RSPA/VNTSC-SS-TM694-13

Enhanced Planning Review of the Chicago Metropolitan Area

Final Report

July 1996

prepared for:
U.S. Department of Transportation
Federal Transit Administration
Office of Planning
and
Federal Highway Administration
Office of Environment and Planning

prepared by:
U.S. Department of Transportation
Research and Special Programs Administration
Volpe National Transportation Systems Center

ENHANCED PLANNING REVIEW OF THE

CHICAGO METROPOLITAN AREA

July 1996

PROJECT STAFF

Philip vanderWilden

William Lyons
Project Manager

Fred Salvucci

Lisa Klein

ACKNOWLEDGMENTS

This report is the thirteenth in a series of Enhanced Planning Reviews (EPRs) of major metropolitan areas produced for the Federal Transit Administration (FTA) and the Federal Highway Administration (FHWA) by the Volpe National Transportation Systems Center (Volpe Center), Research and Special Programs Administration, U.S. Department of Transportation. An earlier series of nine independent planning reviews of major metropolitan areas was published by the Volpe Center for the FHWA and FTA in 1994.

William Lyons is the Volpe Center Project Manager for the EPRs. Philip vanderWilden was the lead author and analyst for this report. Other contributors included Frederick Salvucci and Lisa Klein from the Center for Transportation Studies, Massachusetts Institute of Technology, under contract to the Volpe Center.

Overall guidance for the EPRs, including production of this report, was provided by the Program Manager, Deborah Burns, and Sam Zimmerman, Director, both from the Office of Planning Operations, FTA; and Sheldon Edner and Barna Juhasz, Chief, both from the Metropolitan Planning Division, FHWA.

The federal review team--consisting of staff from FTA Headquarters and Region V Offices; FHWA Headquarters, Region 5, the Illinois and Indiana Division Offices; and the Volpe Center--participated in all aspects of the EPR, including reviewing drafts of this report.

A draft of the Overview Report was provided to the Chicago Area Transportation Study (CATS) the Metropolitan Planning Organization (MPO) for the area, the Illinois Department of Transportation (IDOT), and other participating major transportation agencies in the metropolitan area for review and comment. The Final Report adds background information for the observations and recommendations in the Overview Report and is written for public distribution. The assistance of local agency staff throughout the EPR is gratefully acknowledged. The Final Report, which was not reviewed in its entirety by the local agencies, is the responsibility of the federal agencies. Participating federal review team members are listed in the Introduction, and state, regional, and local staff are listed in Appendix B.

Copies of the other reports can be requested from the Volpe Center by fax at (617) 494-3260 or by E-mail at: vanderwild@volpe2.dot.gov.

Table of Contents

List of Appendices

Glossary of Acronyms and Abbreviations

ADA	Americans with Disabilities Act
CAAA	Clean Air Act Amendments of 1990
CATS	Chicago Area Transportation Study
CBD	Central Business District
CDOT	Chicago Department of Transportation
CMAQ	Congestion Mitigation and Air Quality Program
CMS	Congestion Management System
CTA	Chicago Transit Authority
DPD	Chicago Department of Planning and Development
DRAM/EMPAL	Disaggregated Residential Allocation Model/ Employment Allocation
EJ&E	Elgin, Joliet and Eastern
FHWA	Federal Highway Administration, US Department of Transportation
FTA	Federal Transit Administration, US Department of Transportation
HOV	High Occupancy Vehicle
IDEM	Indiana Department of Environmental Management
IDOT	Illinois Department of Transportation
IEPA	Illinois Environmental Protection Agency
INDOT	Indiana Department of Transportation
ISHTA	Illinois State Toll Highway Authority
ISTEA	Intermodal Surface Transportation Efficiency Act of 1991
Metra*	Commuter Rail Board
MIS	Major Investment Studies
MOA	Memorandum of Agreement
MPO	Metropolitan Planning Organization
NIPC	Northeastern Illinois Planning Commission
NIRPC	Northwestern Indiana Regional Planning Commission
OGL	Operation GreenLight
Pace*	Suburban Bus Board
PIP	Public Involvement Plan
ROW	Right-of-Way
RTA	Regional Transportation Authority
RTP	Regional Transportation Plan
SIP	State Implementation Plan
SRA	Strategic Regional Arterial
STP	Surface Transportation Program
TCM	Transportation Control Measure
TIP	Transportation Improvement Plan
TMA	Transportation Management Association
TSD	Transportation System Development Plan
US DOT	United States Department of Transportation
US EPA	United States Environmental Protection Agency
UTPS	Urban Transportation Planning System
UWP	Unified Work Program

VMT	Vehicle Miles Traveled
WPC	Work Program Committee
Volpe Center	John A. Volpe Transportation Systems Center, Research and Special Programs Administration, US Department of Transportation

*Not an acronym

Executive Summary

The Federal Transit Administration (FTA) and Federal Highway Administration (FHWA) have initiated a series of joint Enhanced Planning Reviews (EPRs) to assess the impact of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) on the planning processes conducted by the transportation agencies serving metropolitan areas. The EPRs are also intended to determine the effects of planning on transportation investment processes. The information collected in the EPRs is intended to be of assistance to individual metropolitan areas in their continuing efforts to improve transportation planning practice, and to federal agencies in formulating policy and identifying technical assistance needs among agencies engaged in metropolitan planning.

The EPR for Chicago included a federal site visit from December 11 through December 14, 1995. At the conclusion of the site visit, the federal review team presented preliminary observations and recommendations to the local agencies taking part in the review. The team then formulated several additional observations as a result of the further review of documents and notes. These observations were incorporated into a draft Overview Report which was distributed for review and comment to the Metropolitan Planning Organization and other local participants in the EPR. The Overview Report formed the basis for this Final Report, which describes the EPR in greater depth and is intended for public distribution. This report considers the regional transportation planning process as it existed at the time of the site visit as well as future trends. The review team acknowledges that this is an evolving process.

The following is the summary conclusion and a complete set of the observations and recommendations presented in the Overview Report. The sections where the observations and recommendations are discussed in context are noted in parentheses.

The EPR of the Chicago area metropolitan transportation planning process reveals that progress is being made in meeting a number of the challenges set forth in ISTEA. CATS' committee, subcommittee, and task force structure have expanded opportunities for participation of various stakeholders throughout the planning process. Other noteworthy efforts include the development of competitive CMAQ project prioritization criteria, financially constrained planning through the use of financial targets, enhanced public outreach, efforts to increase public awareness of air quality concerns, and a greater focus on intermodal and non-motorized transportation issues.

Conversely, the region still faces a number of transportation planning challenges. Primary among these challenges is ensuring that existing funding agreements and local project prioritization processes fit within a regional decision-making context. The 2020 Regional Transportation Plan can play a major role in building regional consensus, developing a strategic direction to guide investments and strategies, and enhancing financial resources needed to address the impact of projected growth on the regional transportation system. Enhanced opportunities for public input at all stages of the planning process, completion of model enhancements, development of a CMS, and the use of the MIS process are key factors in the RTP development process. Each of these planning tools could support enhanced decision making, regional priority setting, and regional consensus for new funding opportunities to address regional challenges.

A. Organization and Management of the Planning Process

1. Committee and Task Force Structure: CATS has established a committee and task force organizational structure which appears to be inclusive, encourages consideration of a diverse range of issues, and is open to the participation of all local stakeholders which is consistent with ISTEA. Clarification of the role of task forces in the planning and programming process and the continued development and utilization of this structure through the 2020 Regional Transportation Plan development process and beyond should strengthen the area's planning processes and response to ISTEA (III).

2. Update Agency Agreements: Updating or creating agreements between agencies and participants in the metropolitan planning process to reflect changing relationships, particularly those that are evolving in response to ISTEA, would help clarify and strengthen key interagency relationships. This would not only document responsibilities, but also serve to improve communication between agencies and accountability to constituents. Roles and responsibilities could also be described in a brochure or other format to support public understanding of the evolving planning process (III).

B. Development of the Regional Transportation Plan (RTP), the Transportation Improvement Plan (TIP), and the Unified Work Program (UWP)

1. Strategic Importance of the 2020 Regional Transportation Plan: A significant new update is under way which represents the first comprehensive post-ISTEA plan. This will include consideration of the ISTEA 16 factors from a regional perspective. The success of efforts to develop the plan will greatly depend on building regional consensus for a long-range strategic approach to address regional priorities and articulating that approach in the 2020 RTP. The plan should clearly address how the region will respond to projections for rapid regional growth in terms of population, households, and employment while maintaining existing systems. Transportation decisions, including investments and strategies, should be guided by the strategic direction set forth in the plan (IV.A).

2. Project Prioritization Process and Criteria: The programming process will be enhanced by reviewing project prioritization criteria and updating them to be consistent with the goals and objectives of the 2020 Regional Transportation Plan. These criteria should be considered by all programming participants including the MPO, implementing agencies, and local jurisdictions (IV.B).

3. CMAQ Project Development: The establishment of regional, competitive project prioritization criteria for CMAQ funding is a significant move towards the regional, multimodal transportation planning and programming process envisioned by ISTEA. Efforts to expand the application of these and similar criteria, and possibly broaden their application to a wider range of funding resources, should be explored and supported (IV.B).

4. Coordination of Strategic and Technical Analysis Through the UWP: Because of the large number of implementing and jurisdictional agencies involved in transportation planning and programming in the area, CATS should explore how to establish a program through the UWP process to coordinate and standardize data collection and technology application efforts. This will enhance the consistency of information at the MPO, implementing agency, county, city and sub-regional planning levels and also serve to ensure strategic links between planning tasks supported in the UWP and priority concerns of the region as reflected in the RTP. There should be clear connections between the results of study efforts, decision making processes, and implementation of projects (IV.C).

C. Financial Planning and Financial Constraint

1. Financial Planning and Fiscal Constraint: The tradition of sound financial planning on the part of local implementors adds rigor and accountability to the Plan and the TIP. The use of "marks" based on multi-year resource projections is prudent practice which enhances the region's and implementor's ability to clearly assess outstanding resource requirements which cannot be met through existing resources and to develop realistic long-term options (V.A).

2. Enhancing Revenues: To address funding shortfalls for existing systems operation, maintenance, and system recapitalization, participants and other implementors in the metropolitan transportation planning process should explore options to enhance existing resources to support the 2020 RTP. Strategies considered should include potential new sources of funding as well as resource enhancements realized through system efficiency improvements. A sound financial strategy with clear options for matching costs, revenues, and system performance as part of the 2020 RTP will support the consensus needed to address the significant growth in transportation needs being identified in the 2020 RTP development process (V.A).

D. Major Investment Studies (MIS)

1. Major Investment Studies: The regional transportation system is a mature system in which each implementor fills a specific niche. System-wide enhancements to the regional transportation network as a whole would be improved by the coordination of investments made by different implementing agencies through the MIS process. The need for a MIS should be based on an assessment of present multimodal transportation needs and future mobility requirements as part of the development of the RTP. To that end, other metropolitan areas have developed and adopted procedures outlining a MIS process which clearly identifies how the need for a MIS is determined, roles and responsibilities, how a MIS will be administered, and how the MIS is part of RTP development. CATS and participating agencies in the metropolitan planning process should consider the development of similar MIS procedures for the metropolitan area (V.B).

E. Congestion Management System

1. Congestion Management System: Congestion has been identified as a major issue by CATS and all implementors. A systematic approach to congestion, in terms of vehicles as well as personal mobility and goods movement, is critical to addressing this issue. In developing the CMS, CATS should consider moving towards a system which proactively identifies existing areas of congestion and future problem areas. The development of the CMS should complement the effort to identify needs and priorities during development of the 2020 Regional Transportation Plan (V.C).

F. Air Quality and Conformity

1. Air Quality: As a severe nonattainment area, air quality is a critical issue in development of transportation plans and programs for the Chicago area. Development of public outreach and education efforts by CATS members and IEPA are to be commended. Further efforts to enhance outreach and awareness of the air quality problem should continue to be supported and would be well served by clearly identifying and fully integrating air quality objectives as a major component of the 2020 Regional Transportation Plan, including descriptions of air quality implications and trade-offs of transportation scenarios considered (V.D).

G. Public Involvement

1. Public Involvement Process: CATS has made substantial progress in developing its formal RTP outreach and public involvement process. Further enhancements to the process could be achieved through the following steps (V.E):

   - In cooperation with public representatives, including the Heartland Alliance, develop criteria for the continuing evaluation of the effectiveness of the public involvement process and revise the process as appropriate.

   - Expand membership on key decision-making committees to possibly include representatives of the public, transit user groups, the transportation underserved, and minority citizens.

   - Clearly articulate to the public how and when public comments and input are considered and incorporated in the planning and decision-making process.

   - Rotate the site of the CATS Policy Committee quarterly meetings, including holding some meetings at its downtown office, in order to improve public accessibility.

H. Integration of Strategic Transportation Planning- Intermodalism and Goods Movement

1. Intermodalism: The establishment of an Intermodal Task Force and inclusion of representatives of local intermodal providers are significant steps toward addressing multimodal needs, as encouraged by ISTEA. These efforts should continue to be supported and enhanced throughout development of the 2020 RTP and future efforts (VI.A).

2. Intermodal Planning: Effective application of intermodal criteria in the planning process will require a clear commitment by regional entities and implementors to carry out recommendations from the numerous studies completed or under way and to reflect those recommendations in the RTP and the TIP. Further outreach to both the public and private sectors to identify intermodal priorities and build consensus toward implementation of those priorities should be supported. Enhanced analytical efforts relating to goods movement should be supported through a focus on system performance, in addition to project orientation (VI.A).

3. Emphasis on Non-Motorized Components for the 2020 RTP: Preliminary efforts to incorporate non-motorized transportation components into the 2020 RTP are noteworthy. This emphasis should continue to be supported through the 2020 RTP development process and future TIP updates through implementation of local pedestrian and bicycle master plans and resulting projects selected through the CATS planning process (VI.A).

I. Travel Demand Forecasting

1. CATS Modeling Enhancements: There has been significant progress in implementing the CATS modeling enhancements identified in the October 1994 federal consultation meeting. However, delays in completion of model updates continue to limit CATS' ability to address metropolitan planning and air quality conformity requirements in a timely manner. In order to meet its commitments, the CATS Policy Committee should ensure that completion of modeling enhancements is a top priority (VII).

2. Integration of Land Use and Travel Demand Modeling Efforts: Work is currently under way by NIPC to integrate the recently implemented DRAM/EMPAL land use models with the CATS transportation demand model. At present, outputs from the land use models are used as input to the transportation planning process. Future efforts to enhance the integration of land use and transportation models will improve CATS' capacity to perform sensitivity analyses based on alternative transportation/land use scenarios. This is particularly important for developing an updated plan that will guide regional decisions (VII).

3. Inter-Agency Modeling Coordination: CATS should work with all participating agencies to develop a process to ensure consistency and coordination of modeling efforts. This could reduce overlapping agency activities and enhance technical coordination through the assignment of lead responsibility for integration of model components such as the transit network with the RTA and CATS models (VII).

I. Introduction

The Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991 significantly changed the law governing metropolitan transportation planning. In response to the changes introduced by ISTEA, the FHWA and FTA issued revised planning regulations on October 28, 1993, setting new requirements for the transportation planning processes. The requirements are presented in 23 CFR Part 450 and 49 CFR Part 613, Statewide and Metropolitan Planning Final Rule. The Clean Air Act Amendments of 1990 (CAAA) also imposed rigorous new transportation planning requirements in metropolitan areas, particularly those that are designated nonattainment or maintenance areas for air quality.

In support of the implementation of the revised regulations, FHWA and FTA jointly established a schedule of EPRs. The EPRs are intended to determine the impact of planning on transportation investment processes. The EPRs also provide a technical assessment of the transportation planning and programming processes, including consideration of the six focal points identified by the FHWA and FTA Administrators for certification. The six focal points are: Financial Constraint and Financial Planning; Major Investment Studies; Congestion Management Systems; the Planning Process and Links to the Conformity Requirements of the Clean Air Act Amendments of 1990; the Public Involvement Process; and the ISTEA Fifteen Planning Factors.[1] Of equal importance, EPRs will provide a forum for dialogue and the exchange of information on perspectives and concerns related to ISTEA between FTA and FHWA headquarters and field staff, and state and local officials responsible for metropolitan area transportation planning.

Additionally, EPRs will provide information for future long-term federal policy-making, including possible legislative and regulatory changes, identify national issues and trends, and document national case studies of best professional practice. This information will also be used to help identify how future federal technical assistance programs can best assist MPOs and other planning agencies in carrying out the requirements of ISTEA. Finally, EPRs are intended to support progress toward meeting ISTEA requirements.

The EPR has four parts: a review of planning documents, a site visit to the area, a summary draft Overview Report, and the issuance of this Final Report. At the conclusion of the site visit, the federal agency participants in the EPR presented preliminary observations and recommendations to the local agencies taking part in the review. The team then formulated several additional observations as a result of the further review of documents and notes. These observations were incorporated into a draft Overview Report distributed to the MPO and other local participants in the EPR for review and comment. The Overview Report formed the basis for this Final Report, which describes the EPR in greater depth and is intended for public distribution.

This Final Report presents the results of an EPR conducted jointly by FHWA and FTA in the Chicago metropolitan area. This report considers the regional transportation planning process as it

[1]An additional factor was added to the original fifteen factors identified in the Metropolitan Planning Final Rule after the Chicago site visit was conducted.

existed at the time of the site visit as well as future trends. The review team acknowledges that this is an evolving process.

A federal review team consisting of FHWA and FTA headquarters and regional staff, FHWA division staff, and US DOT/Volpe Center staff conducted the site visit on December 11 through December 14, 1995. The federal team consisted of:

Federal Transit Administration
Ron Fisher, Office of Environment and Planning
Joel Ettinger, Region V
Paul Fish, Region V
Douglas Gerleman, Region V

Federal Highway Administration
Sheldon Edner, Office of Planning
Sam Herrera-Diaz, Region 5
Michael Cook, Illinois Division
Dick McLane, Illinois Division
Jon-Paul Kohler, Illinois Division
Lisa Gion, Indiana Division

USDOT/Volpe Center
William Lyons, Project Manager
Philip vanderWilden
Fred Salvucci, MIT

Research assistance was provided by Lisa Klein of the Massachusetts Institute of Technology.

Local participants in the site visit included staff from the Chicago Area Transportation Study (CATS), Illinois DOT (IDOT), the Northeastern Illinois Planning Commission (NIPC), the Regional Transportation Authority (RTA) and its three service boards--Chicago Transit Authority (CTA), Suburban Bus Board (Pace), and Commuter Rail Board (Metra)--the Chicago Department of Transportation (CDOT), the Illinois Environmental Protection Agency (IEPA), Northwestern Indiana Regional Planning Commission (NIRPC), the Indiana Department of Environmental Protection (IDEP), and the United States Environmental Protection Agency (US EPA). The site visit included meetings with the CATS Policy Committee and representatives of locally elected officials from the CATS Executive Council of Mayors. A public involvement session was also held which included representatives of the public who serve on various CATS task forces to receive their input regarding opportunities to participate in the metropolitan transportation planning process.

A list of MPO policy committee members, participants in the EPR site visit, and the agenda for the site visit are provided in Appendices A, B, and C of this report. A list of the documents reviewed as part of the EPR is provided in Appendix D.

II. The Chicago Metropolitan Area

The Chicago metropolitan planning area is comprised of six counties including Cook, DuPage, Kane, Lake, McHenry, and Will Counties, as well as portions of Kendall County. According to new regional forecasts endorsed by the Northeastern Illinois Planning Commission (NIPC) in March of 1994 and accepted by CATS and its member agencies, the population of the planning area is predicted to reach 9 million residents by 2020, an increase of 25% over the 1990 Census population. In that same time span, employment is expected to increase by 37% to 5.3 million jobs, while the number of households will grow 31% to 3.4 million. A map of the CATS area is provided at the end of this section.

CATS is the MPO responsible for the coordination of transportation planning in the six-county planning area. The CATS region borders on Lake, Porter, and LaPorte Counties in Northwestern Indiana. These counties comprise their own MPO, the Northwestern Indiana Regional Planning Commission (NIRPC), which includes a population of approximately 720,000 and is responsible for transportation planning within its counties. Coordination between the MPOs is required to address regional planning concerns and to meet conformity requirements due to the designation of the Chicago-Gary-Lake County area as a severe ozone nonattainment area, which includes parts of both MPOs.

Congestion and air quality are major issues for the Chicago metropolitan area. Travel projections contained in the 1994 update to CATS' 2010 Transportation System Development (TSD) Plan indicate that these issues are likely to continue to be pressing concerns. According to the 1994 update of the TSD Plan, overall travel demand is projected to increase 23% between 1980 and 2010. Work trips are expected to increase by about 27% between 1980 and 2010, including a 46% gain in Chicago Central Business District (CBD) oriented work travel. Transit, the dominant mode in the Chicago CBD market, is projected to experience a 55% increase in CBD work trip demand and a small increase in mode share between 1980 and 2010. In the non-CBD markets, the number of transit work trips on the existing system is projected to be essentially flat during the same time period, with transit's mode share declining from 9.7% to 8.1%. Overall, the rate of increase in transit work trip demand will exceed the rate of growth in total work travel.

A. Projections and Forecasts

While the new regional forecasts endorsed in 1994 do not disaggregate growth throughout the region, former projections contained in the 1994 update to the TSD Plan indicate that the CATS planning area is no exception to national trends toward suburbanization of population and employment. Despite predicted growth in Cook County, which includes the City of Chicago, population and employment increases are projected to be highest in what are referred to as the five "collar counties." Between 1980 and 2010, while Chicago is projected to experience a 6.3% increase in employment, 87% of new job growth in the region is projected to occur outside the Chicago city limits. DuPage County will account for approximately 36% of all new jobs in the six-county region which represents a 97% increase in employment within DuPage County over the thirty-year span.

The 6.3% growth in employment in Chicago employment is projected to result from dramatic growth in CBD employment which will offset employment declines in the remainder of the city. Employment in the Chicago CBD is predicted to grow from 650,000 in 1980 to 890,000 in 2010. In 2010, this area will contain 21% of the regional employment, compared to 19% in 1980.

Continued trends toward locating employment and population in outlying areas will add to demands on the transportation system, while congestion in the city area will continue to grow due to projected employment growth. As a result, the region has experienced worsening congestion, in terms of inbound and reverse commutes, and is looking for ways to reduce related problems. Growth in outlying areas is also leading to greater needs in meeting county-to-county (non-Chicago bound) mobility objectives in the area.

B. Regional Transportation System

The existing transportation system within the CATS planning area consists of the following facilities:

Highways: There are 23,903 miles of streets and highways in the six-county Chicago region, including 4,264 miles of interstates, freeways, and principal and minor arterials.

Transit: The Regional Transportation Authority (RTA) coordinates the activities of its three service boards, the Chicago Transit Authority (CTA), Metra (suburban commuter rail), and Pace (suburban bus). The transit system includes the following facilities and services managed under each service board:

CTA

- Operates 2,079 buses on 138 routes, covering 2,020 route miles, with 12,800 posted bus stops.
- Operates 1,230 cars on 7 rapid transit lines, covering 289 track miles, with 145 stations.
- Provides service to 220 square miles of Chicago and 38 suburbs.

Metra

- Provides daily service on all lines and operates 1,048 vehicles on 1,189 miles of track, serving 228 stations.
- Maintains 257 buildings and 796 bridges.
- Services 100 communities. In 1996, Metra will open a new commuter line, the Wisconsin Central, which will run from Antioch to Chicago.

Pace

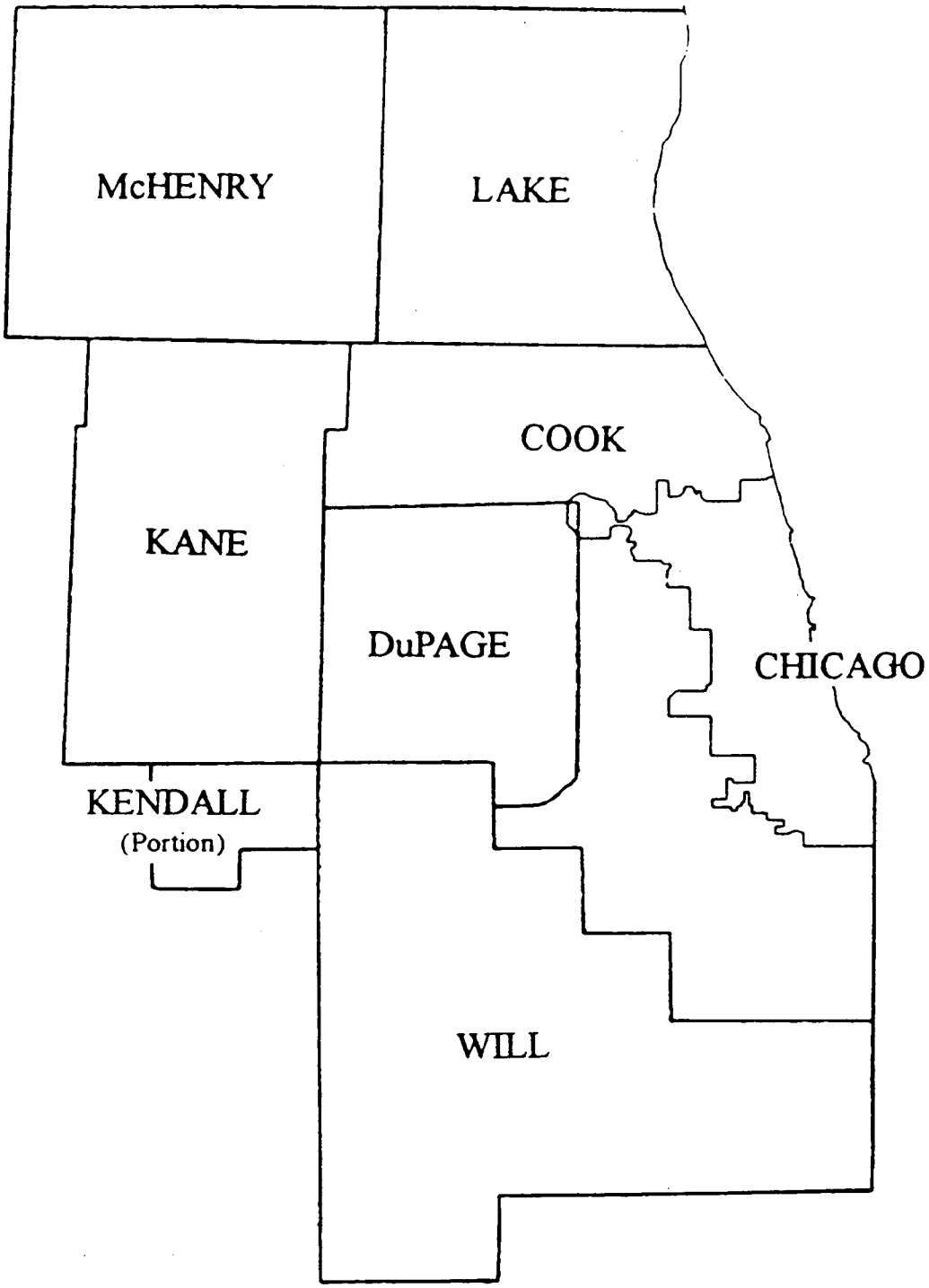
- Operates fixed route, paratransit service, and Dial-A-Ride service in the six-county region.
- Pace buses cover an area of 3,446 square miles with 264 municipalities.
- Operates 142 regular fixed routes, 82 feeder routes (connecting to trains), 10 subscription services, and 2 seasonal routes.

Airport: The region is served by two major commercial airports, O'Hare and Midway. A recently completed study concluded that a third airport is needed to accommodate future demand. The Peotone site located in Will County (near the Indiana border) has been chosen by the State for a detailed master plan study. Several projects are included in the highway and transit sections of CATS' 1994 update of the TSD Plan, which are considered to address access and economic development at the proposed airport site.

Rail: The Chicago region is a major freight transfer point between eastern and western railroad carriers, with 28 major rail/truck terminal facilities.

Port: The region has three major water terminal clusters that are part of the region intermodal transportation network: Lake Calumet, Iroquois Landing, and Waukegan Harbor.

Map of the Chicago Metropolitan Area



Source: CATS, Chicago Area Transportation Study Pamphlet, April 1995.

III. Organization and Management of the Planning Process

CATS is responsible for the transportation planning process in the six-county planning area including the Chicago urbanized area. An interagency agreement sets the responsibilities for developing the regional transportation plans. CATS and the Northeastern Illinois Planning Commission (NIPC) have the prime responsibilities for developing the long-range plan. The Illinois Department of Transportation (IDOT) and the Regional Transportation Authority (RTA) have prescribed responsibilities in the planning process.

The CATS Policy Committee, the decision-making body for CATS, meets four times annually. The Policy Committee is made up of 20 voting members including one representative from each of the following agencies:

- Illinois Department of Transportation- IDOT (1)
- Northeastern Illinois Planning Commission- NIPC (1)
- Regional Transportation Authority- RTA (1)
- Federal Highway Administration- FHWA (1)
- Federal Transit Administration- FTA (1)
- Illinois State Toll Highway Authority- ISTHA (1)
- Private Transportation Providers (1)
- Cook, DuPage, Kane, Lake, McHenry, Will Counties (6)
- City of Chicago (1)
- Council of Mayors (1)
- Chicago Transit Authority- CTA (1)
- Suburban Bus Board- Pace (1)
- Commuter Rail Board- Metra (1)
- Mass Transit Districts (1)
- Railroad Companies (1)

The Illinois Secretary of Transportation is the permanent Chairman of the Policy Committee, the Executive Director of CATS is the permanent Secretary of the Policy Committee, and a Vice-Chairman is elected annually in December of each year. The CATS Council of Mayors serves as a link between the CATS Policy Committee and the 267 municipalities in the region. The Council of Mayors consists of representatives from the 11 subregional councils and the City of Chicago. The Council meets as an executive committee on a regular basis and provides significant input in the development of plans and programs. Through its composition, the CATS Policy Committee offers broad opportunities for participation by elected officials, public and private transportation agencies, and various organizations and reflects a cooperative approach to the regional transportation planning process in the Chicago metropolitan area.

The CATS committee structure was revised in 1994 in part to improve the area's ability to respond to directions in ISTEA. The revised structure was designed to expand opportunities for early and continuing public involvement and to address issues such as land use and transportation coordination, the environment, non-motorized transportation, intermodalism, and congestion management. A standing technical committee, the Work Program Committee (WPC), meets to address and review all issues that come before the Policy Committee. The WPC is comprised of a representative from each of the member agencies of the Policy Committee in addition to one member from each of the following agencies:

- Chicago Dept. of Planning and Development (DPD)
- District 1, Illinois Division of Highways
- Northwestern Indian Regional Planning Commission (NIRPC)
- Illinois Environmental Protection Agency (IEPA)

- Illinois DOT Division of Public Transportation (DPT)
- Chicago Area Transportation Study (CATS)

The WPC established committees, subcommittees, and task forces to address specific issues and responsibilities. Committees are comprised of WPC members and are established with long-term missions such as development of the Unified Work Program (UWP), the Regional Transportation Plan (RTP), and the Transportation Improvement Program (TIP). Subcommittees are also comprised of WPC members but are established for short-term assignments including the Implementors Model Subcommittee and the Strategic Regional Arterial Committee. Task forces are chaired by a WPC member and typically include at least 50% of their membership from citizen participants. Task forces are established for either long- or short-term assignments, however, some participants in the EPR expressed uncertainty regarding the role of task forces in the planning and programming process. Existing WPC task forces include:

- TCM Development Task Force
- Operations Task Force
- Non-Motorized Issues Task Force
- Private Providers Task Force
- Congestion Management System Task Force
- Transportation Task Force for People with Disabilities
- Land Use/Transportation Task Force
- Environmental Issues Task Force
- Technical Procedures Task Force
- Intermodal Advisory Task Force
- HOV Task Force

CATS staff members are assigned as contact people for each task force. CATS includes an authorized staff of 84 positions headed by an Executive Director. Staff are divided into four divisions: Programming, Operations, Planning, and Development. Within the committee structure, CATS staff work closely with implementing agency staff on specific aspects of the planning process. CATS' inclusive committee structure provides various agencies, citizen participants, and stakeholders in the regional transportation system the opportunity to work in a collaborative manner to identify current and future regional transportation system issues and options to address them.

Observations and Recommendations

1. Committee and Task Force Structure: CATS has established a committee and task force organizational structure which appears to be inclusive, encourages consideration of a diverse range of issues, and is open to the participation of all local stakeholders which is consistent with ISTEA. Clarification of the role of task forces in the planning and programming process and the continued development and utilization of this structure through the 2020 Regional Transportation Plan development process and beyond should strengthen the area's planning processes and response to ISTEA.

2. Update Agency Agreements: Updating or creating agreements between agencies and participants in the metropolitan planning process to reflect changing relationships, particularly those that are evolving in response to ISTEA, would help clarify and strengthen key interagency relationships. This would not only document responsibilities, but also serve to improve communication between agencies and accountability to constituents. Roles and responsibilities could also be described in a brochure or other format to support public understanding of the evolving planning process.

IV. Development of the Regional Transportation Plan, the Transportation Improvement Plan, and Unified Work Program

A. Regional Transportation Plan

The 2010 Transportation Systems Development (TSD) Plan was adopted in 1989 and is still the official long-range plan for CATS. In March of 1994, CATS adopted an update to the 2010 TSD Plan to fulfill ISTEA requirements. The update to the 2010 TSD Plan includes a new section to address the ISTEA fifteen planning factors and included revisions to several chapters. The TSD Plan update does not significantly change the original pre-ISTEA TSD Plan adopted in 1989. The socioeconomic forecasts used in the update were not changed from the original plan and the Highway and Transit System Plan components had only minor changes and still identified the same corridors for the future.

The 2010 TSD Plan update contained only minor revisions of goals and objectives from the original 2010 TSD Plan in order to achieve consistency with NIPC's Strategic Plan for Land Resource Management report. The TSD Plan update states that the goals and objectives are intended to serve as guidelines against which projects can be reviewed to determine whether they meet regional and local needs. The current goals and objectives are as follows (with revisions to the original plan noted with an asterisk):

1. *Goal:* Provide personal and business users with safe, economical, and efficient transportation service in response to their needs.
   - Minimize travel time and costs.
   - Minimize traffic congestion.
   - Maximize system security, safety, and reliability.
   - Develop a system that responds to both existing and new travel patterns.
   - Maximize opportunities to transfer between different modes and services of the same mode.
   - Promote cost-effective alternatives to private auto travel.
   - Provide for pedestrian and bicycle travel needs.
   - Maintain the high accessibility to and improve distribution within the Chicago CBD.
   - Improve access to and distribution within the region's major employment centers.

2. *Goal:* Develop a transportation system which fosters economic development.
   - Provide transportation services that help to retain existing businesses and attract new business enterprises to the region.
   - Develop transportation improvements that promote investment, along with other economic development initiatives, and revitalization of mature communities.*
   - Enhance the Chicago region's position as a major hub of national and international passenger and freight travel.

3. *Goal:* Develop a transportation system which promotes desirable social impacts.
   - Promote a system that improves travel opportunities for mobility-limited persons.
   - Maximize accessibility to jobs and services for the economically disadvantaged.
   - Minimize displacement of people and businesses.

- Maximize access to open space and recreational opportunities.

4. *Goal:* Develop a transportation system which minimizes undesirable environmental impacts.
   - Promote long term improvements in air quality.
   - Develop a transportation system that uses energy efficiently and is adaptable in response to possible energy shortages.
   - Protect environmentally sensitive lands.
   - Encourage the preservation of prime agricultural lands consistent with local land use patterns.
   - Protect waterways from pollution and excessive runoff.
   - Minimize the noise and vibration levels of the transportation system.
   - Promote visually pleasing facilities.

5. *Goal:* Give priority to the preservation of the useful portions of the region's existing transportation system and to the maximization of its people- and freight-carrying capacity.
   - Optimize the operating condition of the useful segments of the existing transportation system.
   - Encourage operating policies and small-scale capital improvements that can enhance the capacity of the existing system.

6. *Goal:* Minimize the cost of creating and maintaining the transportation system and ensure that transportation plans are financially attainable.
   - Use capital and operating funds cost-effectively.
   - Actively pursue funding to maintain the transportation infrastructure.
   - Consider operating and maintenance costs during the investment decision-making process.
   - Maximize the region's share of federal and state transportation funds.
   - Develop alternative transportation financing mechanisms.
   - Develop public-private partnerships to provide and operate transportation services.
   - Develop and maintain an environment which encourages private operators to provide unsubsidized transportation services to the maximum extent possible.

7. *Goal:* Encourage land use planning and demand management techniques that achieve mutually supportive and efficient patterns of land development and transportation service.*
   - Develop transportation strategies that discourage further metropolitan decentralization that is inconsistent with the Strategic Plan for Land Resource Management as reflected in the adopted regional growth forecasts.*
   - Increase transit use by encouraging intensive developments to locate within easy access to existing or planned mass transit service.
   - Reduce congestion in the vicinity of expressway interchanges through local planning and zoning policies that promote development compatible with the interchange function.
   - Coordinate transportation plans with the provision of utilities and municipal services to reflect adopted regional forecasts and municipal, county and regional plans.
   - Promote intergovernmental cooperation in the coordination of land use and transportation developments.
   - Promote transit-accessible site design in major land developments.
   - Promote site designs which minimize the adverse impacts of site access on the transportation system.

- Minimize peak hour auto work trips by land use planning and demand management techniques.
- Encourage local governments to limit development to levels which are compatible with the provision of transportation service.
- Promote dedication or reservation of adequate transportation rights-of-way in the land development process.

The goals and objectives of the 2010 TSD Plan update were used as evaluation measures to develop major facilities components of the Plan. Network measures were used to compare the overall performance of alternative transportation networks, while project measures were used to assess the performance of individual projects. The evaluation measures have not changed since the original 2010 TSD Plan was adopted with the exception of a change in the Network Evaluation Measure where VMT exceeding level "D" has been changed to level "E." The evaluation measures are illustrated below:

Network Evaluation Measures

- Average time per passenger trip.
- Average time per truck trip.
- Average user cost per trip.
- Average time per work trip.
- VMT exceeding level of service "E".
- Percent of households within one hour of 50% of all jobs.
- Average time for all trips if auto mode were generally not available.
- Average travel time of households to selected points within the Chicago CBD.
- Percent of households in low income areas within 60 minutes of 50% of all jobs by transit.
- Number of people and jobs displaced by transportation facility development.
- Number of acres of regional open space and recreational facilities accessible by transit.
- Daily fuel consumption on the highway network.
- Number of acres of environmentally sensitive land appropriated for transportation facilities.
- Number of acres of prime agricultural land reduced by expansion of transportation system.
- Capital cost of new transportation facilities.
- Average annual expenditure of capital needed to maintain the network.
- Percent of route miles of service on new transportation facilities within county/ municipal planned urban areas.

Project Evaluation Measures

For transit projects:

- AM peak two-hour maximum load point value.
- Daily boardings.
- Passenger miles of travel.
- Number of home to work trips using the project.
- Number of acres of regional open space and recreational facilities accessible.

For highway projects:

- Daily traffic volume at highest volume point.
- Average traffic volume.
- VMT on project.

For all projects:

- Capital cost of project.
- Number of people and jobs displaced by the transportation project.
- Number of acres of environmentally sensitive land appropriated by the project.
- Number of acres of prime agricultural land reduced by the project.
- Percent of route miles of the project within county/municipal planned urban area.

The 2010 TSD Plan and update lay out a highway systems plan, including 8 significant capacity-enhancing projects, which call for either new construction or widening of existing expressways. The development and maintenance of the Strategic Regional Arterials (SRA) system is discussed as an underlying priority in development of the highway system, with consideration regarding expansion and/or congestion relief approaches dependent upon the urban, suburban, or rural character of the area as well the maturity of the community. The highway systems plan also includes identification of five potential future highway corridors. These projects are presented as a lower priority, but included in order to begin Right-of-Way (ROW) acquisition. High Occupancy Vehicle (HOV) lanes are specifically mentioned as excluded in the TSD Plan because their evaluation on several expressways did not warrant their inclusion in the Plan.

The 2010 TSD Plan update also lays out the transit systems plan. Based on socioeconomic forecasts of growth in overall work trips and Chicago CBD bound trips, capacity constraints on the commuter rail and bus systems will need to be addressed. The TSD Plan points to the region's pressing public transportation needs as requiring expansion of the existing system through the addition of new major facilities which would serve the large growth in non-CBD travel as well as increasing CBD-bound travel. Similar to highways, projects are divided between priority projects and future corridors (second priority). Six priority projects are identified for immediate consideration, while seven future priority corridors are considered, primarily in order to begin ROW acquisition.

The 2010 TSD Plan chapter on transportation demand and system management provides information on the consideration of Transportation Control Measures (TCM) in the State Implementation Plan (SIP) and planning process. To that end, the TSD Plan specifies that Northeastern Illinois will consider emissions, VMT reduction, and trip elimination in selecting projects under the Congestion Mitigation Air Quality Improvement Program (CMAQ). The TCM strategy that was included in IEPA's Ozone Demonstration SIP, submitted in November of 1994, will be the TCM strategy used to develop the TCM component of the 2020 Regional Transportation Plan (RTP). While not citing the specific implementation of TCMs, the TSD Plan update recommends consideration of elements in the planning process aimed at reducing emissions, VMT, and congestion including:

- Site planning to ensure transit access
- Density management to support transit
- Variable work hours
- Bicycle use
- Traffic surveillance systems
- Transit encouragement
- Information programs
- Active management of major construction projects
- Parking controls
- Ridesharing
- Transportation management associations
- Traffic signal timing and coordination
- Traffic engineering tools
- Intelligent Vehicle Highway Systems
- Transit fare policy

The final chapter in the 2010 TSD Plan update discusses the financial approach. The section was updated in 1994 with four noteworthy changes which included increased needs for major facility expansion, more optimistic projections for anticipated transportation funds, a discussion of additional potential revenue sources, and a discussion of the inclusion of operating and maintenance costs in the plan. The update states that CATS uses a financial approach which combines constraint--i.e., the TSD Plan projects should be reasonably affordable--and indicates the travel needs that

should be met to determine what level of funding should be sought. CATS divides the capital costs into two categories, maintaining the existing structure and adding capacity (including ROW preservation). The cost to maintain the existing highway and transit systems and to move ahead with system expansions (including new facilities and ROW preservation) are presented in the table below:

Financial Needs
(In billions of 1987 dollars for the period 1988 to 2010)

	Highway	Transit
Capital Maintenance	$10.100	$10.400
Major Facility Expansion	1.699	1.655
Other Expansion	1.500	0.435
ROW Preservation	0.100	0.064
Total	$13.399	$12.554

A major effort to develop a new Regional Transportation Plan (RTP) with a horizon year of 2020 was started in the fall of 1994 and is expected to be completed by June 1997. The WPC established the Regional Transportation Plan Committee with responsibility for directing the development of the 2020 RTP. In turn, the RTP Committee established four working groups to focus on highway, transit, public involvement, and financial resources. The four groups include representatives of community organizations, business and public interest groups, and CATS member agencies. The RTP Committee has also assigned specific tasks to the various task forces cited earlier as part of the RTP development process. A draft set of goals and objectives for the 2020 RTP was published in the Fall of 1995 and is now circulating for public comment.

The update of socioeconomic/land use forecasts and travel demand models used in the 2020 RTP will be based on the 1990 Census data and the CATS Household Travel Survey conducted between 1989 and 1991. The first step in the forecasting process was completed in March of 1994 when NIPC endorsed new regional forecasts which were accepted by CATS and its member agencies. These forecasts project significant growth between the 1990 base year and the 2020 horizon year including a 25% increase in population, a 37% growth in employment, and a 31% growth in the number of households. The next step in this process, which is currently under way, will be to determine the distribution of people, jobs, and households throughout the region.

In April of 1996, NIPC was expected to deliver three scenarios to CATS for use in their sketch models to evaluate alternative transportation investments. The three scenarios include a continuation of the trend towards decentralization, redevelopment of the urban core areas, and a potential third airport in a south suburban location. Each of these scenarios will be evaluated using two alternative transportation networks resulting in six alternatives to evaluate using CATS sketch models. After November 1996, CATS will recommend a single preferred draft transportation network and NIPC will prepare a single forecast file which will be available for public review and comment before adoption of the 2020 RTP.

Projections for rapid growth pose a major challenge for CATS and the transportation planning community in the Chicago metropolitan area, particularly in light of financial resource constraints. The current TSD Plan update for 2010 which was adopted in March of 1994 projected financial needs of approximately $25.9 billion for highway and transit system components through 2010, but only $19.2 billion in available resources to address those needs. These resources are not sufficient to cover the $20.5 billion identified solely for capital maintenance which includes major reconstruction of existing systems, aside from the $5.4 billion identified for major facility expansions, other expansions, and right-of-way preservation. These funding deficiencies were based on prior forecasts of population and employment which were significantly lower than the new forecasts described earlier.

As part of the 2020 RTP development process, CATS has proposed a two-step project prioritization screening process. The first step is to develop the definition of "regionally significant" projects regardless of funding source. The second step in the process will be development of project prioritization criteria by the CATS staff which will be applied to the projects resulting from step one of the process. These criteria are currently under development and will not be completed in advance of the completion of the goals and objectives of the 2020 RTP. According to staff, all projects submitted for inclusion in the 2020 RTP will be subject to the screening process.

Observations and Recommendations

1. Strategic Importance of the 2020 Regional Transportation Plan: A significant new update is under way which represents the first comprehensive post-ISTEA plan. This will include consideration of the ISTEA 16 factors from a regional perspective. The success of efforts to develop the plan will greatly depend on building regional consensus for a long-range strategic approach to address regional priorities and articulating that approach in the 2020 RTP. The plan should clearly address how the region will respond to projections for rapid regional growth in terms of population, households, and employment while maintaining existing systems. Transportation decisions, including investments and strategies, should be guided by the strategic direction set forth in the plan.

B. Transportation Improvement Program

CATS' current TIP was published in December 1994 and covers FY 1994-99. The TIP is composed of the FY 1994-98 TIP program and an amended program of new projects that are exempt from air quality conformity requirements. CATS chose to develop the exempt amendment rather than a full FY 1995-99 TIP because at the time new FY 1995-99 TIP projects were being submitted, the region's previous TIP still had not been approved. The delay in approval of the 1994-98 TIP resulted from the close timing of the issuance of the Draft TIP and the final rules on conformity; this situation resulted in CATS submitting a supplemental conformity finding in the summer of 1994.

The FY 94-99 TIP is separated into two categories: the statewide fund program which consists of funding resources eligible for statewide use and the regionwide program funds which are derived from formula programs. Statewide estimates of federal and state funds for the five-year period are developed by IDOT. RTA develops the estimates of most regionwide FTA funds. STP and CMAQ

estimates are developed by CATS in conjunction with IDOT. Estimates of funding for new starts are developed by Metra. CATS Council of Mayors, the City of Chicago, the transportation operators, and IDOT are provided with estimates of funds expected to be available over the next five years. Each of these programming agencies then develops a financially constrained plan by allocating the available funds to a pool of proposed projects.

IDOT develops and prioritizes projects for interstate, NHS, bridge, Illinois highway, and state Surface Transportation Program (STP) funds, which are programmed on a statewide basis depending upon identified program needs. IDOT allocates attributable STP funds to the Chicago metropolitan area, which are shared between the City of Chicago (57.4%) and 11 sub-regional councils (42.6%) which comprise the CATS Council of Mayors, based on an agreement between the City and the Council in March of 1992. According to the five-year TIP, attributable (local) STP funds account for $358 million or approximately 6% of the TIP's total programmed expenditures of $5.8 billion. The CATS Council of Mayors and the City work with county and municipal transportation offices, transit agencies, and the public to develop and prioritize these projects. The City and each of the regional councils have adopted their own individual project prioritization methodologies which they use to program their share of attributable STP funds. According to representatives of the CDOT and the regional councils, project prioritization methodologies are reviewed annually and many of the councils have worked with a consultant to ensure a measure of consistency between their methodologies, the goals and objectives of the TSD Plan, and the requirements of ISTEA and the CAAA.

Congestion Mitigation Air Quality Improvement Program (CMAQ) funds are programmed on a regional basis by CATS according to criteria developed by the CMAQ Project Selection Committee. Projects are ranked based on four criteria for their potential to realize reductions in the following areas: Vehicle Miles of Travel (VMT), Volatile Organic Compounds (VOC), Nitrogen Oxides (NOx), and trips. Under this process, all projects compete on an equal basis for CMAQ funding. According to local USEPA officials, the CATS region has been an innovator with regard to the use of CMAQ funds for enhancement of transit facilities, bus replacement, and numerous park and ride lots. According to the five-year TIP, $111 million in CMAQ funds are programmed according to these competitive criteria which represents approximately 2% of TIP's total expenditures.

Each of the agencies' programs are submitted to CATS, which publishes a draft Integrated Proposals report containing the proposed programs. CATS staff, NIPC staff, implementors, the public, and subregional bodies review the report for accuracy, fiscal constraint, compliance with air quality regulations, and conformity with regional plans. In particular, NIPC reviews the program for consistency with local plans. According to CATS staff, changes may be made during this process, particularly early on.

Prior to the formal public review period, CATS staff members classify each project in terms of six "investment origin codes" which reflect project emphasis:

R- Rehabilitation
I- Improvement- provides marginal capacity increase by making existing facilities more efficient

E- Expansion- adds capacity to existing projects
A- Addition- new facilities
S- Safety
M- Miscellaneous- examples include landscaping, ventilation, etc.

Following this process, CATS staff prepares the resulting TIP for formal public comment and performs an air quality conformity analysis. Following the completion of the 30-day public comment period, CATS staff and implementors review and respond to the comments, making TIP revisions where appropriate. Once the TIP has been approved, only projects which are neutral or were included in the conformity analysis may be considered for amendment. Amendments are considered only if they leave the TIP financially constrained. In addition, most major changes are subject to approval by the Work Program Committee (WPC) and/or the Policy Committee.

A number of participants in the metropolitan transportation planning process expressed the view that the involvement of local jurisdictions in the planning, programming, and implementing of projects using STP attributable funds is one of the underlying strengths of the current process. The participation of numerous agencies produces a steady stream of projects which are "ready-to-go," thus enabling the region to obligate and expend all available transportation dollars. Historically, the region usually succeeds in spending all available transportation dollars and typically acquires unobligated federal funds which other areas have failed to spend or obligate. In fact, members of the CATS Council of Mayors commented that project prioritization decisions are often based on a "ready-to-go" status of a project. If a project is "ready-to-go," other jurisdictions will not let parochial interests or fear of losing funding for their projects stand in the way. Jurisdictions will cooperatively adjust priorities by trading resources or adjusting the timing of other improvements and compensate for shifts in project timing. Furthermore, representatives from regional councils to the CATS Council of Mayors cited the recent allocations of STP attributable funds to projects such as Metra's Wisconsin Central and proposed EJ&E (Elgin, Joliet and Eastern) lines as evidence of the region's ability to prioritize and address projects which are "regional" in nature within the existing agreement for sharing attributable STP funds.

Some participants in the EPR expressed a view that the development of a process to prioritize local projects to assure consistency with the TSD Plan was minimally important because available resources barely meet requirements for recapitalization of existing facilities. However, the $20.5 billion identified in the 2010 TSD Plan update required solely for capital maintenance of the existing system is a sizable sum. These competing maintenance and rehabilitation demands require a rigorous prioritization of projects to reflect the regional priorities set forth in the TSD Plan and to assure a maximum return on investments. Furthermore, approximately 46% ($2.7 billion) of the current TIP program goes beyond improvements or rehabilitation for expansion and addition of planned highway and transit facilities. These enhancements and expansions should also be guided by the TSD Plan to realize the envisioned transportation network.

Observations and Recommendations

1. Project Prioritization Process and Criteria: The programming process will be enhanced by reviewing project prioritization criteria and updating them to be consistent with the goals and objectives of the 2020 Regional Transportation Plan. These criteria should be considered by all programming participants including the MPO, implementing agencies, and local jurisdictions.

2. CMAQ Project Development: The establishment of regional, competitive project prioritization criteria for CMAQ funding is a significant move towards the regional, multimodal transportation planning and programming process envisioned by ISTEA. Efforts to expand the application of these and similar criteria, and possibly broaden their application to a wider range of funding resources, should be explored and supported.

C. Unified Work Program

The annual program of technical studies and related activities that support the transportation planning and improvement programs is contained in the Unified Work Program (UWP). The UWP is developed by the UWP Committee, which is chaired by IDOT and includes the Council of Mayors, Counties, RTA, CTA, and NIPC as voting members. Development of the UWP includes the following steps:

- Major issues to be addressed are determined by a voluntary group of WPC members and then finalized and approved by the full WPC.
- Agencies which participate in the UWP develop proposals to address those issues and submit them to the UWP Committee.
- Available funding estimates are provided by IDOT, and a financially constrained program is recommended to the WPC and submitted to federal funding agencies.
- Following WPC and Policy Committee endorsement of the UWP, federal approval is requested.

The 1996 UWP, published in June 1995, identifies the responsibilities for all planning and programming activities within the metropolitan area. Funding sources are specifically allocated to support work tasks within the UWP, and the responsible oversight agency is identified. The UWP is divided into nine major categories as follows:

1) *Management/Communications* - includes tasks to develop, monitor, and administer the work program, provide for public involvement, and ensure coordination among the participating agencies.
2) *Comprehensive Planning* - includes tasks intended to produce guidelines and growth strategies for urban development that serve as the basis for transportation planning.
3) *Information Services* - supports tasks to provide socioeconomic and transportation data to the participating agencies including model development.
4) *Transportation System Development* - includes tasks to prepare and update the long-range transportation plan for 2020.

5) *Transportation System Management* - includes tasks intended to lead to the maximization of efficiency of current systems through low cost operating and policy improvements.
6) *Transportation Improvement Program* - includes tasks to support preparation of a realistic and attainable five-year plan including conformity to the state SIP.
7) *Subregional Studies* - provides for subarea studies and assists local elected officials participation in the planning process.
8) *Special Groups* - includes the development, implementation, and monitoring of plans and programs to meet the transportation needs of handicapped and minority groups.
9) *Environmental/Energy Studies* - provides for studies on the impact of transportation on the environment, energy efficiency, TCM development, and CMAQ project evaluation.

The 1996 UWP identified $21.2 million in available funds for planning support including new funding from FTA ($2.0 million), PL/FHWA ($5.4 million), Other Sources ($3.4 million), and local matching funds ($3.4 million), as well as $7.1 million in carryover or reprogrammed funds from previous years from those categories. A large portion of planning funds are passed through to other agencies. Of the total UWP planning funds, $4.4 million is allocated to CATS while the remainder passes through to agencies or organizations including CTA, RTA, Metra, Pace, the City of Chicago, and the Council of Mayors to support their planning efforts. While the major issues to be addressed in the UWP are determined by the WPC, it is unclear how planning efforts are prioritized to respond to major regional issues contained in the TSD Plan, or how work items are selected to meet federal planning requirements. Given the number of agencies and jurisdictions involved in planning activities funded through the UWP, a number of participants expressed support for a strategic approach to and greater coordination of planning activities to ensure consistency and avoid the overlap of planning efforts between CATS, implementing agencies, and local jurisdictions.

Observations and Recommendations

1. Coordination of Strategic and Technical Analysis Through the UWP: Because of the large number of implementing and jurisdictional agencies involved in transportation planning and programming in the area, CATS should explore how to establish a program through the UWP process to coordinate and standardize data collection and technology application efforts. This will enhance the consistency of information at the MPO, implementing agency, county, city and sub-regional planning levels and also serve to ensure strategic links between planning tasks supported in the UWP and priority concerns of the region as reflected in the RTP. There should be clear connections between the results of study efforts, decision making processes, and implementation of projects.

V. FHWA and FTA Administrators' Focal Points

The FHWA and FTA Administrators have identified six focal points for the certification reviews being conducted in major metropolitan areas. One objective of the enhanced planning reviews is to gather information which will serve as a prelude to the certification review. For that reason, these focal points are reviewed as part of the enhanced planning review. These focal points are:

1. Financial Planning and Financial Constraints
2. Major Investment Studies
3. Congestion Management Systems
4. Air Quality and Conformity
5. Public Involvement Process
6. ISTEA Fifteen Factors

The following sections describe how the regional transportation planning process is addressing each of the focal points.

A. Financial Planning and Financial Constraint

Participants in the Chicago metropolitan transportation planning process have traditionally used financial targeting as a basis for the development of financially constrained programs. Projected available funds over a five-year period are used to generate "marks" for transit and highway components of the program. Initial transit marks are generated by RTA based on a compromise between projected U.S. House and U.S. Senate transportation funding levels for FTA funding programs. Highway marks are generated by IDOT for funding from federal and statewide sources, while CATS generates estimates for CMAQ funding and for attributable STP funds to the Council of Mayors. Both highway and transit marks are then approved by the WPC. Local jurisdictions and implementing agencies are provided with the marks and then develop a financially constrained program by allocating the available funds to a pool of proposed projects. The proposals are then aggregated and reviewed for financial constraint.

As part of the development of the 2020 RTP, the RTP Committee established the Financial Resources Working Group with primary assignments to analyze maintenance and operating costs for the multi-modal system, assess the availability of current and future resources, and assess the effect on the economic viability of the region. According to CATS staff, a detailed and exhaustive analysis of all system preservation requirements will be undertaken as part of the 2020 RTP. Toward those ends, the RTA is working in conjunction with other agencies to develop two models for use in their financial analyses--a capital assets model incorporating life cycle costs and an operating and maintenance cost model.

According to the 2010 TSD Plan update, currently available resources for transportation programming are not sufficient to cover existing infrastructure rehabilitation and maintenance requirements as discussed earlier. The 2010 TSD Plan update identified several potential sources of additional revenue that could generate up to $38.3 billion in transportation funding, but the TSD Plan did not identify or endorse specific individual funding sources. During discussions regarding

the development of the 2020 RTP now under way, members of the Financial Resources Working Group reported that the commitment to build the political consensus necessary to pursue any of these potential revenue sources is not well developed, which reflects the realities of the current political climate and public resistance to new or higher forms of taxes or fees.

Future transportation funding needs will have to be met through increased resources. At the same time, many participants in the regional planning process seem uninterested in considering changes to current funding legislation or agreements that might provide more flexibility in funding transportation needs on a system-wide basis. A number of participants pointed to the history of the State of Illinois' response to funding shortfalls and the Chicago metropolitan area's history as a recipient of earmarked or demonstration project federal funding for large projects, such as new transit starts or rehabilitation of the Dan Ryan Expressway, as a major component in meeting future resource requirements. However, the impact of significant growth projections through 2020 on a regional transportation system which is already underfunded suggests that dependence on special state or federal aid alone may not be sufficient.

Observations and Recommendations

1. Financial Planning and Fiscal Constraint: The tradition of sound financial planning on the part of local implementors adds rigor and accountability to the Plan and the TIP. The use of "marks" based on multi-year resource projections is prudent practice which enhances the region's and implementor's ability to clearly assess outstanding resource requirements which cannot be met through existing resources and to develop realistic long-term options.

2. Enhancing Revenues: To address funding shortfalls for existing systems operation, maintenance, and system recapitalization, participants and other implementors in the metropolitan transportation planning process should explore options to enhance existing resources to support the 2020 RTP. Strategies considered should include potential new sources of funding as well as resource enhancements realized through system efficiency improvements. A sound financial strategy with clear options for matching costs, revenues, and system performance as part of the 2020 RTP will support the consensus needed to address the significant growth in transportation needs being identified in the 2020 RTP development process.

B. Major Investment Studies

The CATS Policy Committee has not adopted procedures for conducting a Major Investment Studies (MIS). In fact, participating agencies in the metropolitan planning process reported that there is currently little support toward adopting regional MIS procedures or for applying MIS as a useful tool in the regional long-range planning and decision-making processes. This view is reflected by the fact that while the FY 1996 UWP includes a number of corridor and investment studies under a number of transportation agencies, the projects are not listed as MISs. The UWP does include the Dan Ryan Extension Major Investment Analysis currently being conducted by the CDOT. This study is included as a Corridor of the Future in the current 2010 TSD Plan update as the Ryan East Extension (rapid transit line). The UWP work item on the Dan Ryan Extension gives little

information regarding the formulation of the study or the procedures used to determine the roles of CATS or other implementing agencies in the study.

According to discussions with implementing agency staff, there are a number of individual agency corridor specific studies under way with little inter-agency involvement. These include Illinois State Toll Highway Authority (ISTHA) plans for new and significant tollway projects within the CATS region. However, because ISTHA projects are not federally funded, a MIS is not required. While two major ISTHA projects were included in the current 2010 TSD Plan prior to the state legislature authorizing ISTHA to build them, it is not clear whether most ISTHA projects are regularly reviewed through the regional transportation planning process. Over time, MIS should be undertaken as part of the development of the RTP.

Observations and Recommendations

1. Major Investment Studies: The regional transportation system is a mature system in which each implementor fills a specific niche. System-wide enhancements to the regional transportation network as a whole would be improved by the coordination of investments made by different implementing agencies through the MIS process. The need for a MIS should be based on an assessment of present multimodal transportation needs and future mobility requirements as part of the development of the RTP. To that end, other metropolitan areas have developed and adopted procedures outlining a MIS process which clearly identifies how the need for a MIS is determined, roles and responsibilities, how a MIS will be administered, and how the MIS is part of RTP development. CATS and participating agencies in the metropolitan planning process should consider the development of similar MIS procedures for the metropolitan area.

C. Congestion Management System

Representatives from CATS and member agencies described congestion as a major issue in the metropolitan area. Recent studies conducted by the RTA revealed that city outbound and inbound commutes were equally congested in both the AM and PM peaks, while suburb-to-suburb commutes were similarly congested. After the development of the original 2010 TSD Plan, members of the transportation community instituted Operation GreenLight (OGL) to address congestion in the metropolitan area. The OGL guidelines and projects established OGL as an early Congestion Management System (CMS) for the metropolitan region with goals of identifying certain strategic facilities for development or expansion, improving the efficiency of existing facilities, reducing demand for travel, and considering the environmental impact of transportation projects and facilities.

With OGL as a foundation, CATS and IDOT are in the process of developing and implementing an interim CMS process and a CMS in response to ISTEA requirements. A CATS Congestion Management Task Force was assigned the responsibility of recommending components for and implementing the interim CMS process and CMS. To date, a number of projects have been completed by the task force or CATS staff including: definitions of congestion and mobility/accessibility, identification of the transportation system to be monitored, the establishment of system goals, and evaluation of the effectiveness of implemented mitigation strategies. According

to an August 1995 CMS Work Plan, the process of identifying congested facilities was under way and involved a number of agencies. The Council of Mayors is surveying perceived sites of congestion, while CATS is using model outputs to identify congestion sites. According to CATS staff, the adoption of performance measures is also progressing under its direction and that of the task force. Details of how performance measures are being developed were not discussed.

Despite the progress cited, momentum toward implementation of the CMS has slowed in recent months. During discussions as part of the EPR, state and local implementors expressed the belief that a CMS was no longer required because of the recently enacted "National Highway Systems Designation Act of 1995." Progress will resume pending forthcoming clarification from FHWA and FTA regarding CMSs. According to IDOT officials, until clarification is received, IDOT's consultant will continue to work with local Traffic Management Associations (TMA) to develop and implement a CMS which responds to the needs of the region and fulfills federal guidelines.

Observations and Recommendations

1. Congestion Management System: Congestion has been identified as a major issue by CATS and all implementors. A systematic approach to congestion, in terms of vehicles as well as personal mobility and goods movement, is critical to addressing this issue. In developing the CMS, CATS should consider moving towards a system which proactively identifies existing areas of congestion and future problem areas. The development of the CMS should complement the effort to identify needs and priorities during development of the 2020 Regional Transportation Plan.

D. Air Quality and Conformity

The Chicago metropolitan area is part of the Chicago-Gary-Lake County Severe nonattainment area for Ozone. As part of a nonattainment area, CATS works in coordination with IDOT and the Illinois Environmental Protection Agency (IEPA) to determine the conformity of the TIP and the TSD Plan with the State Implementation Plan (SIP) for air quality. CATS also works through Partners for Clean Air--a coalition of regional transportation implementors, local governments, and businesses--to promote air quality awareness in the region. Despite the increased efforts of local implementors and greater coordination with local environmental agencies, representatives from IEPA and CATS member agencies agreed that the citizens of the metropolitan area do not view air quality in the region as a major problem. Building consensus for air quality as a higher priority issue will require time and an incremental approach. To date, efforts have been in the form of voluntary compliance programs. However this may not be sufficient to achieve the necessary reductions from mobile sources projected in the SIP and overall reductions required by the CAAA.

According to discussion with CATS staff, the issue of air quality will be more fully integrated into the 2020 RTP than in the previous 2010 TSD Plan. While the 2010 TSD Plan discussed transportation control measures (TCM), it was not clear that they were integrated into the project planning process and no commitments were made to implement specific air quality policies. Toward that end, CATS established a Non-Motorized Task Force to address the role of non-motorized modes in meeting air quality objectives and to develop the bicycle and pedestrian component of the 2020

RTP. The Non-Motorized Task Force will also be working with the TCM Development and Land Use/Transportation Task Forces to develop non-motorized TCMs with potential air quality benefits.

While the FY 1994-98 TIP was found to be in conformity, no conformity ruling has been made on a more recent TIP. In 1995, rather than developing a new TIP, CATS chose to develop an amendment which contained only new projects exempt from air quality conformity requirements. Each non-exempt TIP project is apparently examined for air quality conformity impacts signified by a conformity code included in the TIP listing. The project sponsor assumes the responsibility for establishing project-level conformity, although conformity is determined on a regional TIP and plan basis rather than a project level basis. At present, CATS and its member agencies are preparing their conformity analysis for the FY 1996-2000 TIP.

In addition, the UWP includes the following activities related to air quality:

- CATS will give technical assistance for traffic impacts and SIP credits.
- Council of Mayors will distribute information on a local level about air quality problems and emissions reduction strategies.
- CDOT is evaluating an alternative program of city-based TCMs.
- NIPC is working with the Land Use/Transportation Task Force in the development of a land use and non-motorized component to the state SIP.
- CATS will support SIP development through use of the regional travel forecasting models.
- CATS is working on coordinating the SIP with regional transportation planning processes per the conformity rule.
- Transit operators have a variety of programs to promote transit use on the basis of air quality improvements.
- CDOT plans to conduct studies on CMAQ funded capital projects to develop improved data base on air quality impacts.
- Metra has a number of studies to explore project level air quality impacts.

Observations and Recommendations

1. Air Quality: As a severe nonattainment area, air quality is a critical issue in development of transportation plans and programs for the Chicago area. Development of public outreach and education efforts by CATS members and IEPA are to be commended. Further efforts to enhance outreach and awareness of the air quality problem should continue to be supported and would be well served by clearly identifying and fully integrating air quality objectives as a major component of the 2020 Regional Transportation Plan, including descriptions of air quality implications and trade-offs of transportation scenarios considered.

E. Public Involvement Process

Many efforts are under way to enhance the CATS public involvement process. In March of 1995, CATS adopted a Public Involvement Plan (PIP) which identified nine elements through which enhanced public involvement could be achieved. These elements included: the CATS Policy Committee through links with the Council of Mayors; task forces through the inclusion of 50%

membership from citizen participants; public meetings, hearings and a 24-hour information line; public review and comment; media through newsletters and mass media; a Speakers Bureau providing speakers to requesting groups; audio visual presentations; coordination of implementing agencies' public participation programs; and provisions for public input into the RTP, TIP, and UWP development processes.

As part of the development of the 2020 RTP, the RTP Committee established the Public Involvement Working Group charged with recommending specific techniques for use in the 2020 RTP development process and for evaluating the results of those techniques. The RTP development process began with a series of twelve public meetings held in April of 1995 throughout the region to solicit input to identify specific issues and concerns which should be addressed in the RTP. CATS published a summary of issues and concerns identified in the meetings and used those as an element in developing the draft goals and objectives for the 2020 RTP. This effort has continued through a series of open houses to discuss the ongoing development of the RTP. CATS plans to hold more meetings and provide further opportunities for public input to the process throughout 1996. CATS also plans to conduct an evaluation of its public involvement process in the spring of 1996, but details regarding the proposed measures for use in that evaluation had not yet been developed.

These measures represent positive steps toward broadening and enhancing the CATS public involvement process. However, as part of an open public meeting held during the EPR, public participants expressed a number of concerns regarding the ability of the public to play a significant role in the transportation planning process. Paramount among some participants' concerns was the lack of a citizens advisory committee or a seat for a public representative or transit users group on any of the formal CATS decision-making committees such as the Policy Committee, the WPC, or the Regional Transportation Plan Committee. The public participants also expressed concern with regard to proportional representation of city and suburban residents on key planning committees.

Some public participants also expressed concern regarding a lack of clarity as to how input received from the public is considered, evaluated, and ultimately incorporated into the planning process. As an example, members of the Heartland Alliance, a coalition of public interest groups, expressed doubt as to whether their recently published "Citizen's Plan for Transportation," which has been endorsed by numerous public interest groups, will be considered and reflected in the 2020 RTP. Finally, the location of quarterly meetings of the CATS Policy Committee in suburban Schaumberg was identified as a constraint to more effective public involvement. The location is relatively inaccessible by transit and a long drive by automobile from downtown, which limits public access to decision makers during policy meetings.

Observations and Recommendations

1. Public Involvement Process: CATS has made substantial progress in developing its formal RTP outreach and public involvement process. Further enhancements to the process could be achieved through the following steps:

- In cooperation with public representatives, including the Heartland Alliance, develop criteria for the continuing evaluation of the effectiveness of the public involvement process and revise the process as appropriate.

- Expand membership on key decision-making committees to possibly include representatives of the public, transit user groups, the transportation underserved, and minority citizens.

- Clearly articulate to the public how and when public comments and input are considered and incorporated in the planning and decision-making process.

- Rotate the site of the CATS Policy Committee quarterly meetings, including holding some meetings at its downtown office, in order to improve public accessibility.

F. ISTEA Fifteen Factors

ISTEA requires that the fifteen planning factors be considered and reflected in the products of the planning process. As part of the development of the 2020 RTP, CATS' 1996 UWP indicates that the screening process of alternatives for the RTP will include criteria which focus on the fifteen factors. The current TIP and 2010 TSD Plan update include a review of how each of the factors is addressed in the planning process. The 2010 TSD Plan update is intended to recognize the goals included in NIPC's Strategic Plan for Land Resource Management such as discouraging further metropolitan decentralization and encouragement of investment in mature communities. A brief narrative describing how each of the fifteen factors is considered was provided in the 2010 TSD Plan update as follows:

1. *Preservation and Efficient Use of Existing Facilities:* Stated as a goal in the original TSD Plan and the TSD Plan update and illustrated by the allocation of most of the anticipated capital funds (84% of transit/77% of highway) to maintaining the existing system.

2. *Consistency with Energy Conservation Programs:* Evidenced by the use of minimization of transportation energy consumption as an evaluation measure in plan development.

3. *Relief and Prevention of Traffic Congestion:* Identification and quantification of congestion is a focus in long-range planning development and used as an evaluation measure in plan selection.

4. *Consistency with and Impact on Land Use Plans:* Recommendations from the NIPC's Strategic Plan for Land Resource Management are incorporated into the 2010 TSD Plan. Socioeconomic forecasts used to estimate future travel are based upon the region's adopted land use plan.

5. *Expenditure on Transportation Enhancements:* IDOT has prepared guidelines for enhancement projects. The enhancement program emphasizes non-motorized, pedestrian, historic, and beautification projects.

6. *Impact of Regionally Significant Projects, Public, or Otherwise Funded:* State-only and county-only funded projects, as well as privately funded projects, are all included in planning documents.

7. *Access to Intermodal, Recreational, and Military Facilities*: A matrix of the interconnectivity is provided to show adequate multimodal access to all facilities.

8. *Connectivity of Metropolitan and Non-Metropolitan Facilities:* The 2010 TSD Plan identified the Strategic Regional Arterial (SRA) system as vital to the connectivity between areas which is further enhanced by coordination with neighboring states and MPOs.

9. *Needs Identified in Management Systems:* Cites that all management systems are under development and, once finalized, will be incorporated into the regional planning process.

10. *Preservation of Rights-of-Way for Future Corridors:* The 2010 TSD Plan includes several highway and transit corridors for the future which are beyond the plan's time horizon or financial resources in order to preserve ROW for future plans. IDOT has funded ROW acquisitions for corridor preservation for future years, while RTA has retained a consultant to assist in developing a policy to identify and preserve ROWs.

11. *Enhanced Movement of Freight:* As part of the overall transportation planning process, CATS will include freight planning in acknowledgment of its vital role in the region.

12. *Use of Life-Cycle Costs for Tunnels, Bridges and Pavement:* Use of life-cycle costs, with the exception of IDOT highway projects, is not currently standard practice. It is anticipated that the management systems will address this issue and, with the implementation of management systems, life-cycle costs will become part of the planning process.

13. *Overall Social, Economic, Energy, and Environmental Effects:* Recommendations from the NIPC's Strategic Plan for Land Resource Management are incorporated into the 2010 TSD Plan such as close coordination with the Regional Greenways Plan, urban infill and community revitalization, and enhanced transportation between housing rich and job rich areas.

14. *Expand and Enhance Transit Service:* The 2010 TSD Plan supports the expansion and enhancement of transit services by identifying new facilities to be constructed and by allocating significant (approximately equal to that for roadways) capital funds to maintain and construct facilities.

15. *Transit System Security:* The TIP includes capital fund expenditures for improved surveillance (e.g., video monitors at stations) and communications (e.g., emergency call boxes, radios for buses) for enhanced transit security.

VI. Integration of Strategic Transportation Planning

A major thrust of ISTEA is support for the integration of strategic planning between multiple transportation modes in metropolitan areas. In the Chicago metropolitan area, issues of increasing congestion combined with explosive growth predictions for population and employment require that multi-modal alternatives be considered to effectively manage the movement of goods and people.

A. Goods Movement and Intermodalism

As the transfer site between eastern and western railways and the location of 28 major rail terminal facilities, intermodalism and goods movement have significant impacts on the region and important implications for the area transportation network. According to CATS' studies, it is estimated that trucks currently account for 15% of all highway traffic, and it is anticipated that truck freight traffic will increase at a rate 14% faster than auto usage over the next two decades. Integrated intermodal systems were not a priority focus in the original 2010 TSD Plan or 2010 TSD Plan update. To address that issue, CATS established an Intermodal Advisory Task Force comprised of representatives from railroad, trucking, freight, shipping, marine operator, air carrier, and business and manufacturing companies. The task force was established primarily to address intermodal freight issues and to provide input to the intermodal facilities component of the 2020 RTP. One of the task force's first tasks, which is currently under way, is to compile an inventory of intermodal facilities and to identify system constraints.

A number of other significant intermodal and goods movement studies are under way in the region. The Intermodal Freight Access Study, which is under the CDOT, is intended to develop a program of transportation capital projects and operational changes to reduce freight transport time and cost, VMT, air pollution, roadway congestion, and delay for all vehicles, with particular emphasis on industrial corridors and intermodal transfer sites. CATS' report Proposed Intermodal Connectors to the National Highway System for Northeastern Illinois released in September of 1995 focuses on the quality of access from intermodal facilities to the regional transportation network. The report discusses the critical importance of the intermodal freight transportation industry to the regional economy and identifies intermodal connectors which need to be maintained and, in some cases, improved.

CATS' 1996 UWP also discusses non-motorized intermodal issues and the work tasks currently in progress to develop the pedestrian walkway and bicycle facilities component of the 2020 RTP. Separate funding is allocated to support work being done by CDOT regarding Central Area Pedestrian Facility Planning, Non-Motorized Access to Transit, and the development of a Bicycle Facilities Development Plan. The Non-Motorized Task Force and component working groups will be incorporating these studies and plans--along with subregional and local bicycle and pedestrian plans, the Regional Greenways Plan, and trails plans--into the pedestrian walkways and bicycle facilities component. According to discussions with staff from CATS and member agencies, the pedestrian walkways and bicycle facilities component will be a significant part of the 2020 RTP and is intended to help identify those needs and priorities in the planning process.

Observations and Recommendations

1. Intermodalism: The establishment of an Intermodal Task Force and inclusion of representatives of local intermodal providers are significant steps toward addressing multimodal needs, as encouraged by ISTEA. These efforts should continue to be supported and enhanced throughout development of the 2020 RTP and future efforts.

2. Intermodal Planning: Effective application of intermodal criteria in the planning process will require a clear commitment by regional entities and implementors to carry out recommendations from the numerous studies completed or under way and to reflect those recommendations in the RTP and the TIP. Further outreach to both the public and private sectors to identify intermodal priorities and build consensus toward implementation of those priorities should be supported. Enhanced analytical efforts relating to goods movement should be supported through a focus on system performance, in addition to project orientation.

3. Emphasis on Non-Motorized Components for the 2020 RTP: Preliminary efforts to incorporate non-motorized transportation components into the 2020 RTP are noteworthy. This emphasis should continue to be supported through the 2020 RTP development process and future TIP updates through implementation of local pedestrian and bicycle master plans and resulting projects selected through the CATS planning process.

B. Transit

The Rapid Transit Authority (RTA) is responsible for operation of all public mass transit in the metropolitan area. The RTA and its three service boards (CTA, Metra, and Pace) are all members of the CATS Policy Committee and the Work Program Committee. As such, strategic transit planning is integrated into the CATS transportation planning processes. This is reflected particularly in the Transit System Needs component of the 2010 TSD Plan and the 2010 TSD Plan update. The TSD Plan update identified $2.1 billion in major facility and other expansions through 2010. The Transit System Needs component identifies six priority projects for immediate consideration and seven priority corridors for future consideration. Many of these projects focus on improving regional mobility in recognition of increasing suburbanization and the growth of new activity centers outside of the downtown core.

The RTA adopted a Strategic Plan on March 3, 1994, which presented the agency's goals and objectives. The Strategic Plan is the basis for regional transit planning and lays out three primary goals as follows:

- *Plan*: Ensure an integrated regional public transportation system through comprehensive planning and coordination with the service providers.
- *Fund*: Develop and allocate resources among the Service Boards to ensure they provide quality and cost-effective service.
- *Oversee*: Monitor and evaluate Service Board performance to ensure that service is provided efficiently and effectively.

The RTA has experienced a 19% decline in ridership during the 1990s, from an average base of 681 million riders in the late 1980's to an average of 551 million riders in the years between 1993 and 1995. While slight increases in ridership are anticipated for each of the service boards, RTA is faced with difficult challenges in meeting the operating, maintenance, and capital needs into the next century. Taken together, the CTA, Metra, and Pace are required by statute to recover at least half of their expenses from farebox and other revenues. In the RTA's 1996 Annual Budget and Five Year Program report, the recovery rate is projected to be approximately 51.5% for 1996 through 1998, among the highest in the nation. The requirement to cover part of the operating expenses with farebox and other revenues has provided impetus to each of the service boards to streamline its operations to maximize efficiency and lower costs.

The RTA sales tax, which is authorized by Illinois statute and is the primary source of revenue for the RTA, is used to cover the operating deficits of the three service boards. The 1996 Annual Budget assumes a 5.5% annual growth rate in the sales tax which is substantially higher than historic trends from preceding years. However, RTA is required to use this forecast provided by the State's Bureau of Budget. The optimistic sales tax forecast enables the RTA to meet future projected needs; however, FTA funding is projected to decline from an average of $49.4 million annually between 1990 and 1994, to $21 million in 1996, $12 million in 1997, and zero in 1998. Failure to realize the optimistic sales tax forecasts when combined with the decline in FTA funding could result in larger than anticipated deficits.

This is particularly critical if the RTA hopes to address the approximately $6 billion in capital funding needed (according to the Annual Budget) to bring the system up to a state of good repair. The five-year capital program calls for approximately $1.7 billion in capital investments from 1996 through 2000. The largest amounts of planned capital expenditures are for the replacement and rehabilitation of capital rolling stock ($628 million) followed by track/structure construction and maintenance ($312.5 million). The RTA and its service boards are aggressively assessing new services and pursuing new markets in hopes of attracting more riders, particularly in the growing suburban commutershed, through such programs as Transit Check and the new Wisconsin Central rail line which should draw commuters from the far northern suburbs onto the train.

Integration of strategic planning for transit will continue through many of the CATS planning activities. The 1996 UWP includes some of the following specific tasks relating to transit:

- Model Development: Including transit modeling, suburban bus system modeling, transit operating and maintenance cost modeling, and transit capital asset modeling.

- Transit Studies: Including transit customer survey, transit security study, Chicago CBD transit market strategies, and EJ&E feasibility study.

- Special Group Support: Including transit service requirements planning for the disabled, commuter rail car lift planning and training, and ADA paratransit service improvements.

- Environment and Energy Studies: Including Wisconsin Central air quality/land use impacts, Metra Southwest service impact evaluation, new rail station impact evaluation, and bus priority and CMAQ performance.

VII. Travel Demand Forecasting

CATS administers the transportation demand forecast model Urban Transportation Planning System (UTPS) for transportation planning and air quality analysis purposes. In response to conformity issues, CATS agreed to a set of modeling enhancements at a consultation meeting with local, state, and federal officials in October of 1994. The October 1994 agreement called for CATS to use the enhanced models for all future program and plan conformity work. Specifically, CATS agreed to implement the following five enhancements: use empirical speeds derived from a travel-time study, model peak and off-peak travel demand, iterate the full travel demand model set to stability, sensitize the trip generation model to travel options and accessibility, and demonstrate the relationship between the transportation system and land use forecasts.

While development work on these enhancements has been completed, implementation of enhancements to the production phase has been delayed; a completion date is still to be determined. According to CATS modeling staff, current delays are of a data processing nature primarily related to difficulties integrating existing and enhanced modeling components and transitioning from a main-frame to an EMME/2 work station platform. Furthermore, CATS modeling staff reported that the enhancements were delayed due to conflicting staff priorities including special project analyses and difficulties encountered with the implementation of NIPC's Disaggregated Residential Allocation Model/ Employment Allocation (DRAM/EMPAL).

DRAM/EMPAL has been identified as an important component of the 2020 RTP development process. DRAM/EMPAL has the potential to provide local agencies the ability to analyze relationships between land use and transportation scenarios and their impact on policy measures such as urban redevelopment, suburban sprawl, transit use, air quality, and travel demand. Despite ongoing delays due to problems encountered with calibrating the model to reflect the metropolitan area, CATS and NIPC staff assert that they are committed to developing the model as an effective planning tool. Upon completion of the baseline scenarios using DRAM/EMPAL and the CATS sketch models based on NIPC's March 1994 regional demographic forecasts, a decision concerning the future use of DRAM/EMPAL in the planning process will be made.

A number of representatives from CATS member agencies expressed concern regarding the coordination and integration of the CATS transportation model, DRAM/EMPAL, and other implementing agency's models. While agencies or jurisdictions such as the RTA and Metra may have their own models for the purpose of project level analysis and are moving ahead with separate efforts for model improvements, staff from all agencies emphasized a desire to ensure the consistency of the transportation networks, model assumptions, and data. Toward that end, all agencies utilize the NIPC demographic figures as baselines for their models, while local jurisdictions typically make use of trip tables from the CATS regional model. CATS' technical staff expressed the hope that in the long term their regional model would serve as a resource to all member agencies and would complement each agency's on-going technical program.

Observations and Observations

1. CATS Modeling Enhancements: There has been significant progress in implementing the CATS modeling enhancements identified in the October 1994 federal consultation meeting. However, delays in completion of model updates continue to limit CATS' ability to address metropolitan planning and air quality conformity requirements in a timely manner. In order to meet its commitments, the CATS Policy Committee should ensure that completion of modeling enhancements is a top priority.

2. Integration of Land Use and Travel Demand Modeling Efforts: Work is currently under way by NIPC to integrate the recently implemented DRAM/EMPAL land use models with the CATS transportation demand model. At present, outputs from the land use models are used as input to the transportation planning process. Future efforts to enhance the integration of land use and transportation models will improve CATS' capacity to perform sensitivity analyses based on alternative transportation/land use scenarios. This is particularly important for developing an updated plan that will guide regional decisions.

3. Inter-Agency Modeling Coordination: CATS should work with all participating agencies to develop a process to ensure consistency and coordination of modeling efforts. This could reduce overlapping agency activities and enhance technical coordination through the assignment of lead responsibility for integration of model components such as the transit network with the RTA and CATS models.

VIII. Meetings with Representatives of the General Public and Local Elected Officials

A. General Public

The EPR site visit included an open public meeting to solicit input from the general public and representatives from public interest groups who participate through CATS committee and task force structure. Participants expressed concerns over the lack of a citizens' advisory committee or a seat for a public representative or transit users group on any of the formal CATS decision making committees such as the Policy Committee, the WPC, or the Regional Transportation Plan Committee. The public participants also expressed concern with regard to proportional representation of city and suburban residents on key planning committees. Some public participants also expressed uncertainty over how input received from the public is considered, evaluated, and ultimately incorporated into the planning process. Finally, the location of quarterly meetings of the CATS Policy Committee in suburban Schaumberg was identified as a constraint to more effective public involvement. The location is relatively inaccessible by transit and a long drive by automobile from downtown which limits public access to decision makers during policy meetings.

B. Local Elected Officials

During the site visit, the federal review team met with the CATS Council of Mayors. The CATS Council of Mayors serves as a link between the CATS Policy Committee and the 267 municipalities in the region. The Council of Mayors consists of local elected officials and their representatives from the 11 subregional councils and the City of Chicago. The Council meets as an executive committee on a regular basis and provides significant input to developing plans and programs. Council members voiced resounding support for the current planning process and expressed that they were active participants in the planning process. Council members also reported that project selection was not based on parochial interests, but rather on regional interests and on a project's status as "ready to go." Many members also praised ISTEA for strengthening the role of the MPO and for supporting decision making at the local level.

Conclusions

The EPR of the Chicago area metropolitan transportation planning process reveals that progress is being made in meeting a number of the challenges set forth in ISTEA. CATS' committee, subcommittee, and task force structure have expanded opportunities for participation of various stakeholders throughout the planning process. Other noteworthy efforts include the development of competitive CMAQ project prioritization criteria, financially constrained planning through the use of financial targets, enhanced public outreach, efforts to increase public awareness of air quality concerns, and a greater focus on intermodal and non-motorized transportation issues.

Conversely, the region still faces a number of transportation planning challenges. Primary among these challenges is ensuring that existing funding agreements and local project prioritization processes fit within a regional decision-making context. The 2020 Regional Transportation Plan can play a major role in building regional consensus, developing a strategic direction to guide investments and strategies, and enhancing financial resources needed to address the impact of projected growth on the regional transportation system. Enhanced opportunities for public input at all stages of the planning process, completion of model enhancements, development of a CMS, and the use of the MIS process are key factors in the RTP development process. Each of these planning tools could support enhanced decision making, regional priority setting, and regional consensus for new funding opportunities to address regional challenges.

Appendix A

Membership and Voting, CATS Policy Committee

Representative of	Board Members	Votes
Each of the six member counties (including Cook, DuPage, Kane, Lake, McHenry, Will)	6	6
City of Chicago DOT	1	1
CATS Council of Mayors (Representing Council comprised of 11 Regional Councils and the City of Chicago)	1	1
Illinois Department of Transportation	1	1
Northeastern Illinois Planning Commission	1	1
Regional Transportation Authority (RTA)	1	1
RTA Service Boards:		
Chicago Transit Authority (CTA)	1	1
Suburban Bus Board (Pace)	1	1
Commuter Rail Board (Metra)	1	1
Illinois State Toll Highway Authority	1	1
FHWA	1	1
FTA	1	1
Private Transportation Providers	1	1
Mass Transit Districts	1	1
Railroad Companies	1	1
Total	**20**	**20**

Notes The region has no provision for weighted voting.

Appendix B

Local Participants in the EPR of the Chicago Metropolitan Area

CATS
Aristide Biciunas, Director
Andrew Plummer
Eugene Ryan
Linda Bolte
Don Kopec
David Zavattero
Janet Pilewski
Joy Schaad
Patricia Berry
Maureen Mullady

NIPC
John H. Paige
Lori Heringa

IEPA
Toby Frevert
Cheryl Kelley

IDEM
Joyce Newland

IDOT
Carla Berroyer
Randall S. Blankenhorn
Nancy Magnus
William Doherty
Carl Mikyska
Susan Stitt
Mike Williamsen

CDOT
John Tomczyk
Luann Hamilton
Richard Hazlett
Joe Alonzo

NIRPC
Steve Strains
Bill Brown
Gil Goodwin
Jackie Anders

RTA
Ronald Shimizu
Nancy Karasek
Sidney Weseman

CTA
Marty Johnson
Jim Blanchard
Bob McNeill

METRA
Jerry Hoff
Gary Foyle

PACE
James Jarzab

Federal Agencies
Patricia Morris, USEPA
Andy Minyo, FTA Region V
Don Gismondi, FTA Region V
Linda Glover, FTA Region V
Victor Austin, FTA Region V
Philip E. Miller, FHWA Region 5

Local Officials Round Table Session Attendees-

CATS Council of Mayors Executive Committee Members
Jack Williams, North Central Council, President Village of Franklin Park
Vivian Lund, DuPage Council, Mayor City of Warrenville
Jeff Schielke, Kane Council, Mayor City of Batavia
Richard Hohs, North Shore Council, President Village of Morton Grove
David Owen, South Council, President Village of South Chicago Heights
Louis Sherman,South Council, President Village of Steger
Ernest Kolb, Southwest Council, President Village of Oak Lawn
Bonnie Strack, Southwest Council, Mayor City of Palos Heights
Jo Ann Eckmann, Lake Council, Mayor Village of Libertyville
Don Randich, Will Council, Mayor City of Crest Hill
Rae Rupp Srch, DuPage Council, President Village of Villa Park
Sidney Mathias, Northwest Council, President Village of Buffalo Grove

Other Attendees
John Heinz, Village of Barrington
David C. Seglin, North Shore and Northwest Councils
Kenneth J. Kelgard, Village of Niles
Alicia Hanlon, Will County Governmental League
Pamela A. Joseph, Village of Oak Lawn
Vicki Smith, Southwest Council of Mayors
Ed Paesel, Third Airport Clearing House
Nancy Baker, McHenry County Council

Lynn Montei, DuPage Mayors and Managers Conference
Carl Schoedel, DuPage Mayors and Managers Conference
Bruce Christensen, Lake Council
Janice Morrissy, So. Suburban Mayors and Mgrs. Assoc.
Terry Heffron, Kane Council
Karyn Romano, North Central Council
Thomas Rickert, Kane County
John J. Sinde, Westchester Mayor

General Public Round Table Session Attendees

Rob Michaels, Env. Law Policy Center
Merl Shelton, ATC/ VANCOM
Wendy Siegel, Heartland Alliance
Jackie Grimshaw, Center for Neighborhood Tech.
Ray Lang, AMTRAK
Dave Schulz, Intfrastructure Technology Institute
Kathleen M. Moran, People with Disabilities
A. G. Anglum, Harris Bankcorp
Randy Neufeld, Chicagoland Bicycle Federation
Owen Hayes, Federal Reserve Bank of Chicago
Joel Stauber, Lake Cook TMA
Michael W. Wagner, Private Providers
Bob Jones, Jr., Business & Professional People for the Public Interest

Appendix C

Agenda for EPR Site Visit to the Chicago Metropolitan Area

December 11 - 14, 1995

Monday December 11, 1995

Location: CATS
300 West Adams St.
(312)793-3456

8:00 - 9:00 Federal Team Meeting

9:00 **Meeting with Locally Elected Officials**
(EPR Discussion on Agenda for 10 a.m.)

Federal Team Discussion Leader: Status/Update/Discussion
Joel Ettinger, FTA Region V

Council of Mayors Executive Committee

12:00 - 1:00 Lunch

1:00 - 1:30 **Introductions--Objectives of the Enhanced Planning Review**

Joel Ettinger, FTA Region V
Sheldon Edner, FHWA Headquarters

Federal Team
- FHWA/FTA Regional Staff
- FHWA Division Staff
- FHWA/FTA Headquarters Staff
- US DOT/Volpe Center Staff

Local Participants (Requested to participate in all sessions.)
- Chicago Area Transportation Study (CATS)
- Illinois Department of Transportation (IDOT)
- Illinois Environmental Protection Agency (IEPA)
- Northeastern Illinois Planning Commission (NIPC)
- Regional Transportation Authority (RTA)
  - Chicago Transit Authority (CTA)
  - Commuter Rail Board (Metra)
  - Suburban Bus Board (Pace)
- Chicago DOT
- CATS Council of Mayors-Suburban Representative

Additional Participants (Requested to participate in specific sessions.)
Illinois State Toll Highway Authority (ISTHA)
Northwestern Indiana Regional Planning Commission (NIRPC)
Indiana Department of Transportation (INDOT)
Indiana Department of Environmental Management (IDEM)
U.S. Environmental Protection Agency (USEPA)

Overview of the Enhanced Planning Review

William Lyons, US DOT/Volpe Center

Format for all sessions--Regional agencies provide a brief overview of local approach to topic and update on future directions followed by a discussion with the Federal Team.

1:30 - 4:00 **Organization of the Planning Process and Integration of Planning Activities**
- CATS Structure and Organization
- Inter Agency Coordination: CATS, State, RTA, other
- Coordination between CATS and NIRPC

Federal Team Discussion Leader: Status/Update/Discussion
Jon-Paul Kohler, FHWA Illinois Division

CATS, IDOT, IEPA, NIPC, RTA, ISTHA, CTA
Metra, Pace, Chicago DOT, Council of Mayors, NIRPC, INDOT, IDEM

4:00 - 5:00 **Local Transportation Issues (Economic, Political, Demographic Trends)**

Federal Team Discussion Leader: Status/Update/Discussion
Douglas, Gerleman, FTA Region V

CATS, IDOT, IEPA, NIPC, RTA, ISTHA, Chicago DOT, Council of Mayors
NIRPC, INDOT, IDEM

Tuesday December 12, 1995

Location: CATS
300 West Adams St.

9:00 - 12:00 **Relationship of Strategic Goals and Objectives to Products of the Planning Process**
- Development of the Strategic Goals and Objectives
  - Plan, Updates, and the Future

- Relationship of the Plan to the TIP
  - Project Review and Selection Process
  - Project Selection Criteria
- Relationship of Plan and TIP to the SIP
  - CMAQ Projects
  - Correspondence of Analysis Years and CAAA Milestone Years
- Focus on ISTEA Evolution
  - UPWP

Federal Team Discussion Leader: Status/Update/Discussion
Sam Herrera-Diaz, FHWA Region 5

CATS, IDOT, IEPA, NIPC, RTA, ISTHA, Chicago DOT, Council of Mayors

12:00 - 1:00 Lunch

1:00- 3:00 **Integration of the ISTEA Sixteen Factors, MIS, and CMS in Plan and TIP Development**

Focus on:
- -Integration of Land Use and Transportation Planning
- -MIS and the Identification of Regional Transportation Needs
- -Integration of CMS Data in the RTP and TIP Development Process

Federal Team Discussion Leader: Status/Update/Discussion
Douglas, Gerleman, FTA Region V

CATS, IDOT, IEPA, NIPC, RTA, Chicago DOT, Council of Mayors

3:00 - 5:00 **Financial Planning, Financial Constraint, and Flexible Funding**
- -Sub-allocation of STP and Section 9 Funding
- -Operations and Maintenance Costs

Federal Team Discussion Leader: Status/Update/Discussion
Sheldon Edner, FHWA Headquarters

CATS, IDOT, IEPA, NIPC, RTA, ISTHA, CTA
Metra, Pace, Chicago DOT, Council of Mayors

Wednesday December 13, 1995

Location: CATS
300 West Adams St.

8:30 - 10:30 **Integration of Regionally Significant Transportation Planning Activities**
- Strategic Transit Planning
- Multimodalism and Goods Movement
- Airport, Port, Other

Federal Team Discussion Leader: Status/Update/Discussion
William Lyons, USDOT Volpe Center

CATS, IDOT, IEPA, NIPC, RTA, ISTHA, CTA
Metra, Pace, Chicago DOT, Council of Mayors

10:30 - 1:00 **Public Involvement Process**

Federal Team Discussion Leader: Status/Update/Discussion
Paul Fish, FTA Region V

CATS, IDOT, IEPA, NIPC, RTA, CTA
Metra, Pace, Chicago DOT, Council of Mayors, Public Representatives

11:30 - 1:00 **Concurrent Session- Modelling Issues Related to Conformity** (Technical Focus)

Federal Team Discussion Leader: Status/Update/Discussion
Ron Fisher, FTA Headquarters

CATS, IDOT, RTA, USEPA

1:00 - 2:00 Lunch

2:00 - 3:30 **Regional Coordination of Demand Modelling and Forecasting**

Federal Team Discussion Leader: Status/Update/Discussion
Sam Herrera-Diaz, FHWA Region 5

CATS, IDOT, IEPA, NIPC, RTA, Chicago DOT
NIRPC, INDOT, IDEM, USEPA

3:30 - 5:00 **Regional Coordination of Air Quality Planning and CAAA Conformity**

Federal Team Discussion Leader: Status/Update/Discussion
Sam Herrera-Diaz, FHWA Region 5

CATS, IDOT, IEPA, NIPC, RTA, Chicago DOT, Council of Mayors
NIRPC, INDOT, IDEM, USEPA

P.M. Federal Team Meeting to Discuss Findings- First Session

Thursday December 14, 1995

Location: IDOT District Office
Schaumburg, IL
(708)705-4000

8:30 - 10:00 Federal Team Meeting to Discuss Findings- Second Session

10:00 **Meeting with CATS Policy Committee**

Federal Team Discussion Leader: Status/Update/Discussion
Michael Cook, FHWA Illinois Division

CATS Policy Committee

12:00 - 1:00 Lunch

1:00 - 3:00 **Federal Team Presentation of Preliminary Findings and MPO Response**

Federal Team Discussion Leader:
Jon-Paul Kohler, FHWA Illinois Division/ P. Douglas Gerleman, FTA Region V

Federal Team & Local Participants

Appendix D

List of Documents Reviewed

1. 2010 Transportation System Development Plan, CATS, June 1990.

2. 2010 Transportation System Development Plan, Technical Process Report Volume 1: Planning Process, CATS, June 1990.

3. 2010 Transportation System Development Plan, Technical Process Report Volume 2: Appendices, CATS, June 1990.

4. 2010 Transportation System Development Plan Update, CATS, March 1994.

5. Transportation Improvement Program for Northeastern Illinois, FY 1994-1999, CATS, December 1994.

6. Transportation Improvement Program for Northeastern Illinois, FY 94, FY 95, FY 96 Elements, FY 97-98 Multi-Year Program, Conformity Supplement, CATS, June 1994.

7. UWP Unified Work Program for Transportation, Northeastern Illinois Fiscal Year 1996, CATS, June 1995.

8. TIP Change and Project Grouping Procedures, CATS, no date.

9. Regional Transportation Authority Strategic Plan, RTA, no date.

10. Strategic Plan for Land Resource Management, Northeastern Illinois Planning Commission, June 1992.

11. ByLaws of the Chicago Area Transportation Study, CATS, March 1993.

12. Traffic Congestion Management System for Northeastern Illinois, Work Plan, CATS, August 17, 1995.

13. Public Involvement Community Issues and Concerns, Destination 2020, CATS, August 1995.

14. Public Involvement Plan, CATS, March 1995.

15. Public Involvement Strategies for the 2020 Regional Transportation Plan, Destination 2020, CATS, April 1995.

16. A Clean Air Primer for Northeastern Illinois, CATS, October 1995.

17. Transportation Control Measures Contribution to the Control Strategy State Implementation Plan, CATS, March 1995.

18. Transportation Control Measures Contribution to the 15% Rate of Progress State Implementation Plan, CATS, December 1993.

19. Illinois State Implementation Plan, Chicago, 15 Percent Rate of Progress Plan, Illinois Environmental Protection Agency, November 1993.

20. Letter to CATS on Conformity Analysis w/ Enclosures, Illinois Environmental Protection Agency, July 28, 1995.

21. Illinois State Implementation Plan for Vehicle Miles Traveled in the Chicago Ozone Nonattainment Area, Illinois Environmental Protection Agency, July 1994.

22. Illinois State Implementation Plan 15 Percent Rate of Progress Plan, Appendix III, Illinois Environmental Protection Agency, June 15, 1995.

23. Illinois Ozone State Implementation Plan: 1990 Ozone Precursors Emissions Inventory for the Chicago Area, Illinois Environmental Protection Agency, November 1993.

24. Transportation Improvement Program FY 1996-1998, NIRPC, June 27, 1995.

25. Northwestern Indiana Regional Transportation Plan, NIRPC, November 1994.

26. Unified Work Program for Transportation, NIRPC, June 1995.

27. Air Quality Conformity Determination: Northwestern Indiana Regional Transportation Plan and Fiscal Year 1995 Transportation Improvement Program, NIRPC, December 14, 1994 .

28. Proposed Intermodal Connectors to the National Highway System for Northeastern Illinois, CATS, September 11, 1995.

29. Intelligent Transportation Systems Strategic Early Deployment Plan for Northeastern Illinois: Scope of Work, CATS, July 13, 1995.

30. NIPC Reports, NIPC, December 4, 1995.

31. Operation GreenLight: A Transportation Plan for Northeastern Illinois, IDOT, no date.

32. Future Agenda for Suburban Transportation, Metra and Pace, April 1992.

33. CATS Council of Mayors, CATS, December 1995.

34. 1996 Annual Budget and Five-Year Program, RTA, November, 1995.

35. The Economic Impacts of the RTA System on the Regional and State Economies, Cambridge Systematics, Inc., with Vlecides-Schroeder Associates, Inc., Beatta Welsh, and Ernest Sawyer Enterprises, Inc., January 1995.

36. Strategic Plan, Pace, November 1988.

37. Comprehensive Operating Plan: Technical Supplement, Pace, March 1992.

38. Pace Comprehensive Operating Plan: 2010 Vision, Pace, no date.

39. 1996 Marketing Plan, Pace, December 1995.

40. Initiating a STP Project, Will County Government League, February 9, 1995.

41. Surface Transportation Program Implementation Policy, McHenry County Council of Mayors, February 2, 1995.

42. Project Priority Methodology, Kane Council, November 2, 1992.

43. Project Selection Methodology, Lake County Council of Mayors, January 1993.

44. Surface Transportation Program Policies and Procedures for DuPage County, DuPage Mayors and Managers Conference, December 1993.

45. Central Region Council of Mayors STP Program Prioritization Methodology, West Central Municipal Conference, February 1995.

46. STP Project Selection and Programming Process of the South Suburban Mayors and Managers Association, South Suburban Mayors and Managers Association, no date.

47. STP Handbook, Southwest Council of Mayors, no date.

48. Surface Transportation Program Project Selection Guidelines, Northwest Council of Mayors, no date.

49. STP Program Prioritization Methodology, North Central Council of Mayors, no date.

50. Surface Transportation Program Project Selection Guidelines, North Shore Council of Mayors, no date.