these, 189 projects have been completed, and the remainder are under development.

Further detail on LTA project status can be found in the attached project status table. Projects that appear in this document for the first time, or that were recently completed, are noted and highlighted in italics.

**ACTION REQUESTED:** Information



## Projects Currently Underway

No.	Project	CMAp lead	Timeline	Assistance type	Status and notes
305	Campton Hills zoning and subdivision regulations	Kristin Ihnchak	July 2014- Dec. 2018	Consultant assistance	Project is complete. The Village is moving the updated regulations through proper approvals and adoption.
415	Huntley zoning update	Patrick Day	May 2015- March 2019	Consultant assistance	No update.
506	Cook County (Maine-Northfield) unincorporated area plan ( <a href="#">see website</a> )	Jake Seid	July 2016- Mar. 2019	Staff assistance	CMAp is waiting to hear from Cook County planning staff to revise the priorities of the plan prior to its completion.
507	Des Plaines comprehensive plan ( <a href="#">see website</a> )	Heidy Persaud	Nov. 2016- Dec. 2018	Staff assistance	The final plan is on the February 4 <sup>th</sup> City Council consent agenda for adoption.
520	Richton Park stormwater master plan, phase 2 ( <a href="#">see website</a> )	Kate Evasic	May 2018- Jan. 2019	Consultant assistance	The consultant and CMAp staff presented the final plan to the Village Board on January 14, which was subsequently approved on January 28.
700	Algonquin-Cary sub area plan	Kate Evasic	Mar. 2018- Dec. 2019	Staff assistance	CMAp staff continues drafting the Existing Conditions Report.
702	Beach Park Northern Lakeshore Regional Bicycle and Pedestrian Plan	John O'Neal	Sept. 2018- Feb. 2020	Consultant assistance	Project underway.
703	Beecher comprehensive plan ( <a href="#">see website</a> ).	Ricardo Lopez	Jan. 2018- June 2019	Consultant assistance	Existing Conditions Report is now available on the project website. The Village hosted focus groups with 30 Beecher Jr. High students on December 19, 2018, and with the Latino community on January 26, 2019, to talk about why they love Beecher and what they envision for their community in 2040.
704	Bridgeport/Canaryville priorities plan ( <a href="#">see website</a> ).	Noah Boggess	Jan. 2018- Jan. 2019	Staff assistance	CMAp is presenting the final plan to the Advisory Committee on February 28 <sup>th</sup> .
705	Calumet Park comprehensive plan	Patrick Day	Sept. 2018- Feb. 2020	Consultant Assistance	A kickoff meeting with Village staff occurred on January 24.
706	Carol Stream zoning, sign, and subdivision regulations	Jake Seid	May 2018- May 2021	Consultant assistance	Houseal Lavigne Associates has initiated the project and is currently focusing on stakeholder involvement.
707	Channahon comprehensive plan ( <a href="#">see website</a> )	Heidy Persaud	Mar. 2018- Sept. 2019	Consultant assistance	The consultant team is drafting the key recommendations memo.
709	Chinatown Parking Study ( <a href="#">see website</a> )	Lindsay Bayley	Feb. 2018- Aug. 2019	Staff assistance	The existing conditions report has been sent to the Steering Committee. A meeting to review the ECR and discuss upcoming outreach events is scheduled for February 14 <sup>th</sup> .

No.	Project	CMAP lead	Timeline	Assistance type	Status and notes
710	Cook County South Suburban Economic Growth Initiative	Kelwin Harris	Dec. 2019- June 2019	Staff assistance	Implementation underway from recommendations from the Phase 1 SSEGI report. Activities include: helping Cook County, SSMMA and south suburban partners to create a development authority – an entity that would drive strategic, large scale, economic growth in the south suburbs and will have the powers of a development authority to develop land. Activities so far have been around helping to identify sites in the south suburbs that could be ready for development around the identified best-fit clusters of: TD&L, Metals, Food Packing and B2B.
711	DuPage County Corridor Study	Lindsay Bayley	Jan. 2018- June 2019	Consultant assistance	The consultant sent a revised ECR that addressed CMAP's comments. It has been approved and will be sent to stakeholders in early February.
712	Far South CDC Existing Conditions and Market Analysis	Katanya Raby	Apr. 2018- Apr. 2019	Staff assistance	Stakeholder interviews completed. Summarizing comments, preparing draft of ECR.
713	Forest Preserve District of Cook County, Des Plaines River Trail, South Extension Planning Study ( <a href="#">see website</a> )	John O'Neal	May 2018- Oct. 2019	Staff assistance	Draft ECR is complete and currently under internal (CMAP) review. The design/production of a MetroQuest survey is underway.
715	Illinois International Port District planning priorities report ( <a href="#">see website</a> )	Elizabeth Scott	Apr. 2018- Apr. 2019	Staff assistance	Priorities report is undergoing external review. A RFP for phase 2 opened January 14, 2019 and will close on February 8, 2019.
717	Justice I&M Canal Trail Extension Feasibility Study ( <a href="#">see website</a> )	John O'Neal	Jan. 2018- June 2019	Consultant assistance	Steering Committee meeting took place on January 11 <sup>th</sup> to review final draft ECR and preview preliminary/proposed design alternatives (currently under development), as well as preliminary cost estimates.
719	Kane County / Mill Creek watershed-based plan ( <a href="#">website</a> )	Holly Hudson/ Kelsey Pudlock	Oct. 2017- Oct. 2019	Staff assistance	Following a presentation by the consultant on the BMP optimization framework, CMAP and Kane County staff provided additional questions and comments for their consideration. CMAP and Kane County staff also provided review and comment on the subcatchment delineation, after which the consultant finalized the subcatchments and began setting up the HSPF model.
720	Matteson streetscape improvement plan	Ricardo Lopez	Sept. 2018- Feb. 2020	Consultant assistance	The CMAP Board selected RATIO Architects to lead the creation of a streetscape improvement plan. Project to kick-off in February

No.	Project	CMAP lead	Timeline	Assistance type	Status and notes
					2019 with RATIO, Village Staff, and CMAP to discuss timeline and next steps.
721	Maywood Zoning Reference Guide	Maggie Jarr	Jan. 2018-Apr. 2019	Staff assistance	Village staff is reviewing the draft zoning reference guide.
722	Midlothian stormwater management capital plan ( <a href="#">see website</a> )	Kate Evasic	Apr. 2018-Apr. 2019	Consultant assistance	CMAP staff and consultant met with the steering committee on January 23 <sup>rd</sup> to present the project prioritization (Technical Memo #2) and identify projects for the development of concept plans.
723	McHenry County Council of Governments Shared Services Study	Brian Daly	May 2018-Sept. 2019	Staff assistance	CMAP staff is currently initiating the project's assessment phase. An internal kickoff was held January 23 <sup>rd</sup> and an Advisory Committee meeting is scheduled for February 4 <sup>th</sup> .
724	McKinley Park Development Council neighborhood plan ( <a href="#">see website</a> )	Ricardo Lopez	Feb. 2018-Dec. 2019	Staff assistance	CMAP staff continues drafting the existing conditions report, and expect to have a draft for partner review in February 2019.
725	Montgomery Zoning and Subdivision Ordinance	Jake Seid	Sep. 2018-Sept. 2021	Staff assistance	The project team will hold a Steering Committee meeting in early February followed by a public open house in early March. A Drafting Directions Memo was created in January and February for review by Village staff.
726	North Avenue corridor plan ( <a href="#">see website</a> )	Cindy Cambray	Jan. 2018-June 2019	Staff assistance	The recommendations from ULI Chicago's Technical Assistance Panel were presented to stakeholders in January 2019. Mobility and revitalization recommendations for the corridor will be presented to the public in the Spring.
727	<i>Northwest Municipal Conference multimodal transportation plan</i>	<i>Lindsay Bayley</i>	<i>Sept. 2018-Feb. 2020</i>	<i>Consultant assistance</i>	A preliminary kick-off meeting was held at CMAP offices on January 18 <sup>th</sup> with NWMC staff and Sam Schwartz staff. Sam Schwartz has also convened a meeting with subcontractors to finalize the project schedule.
728	Chicago Belmont-Cragin Avenues for Growth ( <a href="#">see website</a> )	Heidy Persaud	Apr. 2018-Oct. 2019	Consultant assistance	A public meeting has been rescheduled for February 5 <sup>th</sup> .
730	Robbins stormwater, TOD, and industrial area plan	Kelwin Harris	Jan. 2018-June 2019	Staff assistance	Staff is currently reviewing a draft of the ECR.
731	Sandwich planning priorities report	Jared Patton	Jan. 2018-Mar. 2019	Staff assistance	A near-final draft is ready for City review. CMAP staff has begun working on layout.

No.	Project	CMAP lead	Timeline	Assistance type	Status and notes
732	Sauk Village comprehensive plan update ( <a href="#">see website</a> )	Stephen Ostrander	Mar. 2018-Sept. 2019	Consultant assistance	On January 29 <sup>th</sup> , consultant team (led by Teska) forwarded draft plan for CMAP review. The Project Advisory Committee is meeting on February 11 <sup>th</sup> to review and discuss draft plan.
733	South Suburban Mayors and Managers Association Pilot Circuit Rider Program	Patrick Day	Mar. 2019-Mar. 2021	Staff assistance	Scoping underway.
734	Summit zoning ordinance update	Jake Seid	Nov. 2018-Jan. 2020	Consultant assistance	Duncan Associates has initiated the project and is focusing on stakeholder involvement.
735	Thornton planning priorities report ( <a href="#">see website</a> )	Kate Evasic	May 2018-Feb. 2019	Staff assistance	CMAP staff continued drafting the report, which is undergoing internal review.

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## MEMORANDUM

**To:** CMAP Board

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

**Date:** February 6, 2019

**Re:** Contract Approval for Beach Park Northern Lakeshore Trail  
Connectivity Plan

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The CMAP local technical assistance (LTA) program is meant to advance the implementation of ON TO 2050 by providing resources to local governments. Since the initiation of this program in 2011, CMAP has completed over 189 local planning projects, with more than 30 others currently underway. Projects include comprehensive plans, corridor or subarea plans, studies of special topics such as housing or water resources, and similar planning activities. Most projects are led by CMAP staff, but some require external assistance to augment CMAP staff expertise.

The purpose of the project submitted by the Village of Beach Park to CMAP's LTA program is to develop a Northern Lakeshore Trail Connectivity Plan for the Village of Beach Park, neighboring communities (including North Chicago, Waukegan, Zion, and Winthrop Harbor), and unincorporated areas along Lake Michigan in northeast Lake County. The overarching goal of the plan is to improve the mobility network by providing bicycle and pedestrian connectivity throughout the study area and to key destinations within and near the area, including Illinois Beach State Park. The plan will help ensure the safety, comfort, and convenience of bicyclists and pedestrians within the study area and promote the livability and transportation principles of ON TO 2050. The project received additional funding from IDNR's Coastal Management Grant program.

### **Review Process**

A Request for Proposals (RFP) was sent to potential contractors and posted to the CMAP website on November 16, 2018. Staff held a non-mandatory pre-bid information session for consultants on November 27, 2018. Notes pertaining to the discussion were released shortly thereafter and posted on the CMAP website. On December 7, 2018, CMAP received proposals from four consultants: Civiltech Engineering, Inc., A. Epstein and Sons International, Inc., Primera Engineers Ltd., and Terra Engineering Ltd.

Proposals were reviewed by representatives of the Village of Beach in conjunction with their partner communities, and two staff members from CMAP. Beach Park and partner communities submitted one, combined set of scores for each of the proposals, while CMAP staff scored them independently, by December 18, 2018. The criteria for selection included the following:

1. The demonstrated record of experience of the consultant as well as identified staff in providing the professional services identified in this scope of work, including addressing the topical issues identified in the Project Background and Project Description sections.
2. Prior performance on previous CMAP contracts (where applicable).
3. The consultant's approach to preparing a multi-jurisdictional Trail Connectivity Plan that addresses the priorities identified in the Project Background and Project Description sections.
4. The quality and relevance of the examples of similar work.
5. The consultant's integration of the principles of ON TO 2050 into the proposal.
6. Cost to CMAP, including consideration of all project costs and per-hour costs.

Table 1 shows the score of each firm that submitted a response to the RFP.

**Table 1: Scoring**

Criteria	Maximum Score	Civiltech	Epstein	Primera	Terra
Experience of organization and key personnel	25	21.0	22.7	19.3	18.8
Approach to topical issues	27	23.4	23.7	15.3	16.0
Approach to process	16	13.6	13.9	9.9	10.7
Other (sample projects and consistency with ON TO 2050)	12	6.9	9.9	7.1	7.7
Proposal cost (base without options)	20	18.3 \$165,480	20.0 \$151,037	15.4 \$196,320	14.6 \$207,441
Total	100	83.2	90.2	67.0	67.8

### Recommendation for Contractor Selection

Following the interviews, the selection committee reached a consensus to recommend **A. Epstein and Sons International, Inc.** as the contractor for the Northern Lakeshore Trail Connectivity Plan. Overall, the selection committee felt that Epstein had the strongest and most relevant project experience and proposed the most appropriate and convincing process for addressing issues, carrying out robust outreach, and achieving the objectives of the plan. Epstein's approach to the development of a wayfinding framework stood out for its clarity and value. Epstein's detailed understanding and approach to the scope of work (in both their proposal and interview) particularly impressed the selection committee.

In addition to the core project tasks outlined in the scope of work, Epstein proposed two options: 1) to assist Beach Park and partner communities with the development of municipal-level Complete Streets policies, and 2) to provide coordination and translation of materials into Spanish. The Village of Beach Park and partner communities expressed strong interest in the

first option, which is priced at \$11,598.10. In discussing this option, the selection committee concluded that local Complete Streets policies can play a significant role in helping to achieve local and regional goals related to mobility, equity, and quality-of-life, as expressed in community plans and in ON TO 2050.

**Recommendation for Contractor Selection**

It is recommended that the Board approve a contract with **A. Epstein and Sons International, Inc.**, and their scope of work, for the core proposal and option 1. The total not-to-exceed cost for this project is \$162,635.39. Support for this project is included in the FY16 and FY19 UWP Competitive budget, the IDNR Coastal Grant, and a municipal contribution.

ACTION REQUESTED: Approval





## MEMORANDUM

**To:** CMAP Board

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

**Date:** February 6, 2019

**Re:** Approval of Contract with the Metropolitan Planning Council

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CMAP received a grant from the Illinois Department of Natural Resources (IDNR) during FY18 to engage in strategic planning with Public Water Commission (PWC) communities in Will County (Joliet, Lockport, Romeoville, Rockdale, New Lenox, and Frankfort) and other interested communities and organizations to advance coordination on water supply issues in this area. CMAP has been provided additional funding by IDNR to continue work in Will County in FY19 and FY20.

Building on the strategic planning process previously supported by IDNR in the Joliet area, CMAP has been provided another grant by IDNR to partner with the Metropolitan Planning Council (MPC) to continue to provide support to stakeholders in Will and Grundy counties and work to implement the next steps identified under CMAP's prior grant work. This effort will work to coordinate across Will and Grundy counties to engage all communities in best practices for managing drinking water now and into the future.

MPC, in coordination with the Will County Governmental League, will work with regional leaders including Will County, Will County Center for Economic Development, and individual communities to assist in the creation and structure of a forum to regularly discuss and act on drinking water issues. MPC will help the Will County Governmental League organize strategic planning and meeting discussions. MPC will also assist in the education of best practices, which could include a range of activities -- one-on-one community discussions, agenda and program development, coordination with IDNR and Illinois State Water Survey, and other organizing steps. CMAP will also support efforts where appropriate, by participating in meetings and providing educational and outreach materials.

Staff is seeking approval to enter into a one-year agreement with MPC, with a one-year option for renewal, to provide the services outlined above. Support for this project has been provided

by IDNR in the form of a \$245,000.00 grant, from which CMAP will provide to MPC \$25,000.00 annually in the form of a subcontract. The total cost of this contract will not exceed \$50,000.

**ACTION REQUESTED:** Approval



## MEMORANDUM

**To:** CMAP Board

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

**Date:** February 6, 2019

**Re:** Contract Cost Increase for Liferay Website Development

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On April 11, 2018, the CMAP Board approved a contract with Clarity Partners, LLC for a period of two-years with an option for three one-year extensions for renewal. The total cost of the initial two-year agreement was approved for \$220,000 annually with a total maximum not-to-exceed contract amount of \$1,100,000.

Since the contract was signed, CMAP has seen an increase in requests for development and maintenance of the website, including performance improvements, requests for enhancements to the CMAP section of the website to reflect new technologies developed for the ON TO 2050 section, and additional maintenance of the customer relationship management system. As a result, staff is requesting Board approval to increase the annual contract amount with Clarity Partners, LLC, to a not-to-exceed amount of \$300,000 annually. The maximum of the five-year contract would not exceed \$1,500,000, which represents an increase of \$400,000 over the term of the five-year contract. Support for this cost increase is included in the FY19 and FY20 operating budgets. The optional renewal years will be dependent upon vendor performance and the level of approved funding for this purpose.

ACTION REQUESTED: Approval

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## MEMORANDUM

**To:** CMAP Board and MPO Policy Committee

**From:** CMAP Staff

**Date:** January 25, 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>

Amendments to ON TO 2050 are expected to be occasional and to address projects with a significant change in funding or development status, warranting a new evaluation. Amendments undergo the same analysis and public discussion as projects identified in the plan development process. Selected projects should substantially implement ON TO 2050 by addressing current needs, improving travel over the long term, and having positive impacts on plan priorities, such as investing in existing communities, enhancing environmental quality, and improving quality of life. An amendment must also meet fiscal constraint requirements, described further below.

### 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>

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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 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, 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. A construction timeline has not been finalized, but City representatives have indicated an opening year of 2024 at the latest.

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> This is equivalent to 1.1-1.8 million passengers a year at opening, and 5.1-6.8 million per year by 2045. Maximum capacity for the Boring Company's proposal is approximately 76,800 passengers per day, via trips every 30 seconds for 20 hours per day. Fares are expected to be \$20-30 per trip.

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 as a Regionally Significant Project (RSP) and requires an amendment to ON TO 2050 for inclusion on the fiscally constrained list of priority projects.<sup>4</sup>

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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
- 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.

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 120-150

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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/>.

mph speeds, and others. Media reports have provided some details on a recently completed a test tunnel in Hawthorne, California. The Boring Company has indicated that the tunnel is intended to prove the viability of the tunneling approach rather than be a completed prototype of the final technology. In a recent demonstration, Teslas outfitted with tracking wheels to keep the car on the 1.14-mile test track made the journey carrying stakeholders, media, and others.<sup>11</sup> Performance of that test track is only known through media reports.<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 -- means that key information needed to evaluate the project and its impact on the region's transportation system are currently 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, 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 of a Boring Company press conference, construction of the 1.14-mile test tunnel in Hawthorne took

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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/>.

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> As a prototype, the tunnel only allows movement in one direction at a time and does not have transit stations at either end. 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.

### ***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.

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.

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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://chicagostructure.org/wp-content/uploads/2018/05/OES-RFP-Addendum-3-20180501.pdf>

<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://chicagostructure.org/wp-content/uploads/2017/11/OES-RFQ-Complete-ADD2-Clean-20180119-2.pdf>

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, with any funding gap made up by The Boring Company. 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.<sup>20</sup> 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 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

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<sup>20</sup> 450 CFR 324(f)(11)

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 section discusses case studies of existing airport-rail transit systems to provide context on typical services, with the caveat that there are no exact comparisons for OES.<sup>21</sup> The table below summarizes cost, time savings, and mode share for a subset of airport express services worldwide.

City	Distance from CBD (miles)	Ride Time (min)		Cost (USD)		Express Service Ridership	
		Local	Express	Local	Express	Mode Share (2015)	Ridership (2015, millions)
London Heathrow	15	60	15-21	\$13	\$32	9%	5.9 M
London Gatwick	30	35	30	\$26	\$39	20%	5.8 M
Oslo	30	25	19	\$11	\$21	32%	6.6 M
Rome	19	30-50	32	\$9	\$16	13%	3.8 M (2014)
Stockholm	25	43	20	\$17	\$32	29%	3.5 M
Tokyo Narita (Express)	40	90	60	\$12	\$30	-	-
Toronto	15	25	-	\$9-12	-	-	3.5 M
Vienna	12	25	16	\$5	\$11-14	9%	1.4 M

Sources: Global AirRail Alliance, Google maps, transit agency websites

Notes: Heathrow Express fares reflect recent changes in May 2018. Toronto fares reflect 2016 changes.

### London Heathrow Express

Heathrow is the hub airport for the United Kingdom. European airports often feature rail as one mode of access, and major airports like Heathrow often have an additional express rail connection. The London Heathrow Express rail link since 1998 has connected Heathrow Airport and downtown London. The trip is approximately 16 miles, with trip times of 15-21 minutes. Fares are approximately \$32 USD but vary by time of day and purchase date. Heathrow Express offers time savings of approximately 12-24 minutes (depending on terminal destination) compared to Transport for London (TfL) rail and 35 minutes compared to London Underground (Tube) service.

The Heathrow Express was constructed as part of a package of initiatives to address environmental impacts of the airport in the 1990s. The service receives no public subsidy. The

<sup>21</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/>.

British Airport Authority (a private entity) constructed the service and contracts its operations to a third party, currently Great Western, which operates other rail public-private partnerships (PPPs) in Europe.<sup>22</sup> 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>23</sup> The Heathrow Express has been successful in increasing rail mode share from near Paddington Station 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). To compete with the recent addition of slightly slower and slightly cheaper service from Crossrail/TfL, the Heathrow Express now offers fares for \$8-11, if purchased at least 30 days in advance for slower periods.

Overall, the Heathrow Express depends on the strong, global business market in central London to support its premium fares.<sup>24,25</sup> The service demonstrates several elements important to a successful airport express connection, and are similar to the proposed OES service. Heathrow Express has access from all terminals at airport, combined with frequent service and substantial time savings for destinations near the Paddington Station. It has also operated successfully as a privately funded and operated service without public subsidy since 1998, although may need to adapt its fares and service as competitive transit services are established.

### **Oslo Airport Express**

The Oslo Airport is the hub and major international airport for Norway. Constructed in 1998, it sits approximately 30 miles from downtown Oslo. The Gardermoen rail line providing both express (Flytoget) and limited commuter service was constructed at the time the airport was built, and Norway set a goal of 50 percent mode share for all rail access to the airport. To achieve this, authorities tailored the Oslo Airport Express service to meet the needs of business travelers and marketed the service to major employers. Flytoget provides a faster ride than both local rail transit and driving; the Oslo Airport Express makes the 30 mile trip in 19 minutes, compared to 25 minutes by (infrequent) commuter rail and 45 minutes by taxi.

Flytoget consistently has among the highest mode shares for an airport express service (32 percent in 2015). This is likely driven by the time savings, high proportion of airport users traveling directly to Oslo, and marketing efforts.<sup>26</sup> The OES proposes a similar speed and dependence on the business market.

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<sup>22</sup> Heathrow Airport Limited, “Heathrow Express Service Confirmed to at least 2028”, March 2018, <https://www.heathrowexpress.com/news/corporate-news-pr/2018/03/29/heathrow-express-service-confirmed-to-at-least-2028>

<sup>23</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>.

<sup>24</sup> Heathrow Airport Limited, “Our first Business Travel Insights Report”, September 2017, <https://www.heathrowexpress.com/news/corporate-news-pr/2017/09/21/our-first-business-travel-insights-report>

<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

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

Toronto's UP Express service, operated by public transit agency Metrolinx, connects Union Station in downtown Toronto with Pearson Airport 15 miles away with trip times of 25 minutes. It does not have a competitive local rail service. Transit mode share to the Pearson International Airport has historically been low, due to its distance from the central business district, configuration, and location in an auto-oriented area. The service faced public opposition throughout its planning and implementation phases. Resulting compromises on public and private roles as well as service configuration caused the PPP partner to depart the project in 2010. MetroLinx, took over final planning and construction of the service.

The UP Express opened in 2015, with one-way fares of approximately \$15-20 USD, though early ridership was lower than expected. In particular, business travelers did not utilize the service at the original rates. Fares were reduced in 2016, with closer stations priced like equivalent commuter service. Ridership has since increased.<sup>27</sup> Once anticipated to generate enough revenue to break even on operating costs, the service is now expected to remain subsidized.<sup>28</sup> UP Express services about 3.5 million annual passengers, and offers discounted trips for airport employees. The service demonstrates the importance of matching pricing and service to market demand, as well as clear definition of public and private roles early in the process.

## **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. The OES connects Downtown Chicago and the O'Hare Airport and serves mostly higher-income tourist and business travelers, and its economic impacts are unknown. 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 vehicles has modest benefits to larger greenhouse gas and climate resilience needs. The service

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<sup>27</sup> CityLab, "How Toronto Turned an Airport Rail Failure Into a Commuter Asset", January 2018, <https://www.citylab.com/transportation/2018/01/how-toronto-turned-an-airport-rail-failure-into-a-commuter-victory/551012/>

<sup>28</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>.

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, current data is not available for the count of business travelers or tourists traveling between downtown and O'Hare or the mode split for that trip. The WSP ridership study estimates an overall OES anticipated ridership -- including residents, business travelers, and tourists -- of 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 study forecasts that the majority of OES riders will 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>29</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, almost all new trips are anticipated to be on the OES.<sup>30</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>31</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>32</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 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 limitations, a fiscally constrained project in ON TO 2050 is currently planned to upgrade power and make other 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 minimal change greenhouse gases.

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<sup>29</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>30</sup> Ibid, C-25 to C-26.

<sup>31</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>32</sup> Ibid, 64.

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. As discussed above, 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. Beyond assessing impacts on mode share, little is understood about the broader economic and mobility benefits of these services.

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>33</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>34</sup> The June 14 press release similarly notes that "the project will be funded entirely by the company

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<sup>33</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>34</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>.

with no taxpayer subsidy.”<sup>35</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 public costs that exceed the project performance bond or other moneys available. The City has stated that if any such public funds are required, they would be subject to recovery from the developer by the City. Similarly, while the City has stated that the contract will require that the OES be returned to the City in the event of bankruptcy, this eventually could have positive or negative financial impacts. The upside of this outcome could be the City receiving a revenue generating asset. On the other hand, public subsidy may still be required to operate the system, as has occurred with other airport transit systems. City officials have stated that, in either situation, the City would not carry the burden of repaying capital costs and would have no obligation to continue operating the asset.

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.

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. Public comment can be submitted by:

- Emailing [ohareexpress@cmapp.illinois.gov](mailto:ohareexpress@cmapp.illinois.gov).
- Attending a CMAP meeting. During the public comment period, this project will be discussed at the CMAP Board Meeting on February 13, as well as at the CMAP Transportation Committee meeting on February 22.

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<sup>35</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/>.

- Mailing a comment to:  
Chicago Metropolitan Agency for Planning  
Attn: Elizabeth Schuh  
233 South Wacker Drive, Suite 800  
Chicago, IL 60606

Additional information on submitting public comment or how to attend a meeting can be found at <https://www.cmap.illinois.gov/updates/proposed-amendments>.

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 at their respective meetings on March 13 and March 14, 2019.

## 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>36</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>37</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>38</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>39</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>36</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>37</sup> The latest version of STOPS (version 2.5) was used for OES evaluation, while ON TO 2050 used version 1.5.

<sup>38</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>39</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

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	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	Potential 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

ACTION REQUESTED: Information

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## MEMORANDUM

**To:** CMAP Board and MPO Policy Committee

**From:** CMAP Staff

**Date:** January 25, 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 to 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. 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>

Amendments to ON TO 2050 are expected to be occasional and to address projects with a significant change in funding or development status, warranting a new evaluation. Amendments undergo the same analysis and public discussion as projects identified in the plan development process. Selected projects should substantially implement ON TO 2050 by addressing current needs, improving travel over the long term, and having positive impacts on plan priorities, such as investing in existing communities, enhancing environmental quality, and improving quality of life. An amendment must also meet fiscal constraint requirements, described further below.

### 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, part of which includes construction of the future Obama Presidential Center (OPC).<sup>2</sup> The Jackson Park Project is intended to support these efforts by creating new and upgraded facilities, improving safety and mobility, improving pedestrian and bicycle

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

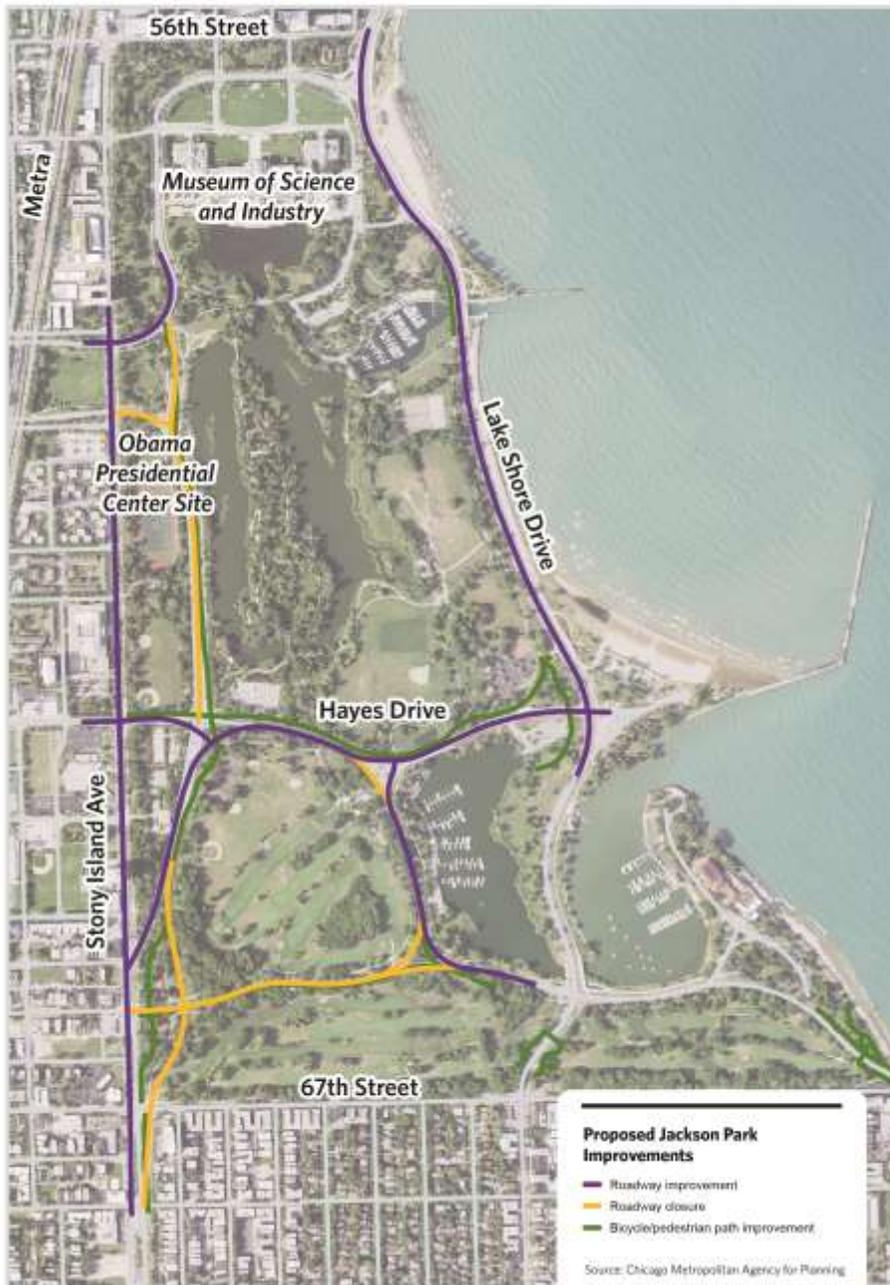
[https://www.cmap.illinois.gov/documents/10180/944935/CmteMemo\\_RSPAmendmentProcess.pdf](https://www.cmap.illinois.gov/documents/10180/944935/CmteMemo_RSPAmendmentProcess.pdf).

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

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

connectivity, and increasing green space. In another related improvement, Metra will expand 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**



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. 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 implementation of interconnected signals or transit signal priority. Construction is anticipated to occur in three phases from 2019-21, with planned opening to traffic in 2021. See Figure 1 and visit [www.cityofchicago.org/opc](http://www.cityofchicago.org/opc) for more detail.

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 for inclusion on fiscally constrained list of priority projects.

## 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 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 infrastructure improvements as well as economic development and regrowth due to these investments, others have stated 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> 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/>

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. Project costs by major improvement type include:

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

### 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>

### 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.

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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>.

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.

## **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.

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.

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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>

## **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, and 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, CDOT has engaged neighborhood residents and groups in the project study process. As a result, CDOT has 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. 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 sponsors of the Jackson Park Project, Obama Center, and adjacent neighborhood plans are each proactively pursuing public engagement as part of their initiatives.

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

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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).

## ***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, including both enhancing multimodal access to parks as well as increasing park acreage.<sup>13</sup> Jackson Park is located in an area of the region where many residents have comparatively little access to parks, with neighborhoods to the south and west of the park having access to as little as one acre per 1,000 residents.<sup>14</sup> The transportation elements proposed in the Jackson Park Project include increased pedestrian and other transportation access to the park, with particular enhancements to lakefront access through new bicycle and pedestrian underpasses.

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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>

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

## **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 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.

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<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>

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. Busses 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.

The public comment period for amending the ON TO 2050 plan to include the Jackson Park Project runs from January 25 - February 25, 2019. Public comment can be submitted by:

- Emailing [jacksonpark@cmapp.illinois.gov](mailto:jacksonpark@cmapp.illinois.gov).
- Attending a CMAP meeting. During the public comment period, this project will be discussed at the CMAP Board Meeting on February 13, as well as at the CMAP Transportation Committee meeting on February 22.
- Mailing a comment to:  
Chicago Metropolitan Agency for Planning  
Attn: Elizabeth Schuh  
233 South Wacker Drive, Suite 800  
Chicago, IL 60606

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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.cmapp.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.cmapp.illinois.gov/2050/mobility/transit#equitabletransit>.

<sup>18</sup> Chicago Metropolitan Agency for Planning, "ON TO 2050 Indicators Appendix," 59, <https://www.cmapp.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.cmapp.illinois.gov/2050/mobility/transportation-technology#system-modernization>.

Additional information on submitting public comment or how to attend a meeting can be found at <https://www.cmap.illinois.gov/updates/proposed-amendments>.

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.

## 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.

<b>Current Need</b>	<b>Score</b> (compared to the entire NHS)	<b>Notes</b>
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.

<b>Planning Factor</b>	<b>Score</b>	<b>Notes</b>
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.

<b>Planning Factor</b>	<b>Score</b>	<b>Notes</b>
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

ACTION REQUESTED: Information

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