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YEAR 2000 TRANSPORTATION SYSTEM DEVELOPMENT PLAN

CHICAGO AREA TRANSPORTATION STUDY

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YEAR 2000 TRANSPORTATION SYSTEM DEVELOPMENT PLAN

CHICAGO AREA TRANSPORTATION STUDY 300 WEST ADAMS STREET CHICAGO, ILLINOIS 60606

SEPTEMBER 1980

To The Elected Public Officials and Citizens
of the Northeast Illinois Region.

We take pleasure in presenting a summary description of the Year 2000 Transportation System Development Plan for the six county Northeastern, Illinois Region. The report presents a multimodal plan description, estimates of anticipated revenues and costs, and a summary of the plan making process. The plan has been endorsed by the Policy Committee of the Chicago Area Transportation Study (CATS), and the Regional Transportation Authority (RTA) and adopted by the Northeastern Illinois Planning Commission (NIPC).

The purpose of the Year 2000 Transportation System Development Plan is to guide the investment of transportation funds over the coming twenty years. The forecasts of socio-economic activity and other assumptions used in developing the plan will be continuously monitored and corrected as necessary. Future uncertainties regarding energy and financial resources require that these particular areas be closely watched. This monitoring activity will be used during the annual plan review process and will serve as the basis of any future updates of the plan.

We respectfully recommend that the Year 2000 Transportation System Development Plan be considered in preparing your investment decisions. We seek your continuous comments and recommendations for maintaining and improving the transportation system for our area.

Respectfully submitted,

John D. Kramer

John D. Kramer
Chairman
Policy Committee - CATS

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CHICAGO AREA TRANSPORTATION STUDY

POLICY COMMITTEE

R E S O L U T I O N

A RESOLUTION ENDORSING THE YEAR 2000 TRANSPORTATION SYSTEM DEVELOPMENT PLAN DOCUMENT

WHEREAS, it is necessary to the economic and social wellbeing of Northeastern Illinois to provide a safe and efficient transportation system; and

WHEREAS, in order to provide such a transportation system and to insure maximum benefit be derived from available funds, a long range plan is necessary and desirable; and

WHEREAS, the Year 2000 Transportation System Development Plan was the product of extensive technical study and analysis; and

WHEREAS, public and local official review and comment were an integral part of the plan development process; and

WHEREAS, the Year 2000 Transportation System Development Plan has been endorsed by the Regional Transportation Authority; and

WHEREAS, the Year 2000 Transportation System Development Plan has been adopted by the Northeastern Illinois Planning Commission.

NOW THEREFORE BE IT RESOLVED THAT: the Policy Committee of the Chicago Area Transportation Study hereby endorses the Year 2000 Transportation System Development Plan document.

BE IT FURTHER RESOLVED THAT: the Secretary of the Policy Committee is directed to print and distribute copies of the Plan document.

The above and foregoing resolution is hereby adopted this 4th day of September 1980.

Jerome Butler
Vice Chairman, CATS Policy Committee

Aristide E. Biciunas
Secretary, CATS Policy Committee

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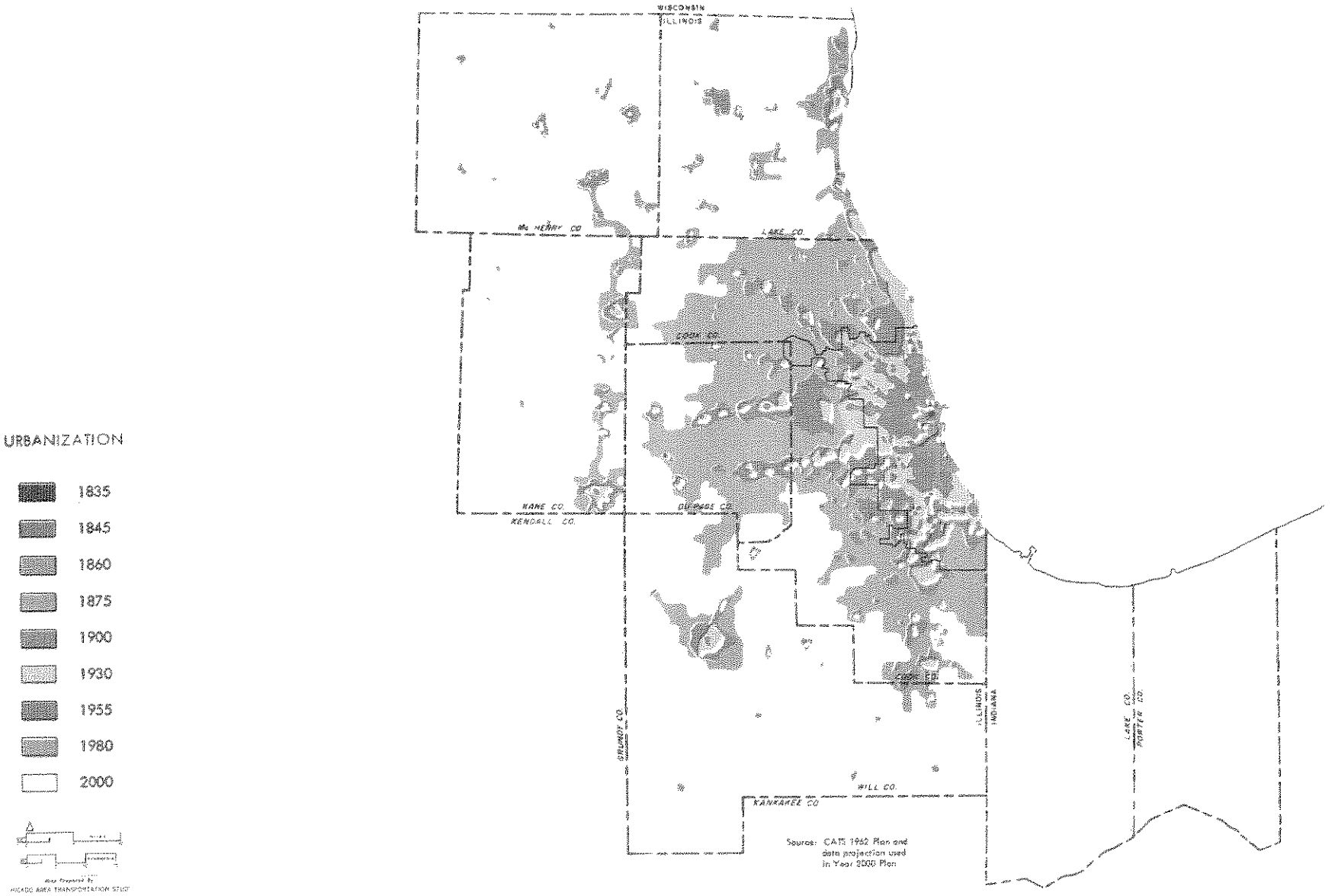
I. INTRODUCTION

Transportation is one of the more important services that governments provide for their citizens. Without an adequate transportation system, we could not take advantage of many opportunities to improve our quality of life, and we would certainly experience a much lower standard of living. Unfortunately, the provision of good transportation service is expensive, and funds are limited. Therefore, it is important that we plan our future transportation improvements so that we have the best system possible within this constraint. The major improvements necessary require a substantial lead time for implementation and thus must be delineated well in advance of the desired completion date. Transportation services need to be mutually supportive and coordinated with overall regional objectives to yield optimum results. The impacts of transportation decisions reach far into the future and can have both positive and negative consequences to many aspects of community life. These conditions establish the need for a multimodal long range transportation plan.

The first regional transportation plan was published by CATS in 1962. This highway and transit plan had a target year of 1980 and covered Cook County and a portion of DuPage County. Three smaller subregional planning studies followed in 1969, the Fox River Valley Transportation Study, the Joliet Area Transportation Study and the Lake County Transportation Study. In 1971 CATS' original plans and proposals generated by these subregional studies and the City of Chicago's Comprehensive Plan were combined into an Interim Plan covering the six county area. Then a full six county area planning effort culminated with the 1995 Transportation System Plan adopted in 1974. Since that time this plan, with subsequent updates, has served as the official regional transportation plan. The Year 2000 Transportation System Development Plan represents a thorough and complete reevaluation of the long range transportation needs of the six county Chicago Metropolitan Area and replaces the 1995 Plan.

The Year 2000 Plan was prepared by the staff of the Chicago Area Transportation Study in close cooperation with the CATS Work Program Committee. The Plan developed through this coordinated process provides a generalized guide for efficient development of the regional transportation system. Because the Plan recognizes the need to preserve existing facilities, over 60 percent of the capital resources available are planned for maintaining and upgrading the existing system. The proposed facilities contained in the plan document must not be construed as recommending precise alignments or specifications. Rather, they indicate corridors where a major new facility will either relieve existing problems or increase the available transportation supply for anticipated future need. Before a facility contained in the Year 2000 Plan is constructed it must be subjected to detailed corridor and engineering studies by the agencies responsible for implementing such an improvement. In general, the implementing agency does not necessarily now own, have rights to, or possess consent of the owner of any right-of-way needed. This is true even in the case where the owner of the right-of-way is a member of or is represented on the policy boards endorsing this Plan.

Figure 1 REGIONAL GROWTH PATTERNS - 1835 to 2000



Recently, the Burnham Freeway was dedesignated from the Interstate System. This action freed approximately two billion dollars for transportation projects in the first six years of the plan period; however, funds for large scale capital projects will become increasingly scarce over the long run, as maintenance will be stressed. Some of the major projects recommended in the plan are in the proposed Interstate Transfer Program and will be implemented in the next six years. Those major projects not in that program may not be constructed until near the end of the twenty-year period of the plan.

Planning Environment

In the five years since the 1995 Plan has been adopted, several issues have either grown in importance or have been clarified, and some changes have occurred in the planning environment. These changes, taken together, have significantly altered expectations of what a regional transportation plan should do. Some of these factors are:

1. Transportation funding assistance has been inadequate to keep pace with inflation in the last several years. The combination of slow growth in funds and rapid inflation of costs has led to a situation in which little money is available for major transportation improvements once needed maintenance and operating costs are covered. Specifically, it looked more and more certain that the 1995 Plan could not be realized due to this constraint. The Year 2000 Plan was prepared with constant concern for the need to minimize capital costs while providing adequate service to people and businesses in the region.

2. An increasing concern over possible energy shortages in the future, particularly regarding motor fuel, has emerged. It is not possible to predict what the future fuel supply situation will be, although such a prediction would obviously be very useful in preparing a transportation plan. In order to address the energy issue, the final stages of the plan evaluation process used two different future energy scenarios, testing each alternative against both a "high" and a "low" energy availability condition.

3. In 1976, the Northeastern Illinois Planning Commission (NIPC) adopted a new regional Comprehensive General Plan (CGP). This was followed in 1978 by several functional plans, including a Land Use Plan. One important aspect of this Land Use Plan is its emphasis on future development in existing urban areas rather than geographical expansion of the urban area. Figure 1 shows that the expansion of urbanization in the next 20 years is expected to be much less than in the past. The Year 2000 Plan has been developed to contribute to the achievement of the goals of the comprehensive plan and is consistent with the land use and other functional plans.

4. The 1995 Plan was based on population, employment and land use forecasts first prepared by NIPC in 1968. This called for a northeastern Illinois population of approximately 10.5 million by 2000. Monitoring of regional demographic and economic trends made it clear by the mid 1970s that this forecast was too high. NIPC lowered its population forecasts for 2000 to 9.2 million in 1974 and to 9.0 million in 1976. In 1977, the Illinois Bureau of the Budget published a forecast of just under 8 million persons for 2000, some 2.5 million less than the forecasts on which the 1995 Plan was based. In order to be in conformance

with the Governor's office planning directives, the forecasts that were used as an input to the Plan were generated by factoring NIPC's small area results into conformance with the Bureau of the Budget's county level projections. The resulting Year 2000 forecasts are summarized in Table 1.

Table 1 YEAR 2000 FORECASTS

	Year 2000 Plan (1978)	NIPC (1976)	BOB (1977)
HOUSEHOLD			
Cook	2,180,752	2,180,752	2,257,375
DuPage	301,729	327,233	287,395
Kane	158,468	143,526	166,988
Lake	230,963	232,534	219,870
McHenry	78,906	78,732	83,056
Will	192,233	179,169	202,472
Region	3,143,051	3,141,946	3,217,156
POPULATION			
Cook	5,540,739	6,115,620	5,277,647
DuPage	903,611	989,716	860,969
Kane	434,161	434,161	448,899
Lake	642,250	705,731	611,725
McHenry	239,220	240,071	227,703
Will	563,366	563,356	553,356
Region	8,323,347	9,048,655	7,980,299
EMPLOYMENT			
Cook	3,140,803	3,311,761	3,112,422
DuPage	251,954	348,637	243,429
Kane	137,353	151,146	136,907
Lake	180,239	235,533	178,999
McHenry	54,949	54,112	54,341
Will	107,436	126,686	107,187
Region	3,872,734	4,227,875	3,833,285

Several additional issues were important in the development of the Year 2000 Plan. The impact on air quality was important in evaluating alternative plans. Concern for the public transportation needs of the mobility-limited, and the costs that will be necessary to meet these

needs, was a factor in the transit planning work. The viability of improved transportation system management as an alternative to major capital investment was considered, too. By addressing these concerns, the Year 2000 Plan has been made an effective and relevant guide for regional transportation investment decisions in the coming years.

Goals and Objectives

The Plan was developed to be consistent with and reflect all the goals and policies contained in the following comprehensive plans:

1. The Comprehensive Plan of Chicago, Department of Development and Planning, City of Chicago, December 1966.

2. Comprehensive General Plan for the Development of the Northeastern Illinois Counties Area. Northeastern Illinois Planning Commission, August 18, 1977.

In addition to the goals, policies and assumptions in these plans, which outline the growth and development objectives of the region, the Year 2000 Plan attempts to implement the following transportation policies:

Policy I. The region's transportation system, both now and in the future, must be maintained in good operating condition.

Policy II. The following transportation objectives will be met in the most cost efficient manner.

1. Provide citizens and business users with safe, economical and efficient transportation service in response to their needs.

2. Provide transportation service that enhances the social, economic and environmental conditions in the region.

3. Assure that a high level of transportation service is available to the economically disadvantaged.

4. Develop a transportation system that uses energy efficiently and is adaptable in response to possible energy shortages.

5. Provide for the transportation needs of people who suffer from mobility limitations.

6. Provide a real choice of transportation modes to all segments of society.

7. Maintain the high accessibility of the Chicago Central Business District.

8. Enhance the Chicago region's position as a major hub of national and international passenger and freight travel.

The first policy was accounted for in the planning process by calculating the magnitude of system expansion only after future anticipated revenues were reduced by subtracting adequate funds to maintain the system. Thus, the proposed expansion of the system is scaled so as not to jeopardize the maintenance of the transportation system. The eight objectives of Policy II were used to guide development of plan alternatives and evaluation of those alternatives during the planning process. Measures were developed for those objectives that could be quantified; they are listed in Table 2. Each alternative plan was simulated with anticipated Year 2000 travel, and the values for these measures were calculated. Additionally, each proposed project in the alternatives was evaluated against the goals and objectives from the comprehensive General Plan and assessed for compatibility with other functional plans. Measures such as environmentally sensitive features in the right-of-way, service provided to Mature Urban Areas and Municipal Service Areas, and access to developments of regional importance and major recreational facilities were used. The results of these analyses were used in the alternatives evaluation and plan selection processes.

Plan Implementation

Even in the Year 2000 most of the region's travel will occur on facilities that are in place today. In a few cases complete replacement of a deteriorated structure will prove to be cost effective, but in most instances maintenance and rehabilitation of existing facilities will be the most efficient alternative. Preservation of the investment in the existing system is a governing aspect of the Plan. In addition to maintaining the existing system, every effort to get maximum utilization out of it needs to be made if scarce public funds are to be conserved. The strategies used to achieve this goal are formally outlined in the document, "The Transportation System Management Plan for Northeastern Illinois." This TSM document describes how the region intends to use the existing system in conjunction with certain operational policies and practices, as well as some low cost minor modifications to existing facilities, to insure maximum efficiency in the use of existing transportation resources.

The first step in implementing the Plan is the development of a five-year Transportation Improvement Program (TIP) and its Annual Element. This document, produced annually, lists the transportation improvements to be implemented in the next five years with an Annual Element indicating those projects to be implemented during the next year. The TIP is developed under the direction of CATS, as Metropolitan Planning Organization, in cooperation with project implementors and the Northeastern Illinois Planning Commission (NIPC), the regional comprehensive planning agency. The key implementing agencies are the State of Illinois, the Regional Transporation Authority (RTA), the six county governments, the City of Chicago, the Chicago Transit Authority (CTA), and the more than 260 suburban municipal governments acting through regional councils of mayors.

Implementors develop project proposals as candidates for inclusion in the TIP. The projects are screened on technical performance and economic bases, as well as reviewed for their consistency with regional plans. The program is constrained by available financial resources, so only those projects that best contribute to the short and long term needs of the region are ultimately included in the TIP. After a project is included in the TIP, the implementor is then responsible for construction of the facility and putting it into service.

Table 2

QUANTITATIVE SYSTEM MEASURES FOR OBJECTIVES

Objective: Provide citizens and business users with safe, economical and and efficient transportation service in response to their needs.

Measures:

- Average travel time per trip.
- Average user cost per trip.
- Index of accessibility to employment.
- Highway accident costs.
- Vehicle miles of travel exceeding Level of Service "D" on highway system.

Objective: Provide transportation service that enhances the social, economic and environmental conditions in the region.

Measures:

- Total pollutant emissions by type (hydrocarbons, carbon monoxide, nitrogren oxides).
- Number of potential violation sites of carbon monoxide air quality standards.

Objective: Assure that a high level of transportation service is available to the economically disadvantaged.

Measure:

- Ratio of average trip travel time of low and moderate income areas to the regional average.

Objective: Develop a transportation system that uses energy efficiently and is adaptable in response to possible energy shortages.

Measures:

- Fuel consumption on highway network.
- Households within reasonable access distance of fixed rail service.
- Jobs within reasonable access distance of fixed rail service.

Objective: Provide a real choice of transportation modes to all segments of society.

Measure:

- Average trip time for all trips made if auto mode was generally not available for long haul trip making.

Objective: Maintain the high accessibility of the Chicago Central Business District.

Measure:

- Average travel time of all households in the region to the Chicago Central Business District.

Each major proposed transportation facility recommended in this Plan will first require a detailed implementation study. This implementation study better defines a project by dealing with such topics as mode determination, exact alignment, operational consideration, environmental impacts and construction staging. The study is carried out by the project implementor in cooperation with other involved transportation agencies and local officials. After the study is completed the project is ready for detailed design and then actual implementation.

Critical Plan Assumptions

Producing any plan to cover a twenty year period necessitates making numerous assumptions about the future. Some of these assumptions are critical to the outcome of the planning process, and all have a certain amount of uncertainty associated with them. In the development of this plan the most critical assumptions concerned availability of financial and energy resources.

A forecast of financial resources for the transit and highway modes was prepared to guide plan development. This forecast took an optimistic view in that it assumed a reversal of the trend of the last few years: declining resources for transportation. Instead the forecast assumed that a renewed recognition of the importance of transportation would result in a modest growth in real dollar terms for transportation funding. This growth is vitally needed to provide the transportation service necessary for the overall well-being of the region, and, thus, the Plan not only assumes but advocates growth in transportation funding. If future financial resources are not as great as assumed, the Plan would, of course, have to be scaled back.

Alternative energy cost and supply futures were considered in the development of the Plan. Analysis revealed that with certain modest travel behavior adjustments and more fuel efficient vehicles, the Year 2000 could see the region requiring as little as one-half the motor vehicle fuel that is presently used. Under this condition the Plan was judged to remain useful and valid. However, more extreme energy shortages could develop; this would invalidate the premise on which the Plan is based and necessitate a substantial reworking of the Plan.

II. TRANSIT SYSTEM PLAN

The Year 2000 Transportation System Development Plan places special emphasis on improving the transit service in the region. The transit component of the plan seeks to optimize use of the existing transit system and to increase its capacity within the constraints of the financial capabilities of the region.

It is recognized that future energy availability will play a large role in determining the importance of transit in the years ahead. The plan development process considered the impact of energy availability in arriving at the recommendations for transit and highway development. The Plan recommends that serious consideration be given to near term implementation of some of the fixed rail facilities (rapid transit and commuter rail). If the energy situation worsens in the coming years and necessitates greater reliance on public transit, and if additional funding becomes available, implementation of the proposed fixed rail projects could be accelerated. If funding is available bus service could be significantly expanded in terms of service and coverage, in response to energy shortages. However, it should be understood that facilities recommended in this section are viable and justified even without a deterioration in the national energy situation. An explicit premise of the plan development work was that only those facilities that constituted a cost effective investment in a range of future energy availability situations were to be included in the Plan. This approach guarantees that scarce public funds available for transportation will be wisely spent even in the face of future uncertainties.

The rapid transit and commuter rail lines form the skeleton of the transit system. These fixed rail lines are the long haul, high capacity portion of the transit system. Because they have great impact on the surrounding communities in which they are located, need a separate right-of-way, and are generally costly to construct, they require careful planning and long lead times for construction. The bus component (including both fixed route and paratransit service) is also important but more flexible. The key roles of bus service are as local trip carriers and feeders to long haul fixed rail lines. The ubiquitous highway system throughout most of the region gives greater flexibility to location of bus service because it can share right-of-way with other vehicle traffic. This characteristic of the bus system allows modifications to the system over relatively short time frames and obviates the importance of detailed long range bus route planning.

Rapid Transit

The Plan recommends that as a first priority all existing rapid transit service should be retained. In most cases, over the next twenty years the major capital expenditures that will be required are for maintenance of structures and replacement of some rolling stock. However, some of the rapid transit system's structures will be in need of extensive rehabilitation before the Year 2000. The Loop elevated structure, as well as portions of the Ravenswood and Jackson Park-Englewood lines, are in this category. The Plan includes proposed new lakefront rapid transit lines both north and south of the Chicago CBD. More detailed corridor studies for these

proposals will determine if they could serve as replacements for portions of existing lines. The Riverbank Line is included as a central area distribution system to be supplemental to the Loop 'L,' which is to be retained. Alternatives analysis for this line will take into account all potential Central Area distributor alignments.

All the rapid transit projects listed below, with the exception of the O'Hare Extension, are subject to further investigation. Alternatives analyses and detailed corridor studies will determine specific mode and exact alignment. In addition, they will also investigate the feasibility of staging the implementation of the larger projects by constructing them in viable and useable segments. A map of the rapid transit plan is presented in Figure 2.

O'Hare Extension - from Jefferson Park station to O'Hare airport via the Kennedy Expressway median. (Note: This project is under construction as of the date of this plan document.)

Skokie Swift Extension - from the present terminus at Dempster Street to the Old Orchard Shopping Center area via abandoned North Shore Railroad right-of-way.

Dan Ryan Extensions - from the present terminus at 95th Street southeast along the median of the Calumet Expressway to 103rd Street; and from the 95th Street terminal southwest along the I-57 median and ICG Blue Island branch rail right-of-way to Vermont Street in Blue Island. The corridor study for these lines will determine the feasibility of implementing one or both lines, particularly in light of potential impacts on Rock Island ridership. (Note: ICG commuter service on the Blue Island branch would likely be discontinued if the southwest extension were implemented.)

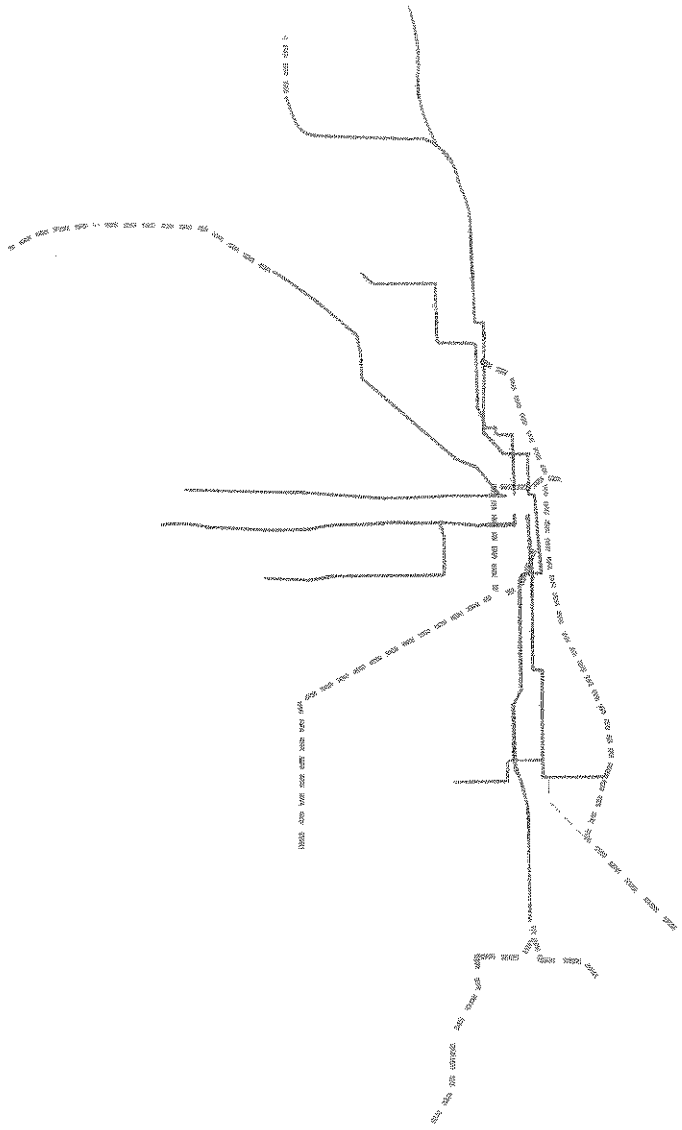
Southwest Line - from the south end of the Central Area southwest to Cicero Avenue, then south along Cicero Avenue to the Ford City Shopping Center.

North Lakefront Line - from the North Michigan Avenue area at Grand Avenue, north along the lake to the vicinity of either Diversey or Belmont Avenues with a connection to the Howard/Ravenswood right-of-way. In the future, this line could be extended further north either as a replacement for the Ravenswood line or as a new line continuing north along the lakefront.

South Lakefront Line - from Grand Avenue south along the east side of the Central Area to 95th Street and South Chicago Avenue via ICG rail right-of-way and Conrail right-of-way. The corridor study for this line would determine whether it should function as a new rapid transit service, a replacement for the south side elevated structure, or a rapid transit type service by ICG trains along the in-city (main line to Kensington) portion of the ICG commuter service. As part of staged implementation, the Conrail portion of this proposed line could be built first and connected to the existing south side elevated structure.

Riverbank line - using rail right-of-way west from Navy Pier along the Chicago River then turning south to run on the west side of the south branch, serving commuter rail stations, to the Pilsen community where provision for easy transfer to the Southwest Line could be made. A detailed implementation study will consider the impact on existing railroad operations and capacity.

Figure 2 YEAR 2000 RAPID TRANSIT SYSTEM

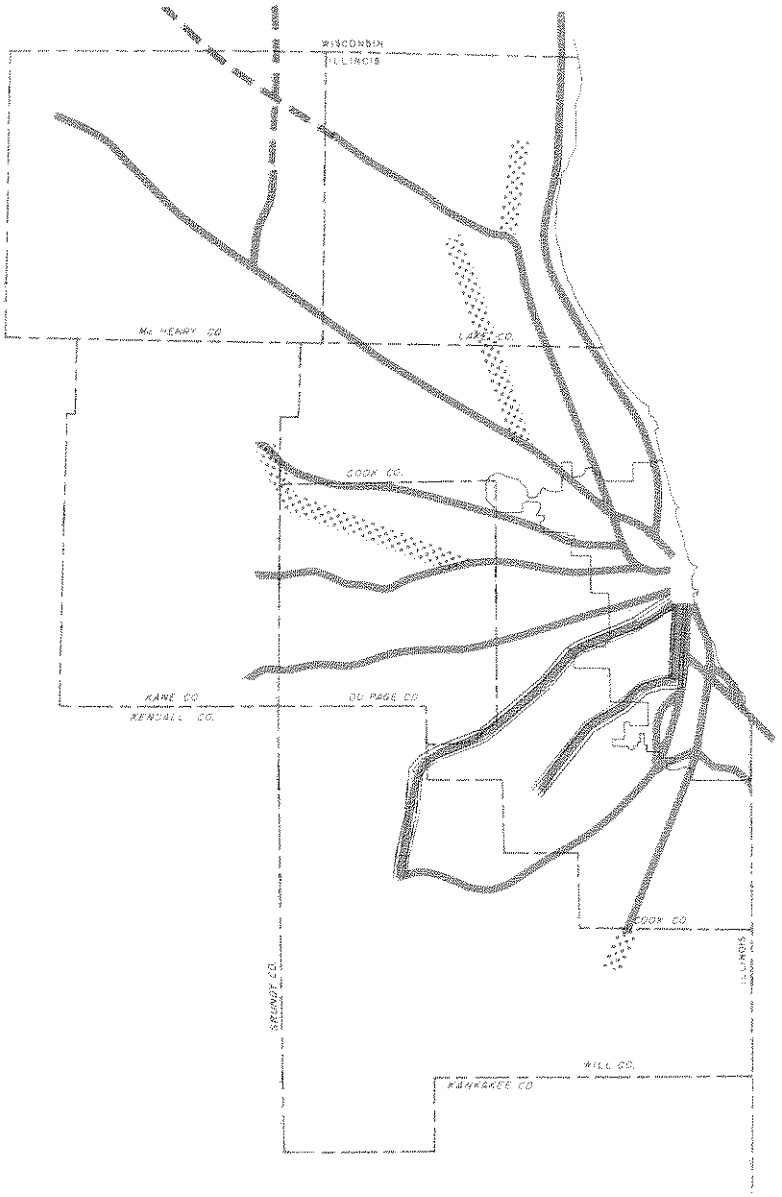


EXISTING RAPID TRANSIT

PROPOSED RAPID TRANSIT

INTERIM CONNECTION

Figure 3 YEAR 2000 COMMUTER RAIL SYSTEM



EXISTING COMMUTER RAIL

MASS TRANSPORTATION CORRIDOR

SUBSTANTIALLY IMPROVED SERVICE

SERVICE CURTAILMENT

Dan Ryan/State Street Subway Connection - allows Dan Ryan trains to leave their existing alignment south of 18th Street and make the transition to the State Street subway tunnel near Roosevelt Road. The connection of Howard and Dan Ryan services will better balance north and south side demand resulting in increased operational efficiency and a higher level of service to more riders.

Commuter Rail

The commuter rail component is depicted in Figure 3. All the Mass Transportation Corridors shown correspond to existing rail rights-of-way. The simulation results and local input received during the TSD process have indicated that the corridors listed below show potential for commuter rail service; however, all corridors are subject to alternatives analysis for final determination of mode and alignment and cost effectiveness.

Gurnee Extension - an extension of the Milwaukee Road north line service from Rondout to Gurnee giving access to a more conveniently located yard facility.

Monee Extension - an extension of ICG (electric) service from Park Forest South to Monee.

Soo Line - from Mundelein in Lake County to Des Plaines in Cook County along existing Soo Line rail right-of-way. The parallel alignment of this line with the FAP 432 highway corridor indicates that, in an alternatives analysis of each, the interrelationships with the other mode must be assessed and, where present, be duly taken into account.

Elgin-Elmhurst - along existing ICG rail right-of-way between Elgin in Kane County and Elmhurst in DuPage County.

ICG (GMO) and Norfolk & Western Service Improvements - These two commuter lines will have significant improvements to track and support facilities in addition to increases in fleet size, so that the level of service provided can be improved. Service would then be comparable to that currently provided on other existing suburban commuter lines.

Service Curtailment -

1. Milwaukee Road north line west of Fox Lake.

2. Crystal Lake spur on the Chicago and North Western north of McHenry.

The existing rail right-of-way between McHenry and Richmond will be preserved should future growth in this area warrant reintroduction of commuter rail service. In general, abandoned rail rights-of-way should be examined by regional and local planning agencies for other potential public uses. A final hearing will be held before final determination is made to implement the decision to abandon service on either line. The curtailment of commuter rail service in these two areas will be offset by enhanced bus service offering greater flexibility and service area coverage.

Bus

Expansion of the region's bus system has occurred at a fast rate in the last five years. Nearly all of the inner suburban area and the denser outlying suburbs have some bus service. The expansion of bus service in the next twenty years will depend to some extent on the scarcity of fuel for motor vehicles. If energy availability remains at current levels, an approximate twenty-five percent increase in the suburban bus fleet would be desirable based on results of travel demand simulations performed as a part of the plan development process. If motor fuel becomes even scarcer, further increases in suburban and city bus fleet sizes would be necessary. However, because of operating expenses additional buses should not be put in service until demand warrants.

Of course, changes will continually be made in bus routings and service frequencies to accommodate local shifts in demand. Additionally, implementation of the proposed rapid transit lines will allow reductions on some bus lines and cause other lines to be modified to provide feeder service. These modifications can best be made by the transit operators on an annual basis as they monitor demand and service balance.

Transit Support Facilities

Ease of transferring between lines and between modes is important to the provision of good transit service. Consolidated, well designed transfer points that facilitate quick and convenient transfers should be encouraged. Where appropriate park-n-ride and kiss-n-ride facilities should be considered as an integral part of a good intermodal transferring system.

Pedestrian access to transit facilities is also important. In areas with high volumes of pedestrian travel, weather protected separate rights-of-way for pedestrians should be considered. In the Chicago CBD a pedestrian way connection between the west side commuter rail stations and the central and east sides of the CBD would be valuable.

Mobility Limited Planning

In May 1976, a regional planning effort aimed at providing transportation services to mobility limited persons was initiated in the Chicago Metropolitan Area. This initiative was in response to the growing awareness that mobility limited persons who are unable to utilize mass transit services are also unable to participate as fully as they might in all aspects of community life. A Technical Advisory Committee comprised of transportation planning and operating agencies, social service providers, and advocacy organizations for the handicapped and mobility limited persons, was formed combining the knowledge and expertise of consumers, planners and service providers. The Technical Advisory Committee played a major role in shaping the direction of the overall planning effort.

An interim plan and program for public transportation for the mobility limited, entitled "Mobility Limited Transportation Recommended Plan and Program," was adopted by the CATS Policy Committee in 1977. This plan was designed to meet existing federal regulations in a cost-effective manner and to provide true mobility for persons unable to utilize mass

transportation facilities. The plan adopted an integrated service approach, that is, a partially accessible public transportation network that has a discrete feeder/distributor system coordinated with current specialized services and the private transportation industry to constitute an accessible transit system.

The Plan is based on making selected rail transit stations and bus routes accessible to the mobility limited, to handle the line haul function of the transit system. A locally based system of small vehicles and subsidized taxis would act as a feeder/distributor to the line haul routes and would serve short trips. The plan calls for existing specialized services to be coordinated by the RTA on a subregional basis. Further, the plan specifies the continuation of purchasing accessible vehicles and small buses and allocating them to areas with currently low service levels.

This approach was adopted due to its ability to provide service to the mobility limited at a reasonable cost and to yield the greatest benefits. The plan reflects current thinking nationally toward reintegrating the elderly and handicapped into the "mainstream" of society. The inclusion of the demand/responsive element addresses the mobility limited's need to gain access to the transit system itself. Patrons of the existing public transit system are expected to be able to walk over one-quarter mile to access the system; without the provision of a distributor/feeder service, many mobility limited persons would continue to find the transit system inaccessible.

On May 31, 1979, the Department of Transportation issued a new set of regulations implementing section 504 of the Rehabilitation Act of 1973, which provides that "no otherwise qualified handicapped individual shall solely by reason of his handicap, be excluded from the participation in, be denied the benefits of, or be subject to discrimination under any program or activity receiving Federal financial assistance." The regulation requires recipients of Federal financial assistance from the Department of Transportation to make their programs accessible to the handicapped. The effective date of the regulation is July 2, 1979. The regulation affects all modes of transportation; however, a large portion of the regulation and most of the important implications apply to the programs administered by UMTA. It specifies actions necessary for achieving accessibility, sets a schedule for such actions, and describes how compliance will be enforced.

The regulation governs both operating policy and physical facilities. Because the basic premise for the regulation is insuring the civil rights of the handicapped, the mandated changes to operations and facilities are not necessarily intended to constitute a cost-effective means of providing mobility to the handicapped. The regulation is based on the philosophy of "mainstreaming" the handicapped into the general public.

For mass transportation the regulation requires the region to describe step by step how it will achieve accessibility within the prescribed requirements and deadlines in a Transition Plan. As the requirements differ from the region's adopted Mobility Limited Transportation Plan, the Chicago region is currently developing a Transition Plan to meet these recent regulations.

III. HIGHWAY SYSTEM PLAN

The highway system carries the vast majority of person trip travel and is an important part of the freight movement system. This dominant role in transportation is expected to continue for the next twenty years. The only factor that might have the potential to seriously erode this importance is energy availability for highway vehicles. In the plan development process a low energy availability future scenario was considered, and all proposed projects were evaluated against it. The results indicated that some expansion of the highway system is justifiable and desirable within the possible range of envisioned energy shortages.

Major Facilities

The first priority, with regard to major facilities, is maintaining the existing expressway system in a state of good repair. This emphasis on maintenance is vitally necessary to preserve the strong backbone of the road system that the present expressway system represents. New expressways are planned only where future traffic will exceed the capacity of the road system and where an expressway is judged as the best solution. The amount of new expressway construction is much less than that contained in the 1995 Plan. Changes in the region's growth rate as well as land use and environmental concerns have necessitated this reduction. In several instances expressway corridors contained in the 1995 Plan are now indicated as corridors of access control. This designation indicates that some type of access control facility is still being considered but that nonexpressway options are to be given preference in the near term. The ultimate design of facilities in access controlled corridors will be determined by a detailed corridor study. Possible alternatives include: modifying existing roads to control access and increase capacity; or constructing a new facility initially at a lower design standard than an expressway that could be upgraded to expressway standards if needed. The width of the line designating an access control corridor on the map in no way defines the limits to the geographical area in which possible alternatives are to be considered.

It is recognized that construction of some of the major facilities will be in stages. In such cases the Plan recommends that each stage of construction be such that the segments are functional and do not cause severe local congestion problems.

The major facility component is shown in Figure 4 and is listed below:

Lake-Will South (FAP 431) - new expressway from Army Trail Road at Ill 53 in DuPage County to I-80 in Will County. The segment of this proposed route between I-55 and I-80 will require an investigation of land use and development pattern issues with respect to adopted regional, county and local plans.

Richmond-Waukegan (FAP 420) - A fully controlled access right-of-way from U. S. 12 at the Wisconsin State line in McHenry County to U. S. 12 in Lake County with the specific improvement to be determined as the result of an evaluation of the Final Environmental Impact Statement now being processed. The two improvement options are as follows:

1. A fully controlled access roadway with a limited number of access points along the final FAP 420 alignment, as accepted by the Federal Highway Administration.

2. Upgrading selected segments of the existing arterial highway system in the FAP 420 corridor.

The design standards, including the number of lanes to be initially constructed, will be based upon the results of further research primarily to be done during the ongoing McHenry County Subregional Transportation Study. The route would continue east through Lake County as a fully controlled access right-of-way having an initial two lane construction with a limited number of intersections, all at grade and signalized, until its terminus at Almond Road and existing Ill 120.

Lake-Will North (FAP 432) - an expressway from the present terminus of Ill 53 at Dundee Road in Cook County to Lake-Cook Road; then continuing northward as a broad corridor with full access control through Lake County to terminate at the proposed Richmond-Waukegan expressway.

Elgin-O'Hare (FAP 426) - a new expressway from US 20 east of Elgin in Cook County to Irving Park Road south of O'Hare Airport.

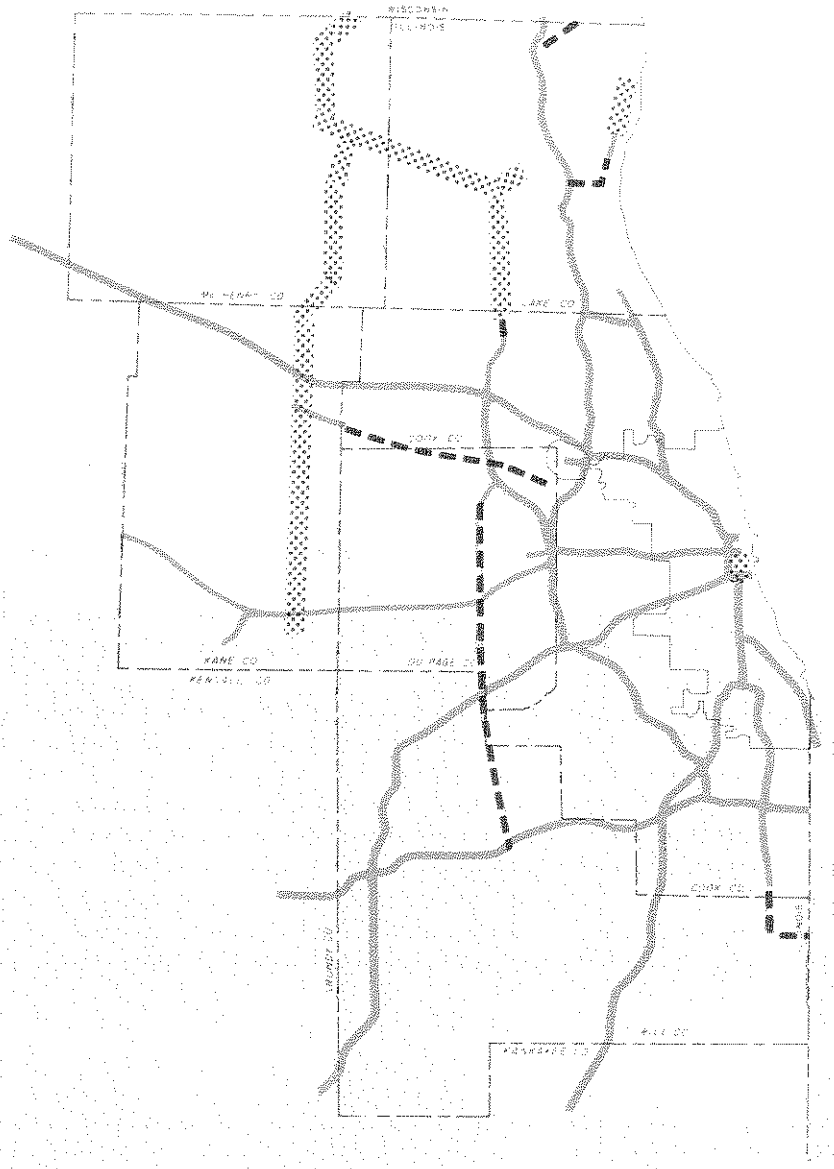
Lakefront (FAP 437) - a fully controlled access right-of-way having an initial two lane construction with a limited number of intersections, all at grade and signalized, from Wadsworth Road along the lakefront to Greenwood Avenue in Waukegan where it becomes an expressway that continues south and west to terminate at I-94 just north of Ill 137. The construction of this expressway takes precedence in Lake County over the construction of the proposed FAP 420 (east of US 12) and FAP 432 projects.

South Loop Distributor - a network of new access roads from the Dan Ryan near Cermak Road, north to Congress Street in the Chicago CBD to help relieve congestion on the Dan Ryan Bridge and be compatible with the South Loop New Town development project.

Ill 31/Randall Road - an upgrading of Ill 31 south from the Richmond-Waukegan expressway (FAP 420) to near the McHenry/Kane border where a new connection will be built to Randall Road. From this point south Randall Road would also be upgraded to terminate at existing Ill 31 south of Aurora.

Wisconsin and Indiana Connectors - In recognition of and in order to be compatible with the long range transportation plans of bordering regions, this plan contains possible interfaces with expressways proposed in Wisconsin and Indiana. These segments are between I-94 and the Wisconsin state line and the present terminus of the Calumet Expressway to the Indiana state line. Inclusion of these connections implies no commitment by any agency or government unit within Illinois to supply financial assistance for their construction.

Figure 4 YEAR 2000 HIGHWAY SYSTEM

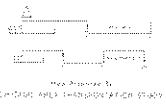


EXISTING INTERSTATE ROUTE

EXISTING EXPRESSWAY

PROPOSED EXPRESSWAY

CORRIDOR-ACCESS CONTROL



Arterials

The arterial road system accommodates more of the travel needs of area residents than any other component of the transportation system. The large investment in existing arterials will be protected with an emphasis on maintenance. Some expansion in the capacity of the arterial system will also be necessary to relieve present or future congestion problems.

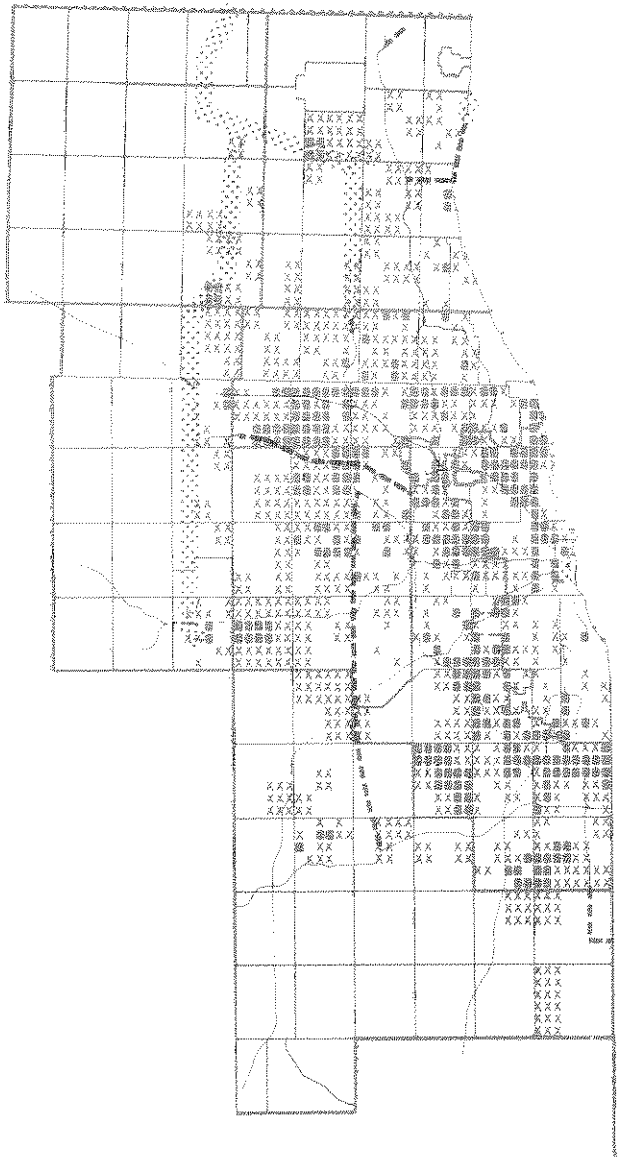
In order to have a safe and efficient arterial system capacity of the roads must be sufficient to handle anticipated traffic volumes. For this Plan adequacy of the arterial system to handle projected traffic was measured by the capacity deficiency method. Capacity of a road was taken as the traffic that could be accommodated at level of service "D": a condition in which vehicle traffic density is great, maneuverability is somewhat restricted, and speeds are about half of free flow conditions. If the traffic on a road exceeds this capacity the number of excess vehicles multiplied by the length of road constitutes the excess vehicle miles of travel or capacity deficiency.

It would be highly desirable if all roads were to operate at a level of service "D" or better; then the excess vehicle miles of travel would be zero and there would be no capacity deficiencies. However, in order to achieve this condition in the Year 2000 the present arterial system would have to be greatly expanded. Figure 5 depicts on a regional map the capacity deficiencies that would exist in the Year 2000 if no capacity changes were made to the existing arterial system but the major facilities (both highway and transit) proposed in this Plan were in place. Figures 6-14 show these same deficiencies on subregional maps. The roads shown on these maps are those roads expected to serve as arterials in the Year 2000. Deficiencies are summed for all roads in an area, and the resultant shading is a depiction of the degree of capacity deficiency for that area.

Total capacity deficiency for the Year 2000 would be 675,000 excess vehicle miles of travel under the conditions described. With the expected financial resources for arterial capacity improvements, this can be reduced to about 575,000. In order to efficiently utilize limited funds the Plan recommends that significant arterial capacity projects be limited to the deficient areas as depicted by the shadings on the map. The map thus constitutes a guide for placement of future arterial capacity improvements.

More specific arterial plans are developed at the subregional level through locally initiated studies. DuPage County has an adopted Transportation Plan consistent with the major facilities reflected in the Year 2000 Transportation Plan. For more detailed information refer to the DuPage County Transportation Plan. At the time of this plan document preparation, a study is also being conducted in McHenry County.

Figure 5 YEAR 2000 ARTERIAL DEFICIENCIES - SIX COUNTY REGION



EXCESS ARTERIAL VMT PER SQUARE MILE

199 OR LESS

x 200 - 599

600 OR MORE

Areas of Concern

During the plan development process several arterial problem areas across the region were emphasized by local officials and planning agencies as deserving of detailed consideration. In some of these cases the regional planning process was not able to adequately address all aspects of the situation. Cited on the arterial maps (Figs. 6-14) and discussed in this section are these areas of concern.

The 1995 Plan contained the Fox Valley Freeway, which passed through northwestern Will County. The proposed freeway, among other things, would have provided a connection from Will County to the Fox Valley area and also would have provided another crossing over the Chicago Sanitary and Ship Canal/Des Plaines River. This freeway is not included in the Year 2000 Plan. Another means of enhancing access to this part of Will County must be found if this area is to develop as locally wished. The Plan does not recommend any specific solution, but does clearly indicate this corridor as needing special attention.

In southeast McHenry County the limited number of Fox River crossings cause current congestion problems, and there is the potential for more serious future problems. The McHenry County Transportation Study is presently addressing this issue, and results of that study will be used as input to the next update of the Plan.

Route 83 is the major north-south route through eastern DuPage County. At present the road is of varying widths and access control conditions. The thirteen communities bordering the facility have a vital interest in future improvements to the road. In conjunction with the DuPage County Transportation Study a detailed study of Route 83 is underway, which will result in a plan for future improvements to the road.

Access to and egress from the Kennedy Expressway on the near north side of Chicago is via the one way couple of Ohio and Ontario Streets. Although originally intended as a temporary configuration, changing plans have forced this arrangement into a permanent state. Traffic flow in this corridor needs further detailed study in order to develop a long term solution that enables traffic to be handled in a more adequate and safe manner.

North Lake Shore Drive running along Lake Michigan is a congested rush hour route to and from downtown Chicago. In past years reversible lanes were used to increase peak direction capacity in rush hours. Accident problems caused this practice to be halted. Also, other safety problems exist on this road because of the narrow lanes, sharp curves and short access ramps. The city of Chicago is currently investigating ways to increase the capacity and safety of the road.

In northern DuPage County east-west travel is expected to exceed the capacity of the road system even with the proposed Elgin-O'Hare expressway in place. Expansion of arterial capacity is limited by roadside developments including many cases in which major arterials pass through residential areas. If this area of DuPage County is to grow as planned, a solution to this problem will have to be found.

Figure 6 YEAR 2000 ARTERIAL DEFICIENCIES - CITY OF CHICAGO

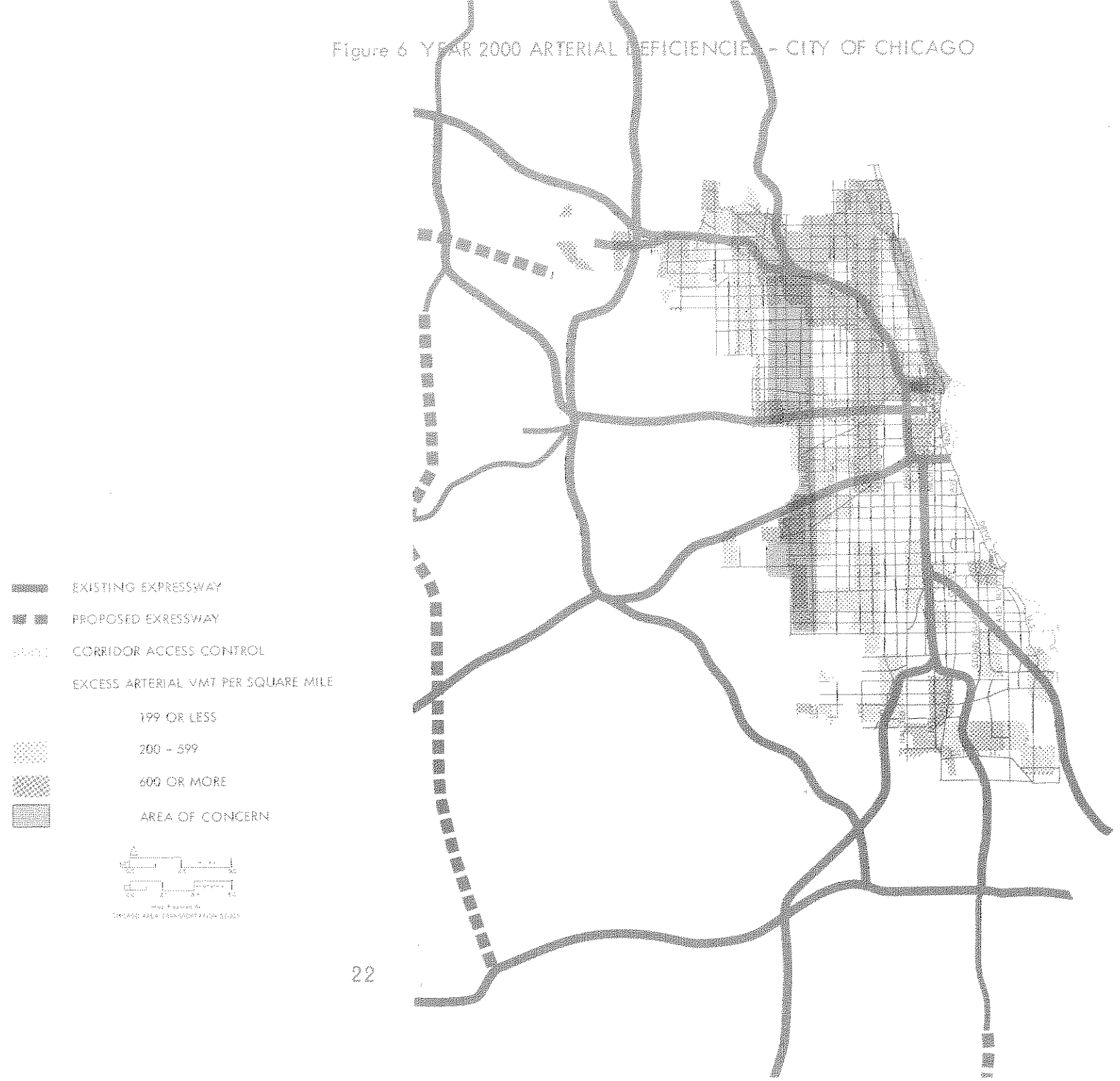


Figure 7 YEAR 2000 ARTERIAL DEFICIENCIES - NORTH SHORE AND NORTHWEST COUNCIL AREAS

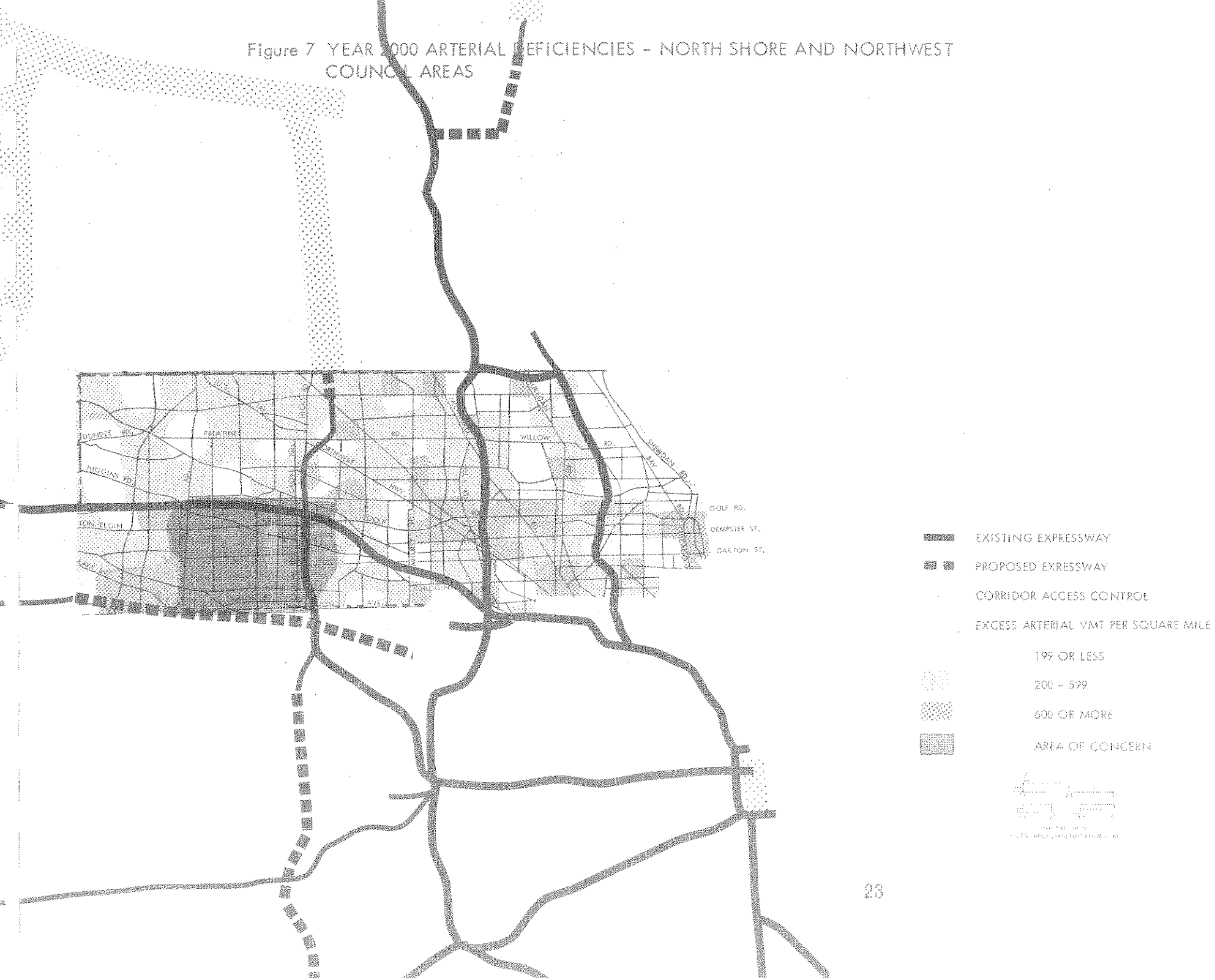


Figure 8 YEAR 2000 ARTERIAL DEFICIENCIES - NORTH CENTRAL AND CENTRAL COUNCIL AREAS

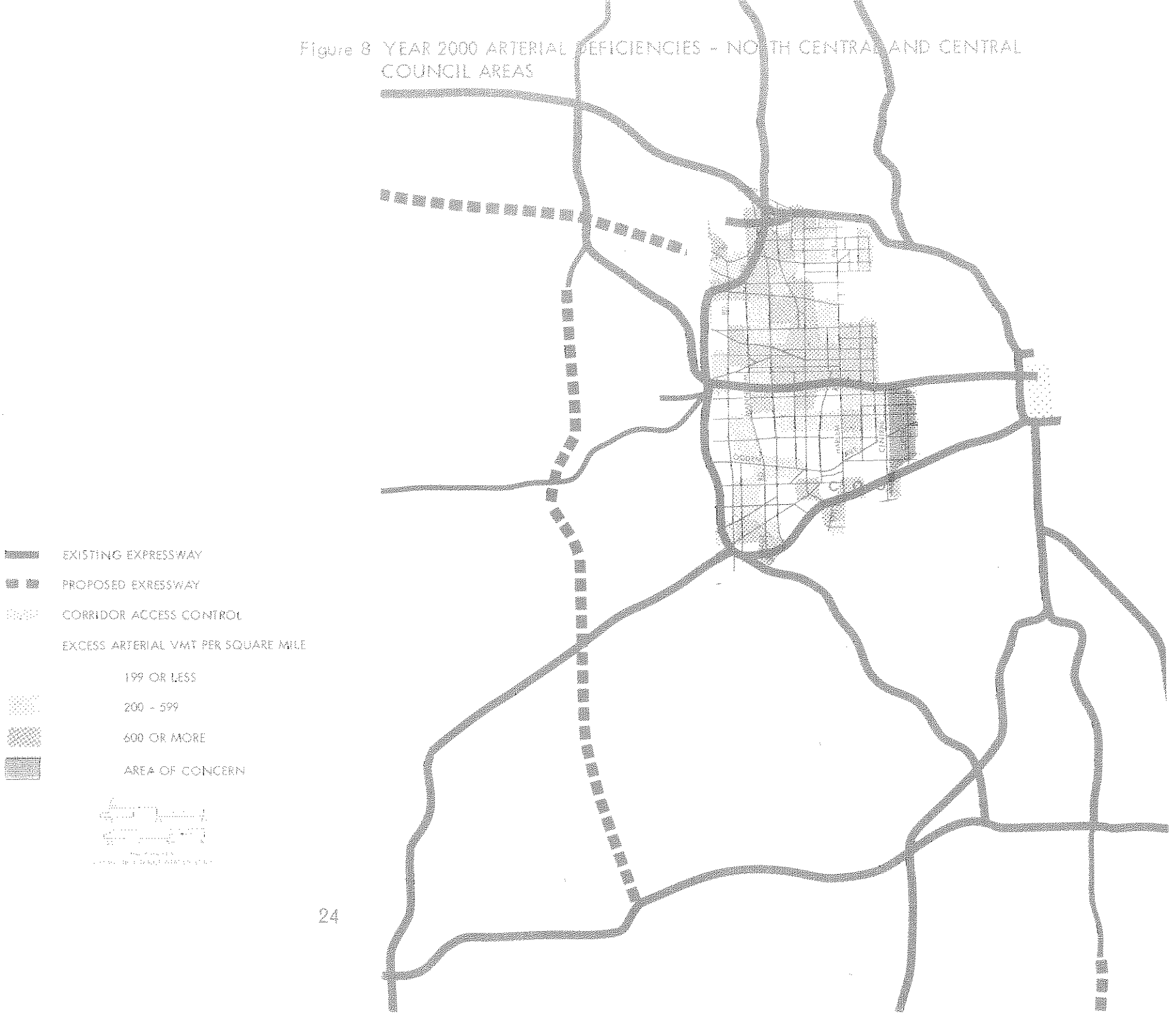


Figure 9 YEAR 2000 ARTERIAL DEFICIENCIES - SOUTHWEST AND SOUTH COUNCIL AREAS

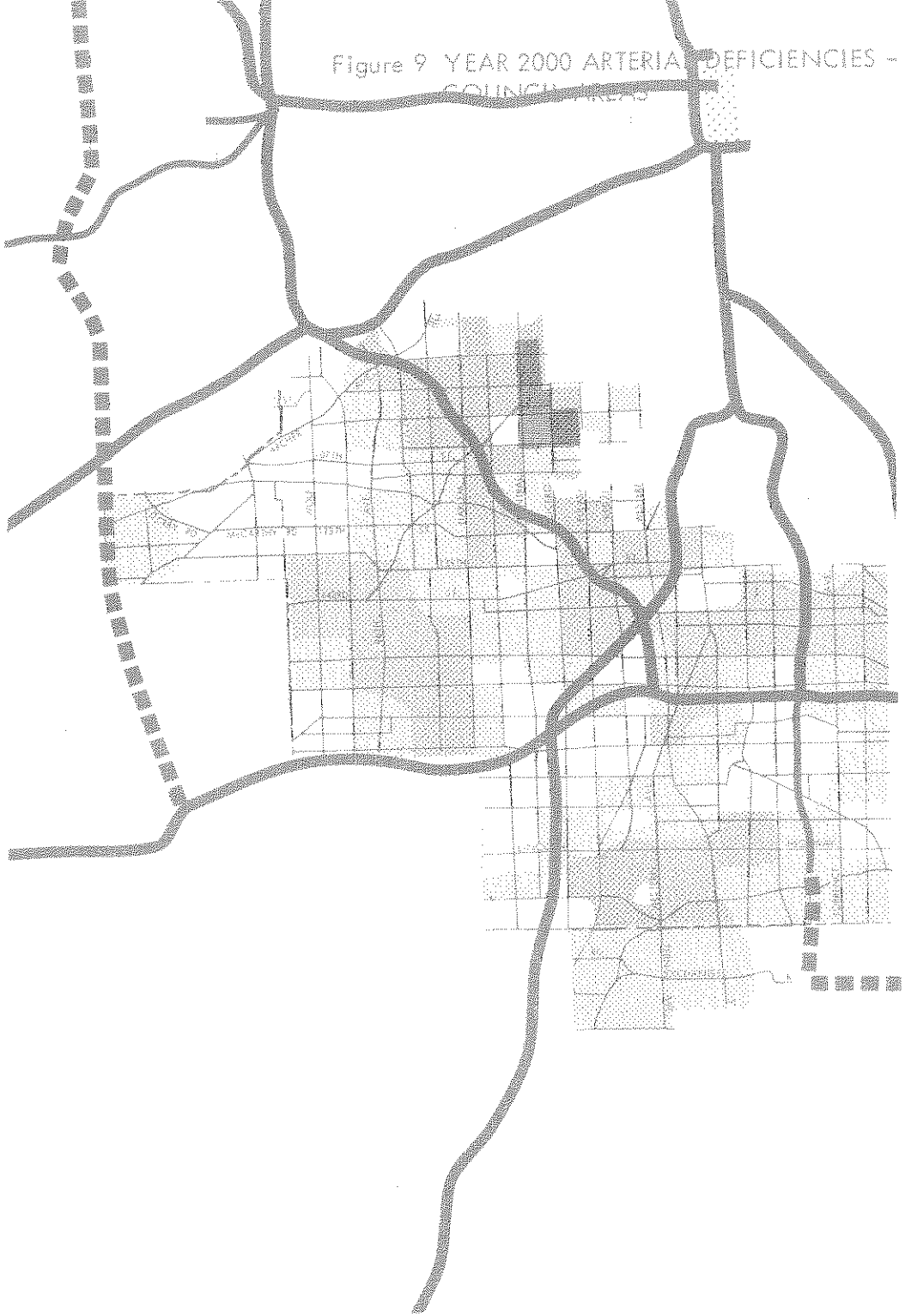


Figure 10 YEAR 2000 ARTERIAL DEFICIENCIES - DU PAGE COUNTY



Figure 11 YEAR 2000 ARTERIAL DEFICIENCIES - KANE COUNTY



Figure 12 YEAR 2000 ARTERIAL DEFICIENCIES - LAKE COUNTY

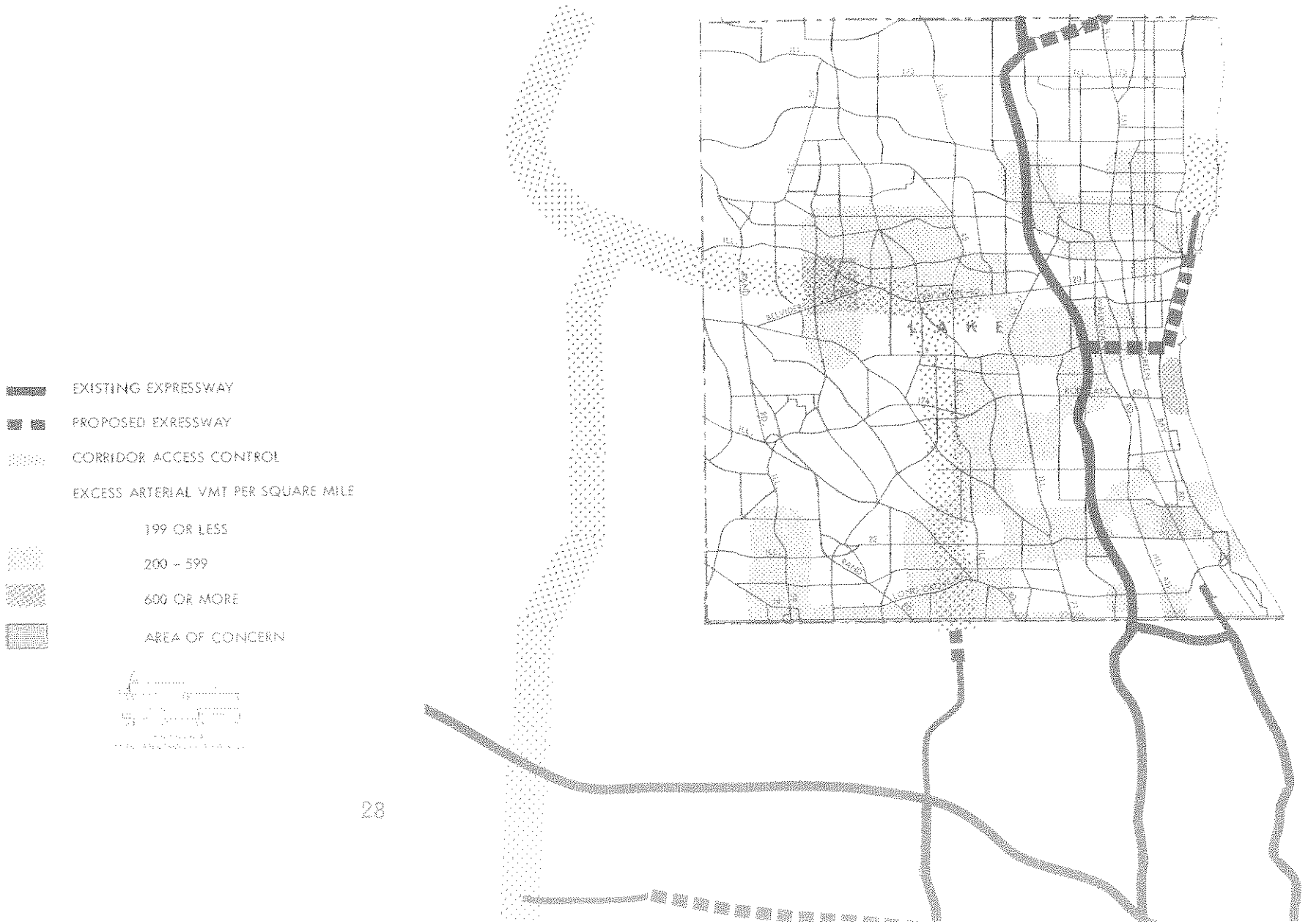
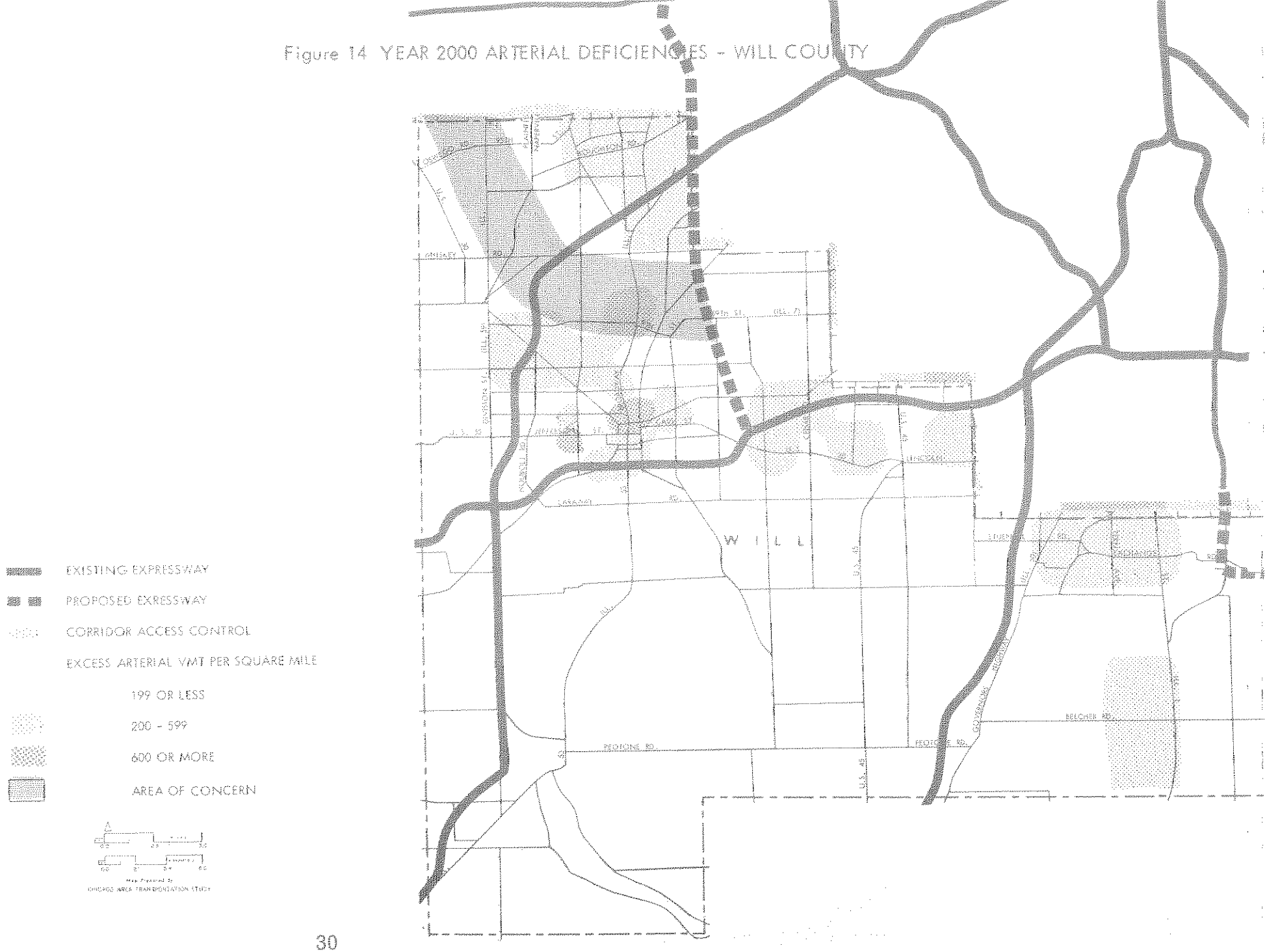


Figure 13 YEAR 2000 ARTERIAL DEFICIENCIES - McHENRY COUNTY



Figure 14 YEAR 2000 ARTERIAL DEFICIENCIES - WILL COUNTY



In the panhandle portion of northwest Cook County, especially in the Schaumburg area, the most serious arterial capacity deficiencies in the region are forecasted for the Year 2000. Extensive expansion of the arterial network will be necessary to accommodate this traffic along with additional provisions for public transit service. Although congestion problems in this area exist today, many of the future problems will be generated by the forecasted growth in population and employment for the area. It thus will be necessary to expand adequately transportation supply in conjunction with land development.

The first regional long range plan produced in 1962 included a proposed Crosstown Interstate Expressway running north-south through the city of Chicago in the vicinity of Cicero Avenue. The 1995 Plan produced in 1974 designated the area as a "high accessibility corridor." This designation left the possibility of an expressway open, but indicated that other options were to be seriously explored. In 1977 the north leg of the proposed expressway was dedesignated from the Interstate System by an agreement between the Mayor of Chicago and the Governor of Illinois. In 1979 a similiar action was taken for the south leg. Both actions allowed funds to be used on other transportation projects within the region. Without federal interstate funding an expressway in the Crosstown Corridor is financially impossible, and the facility has been dropped from the Year 2000 Plan. However, the Plan does recommend that extensive improvements be made to the transportation system in the Crosstown Corridor. Particularly in the southern section, improved transportation is the key to an economic revitalization of the area. Improvements will be needed to increase the capacity of north-south arterials in the corridor. An additional through arterial between Cicero and Harlem Avenues also would be desirable. Finally, the recommended alignment of the southwest rapid transit line has been modified from the 1995 Plan to serve the corridor better. The line is now recommended to extend radially from the Chicago CBD to Cicero Avenue and then south to the Ford City Shopping Center area.

IV. INTERCITY TRANSPORTATION AND AIRPORT SYSTEM PLAN

Intercity Transportation

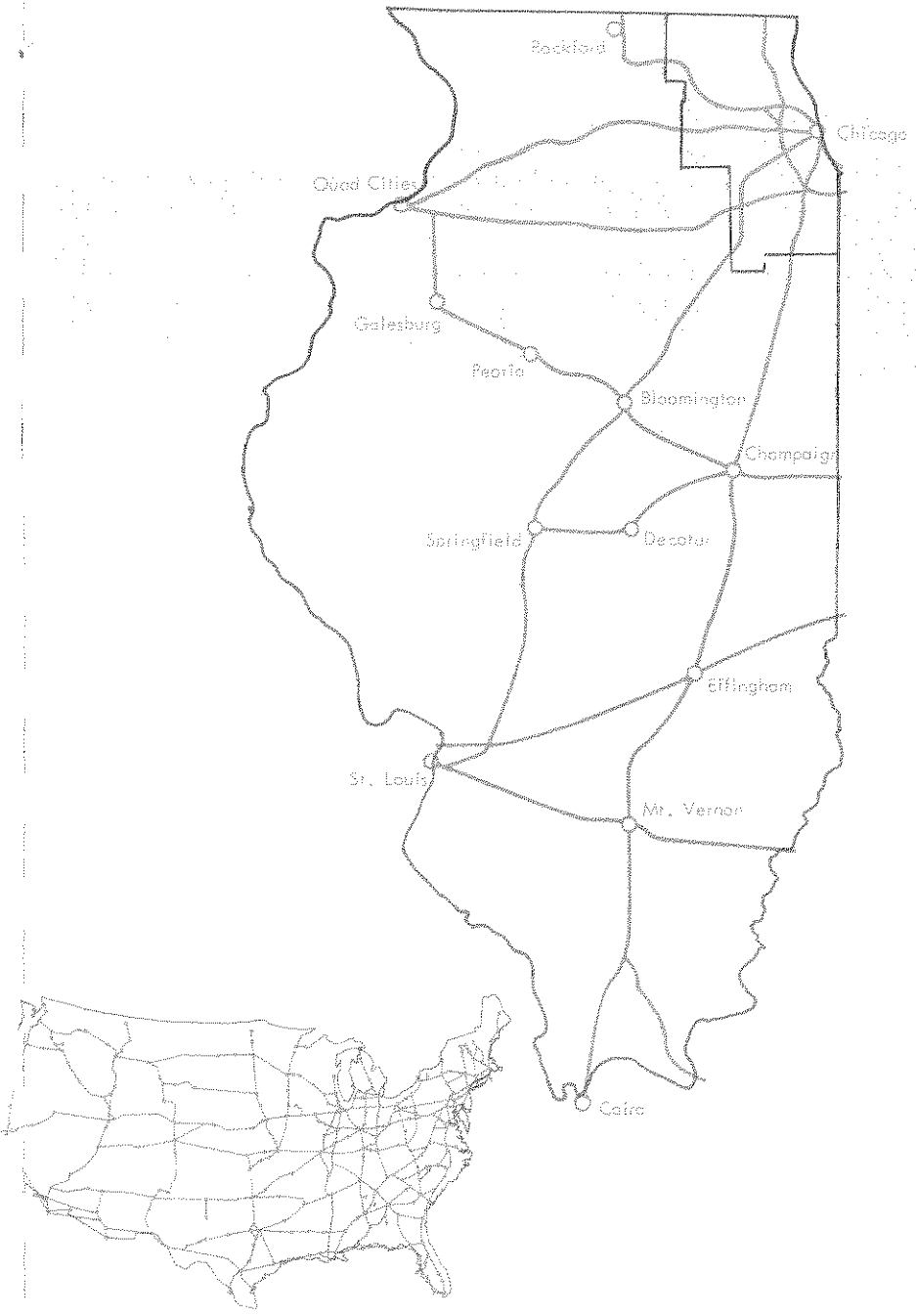
This system is the link between northeastern Illinois and the rest of the nation and the world. Intercity travelers arrive and depart each day via auto, air, rail or bus. The accessibility these links provide between northeastern Illinois and other regions continues to be a crucial factor in the economic development and well-being of the region. Each of the intercity passenger modes has inherent advantages in serving specific travel needs. The Year 2000 Plan is committed to maintaining the remarkably extensive combination of modes that currently exists to serve the interregional and international transport demands of the region's residents. Further development of these intercity facilities is encouraged to allow Chicago's continuation as a major transportation center of the U.S. The following sections will examine the auto, air, intercity bus and rail components of the intercity passenger transportation system.

Automobile/Highway

Under any reasonable scenario the private auto will continue to provide the majority of intercity travel service. An extensive national highway system is in place and should continue to be adequate through the plan period, though maintenance of these highways will become an increasingly important issue. The major intercity element of the national highway network is the Interstate Highway System. This is a designated network of over 42,500 miles of high design, limited access highways shown in Figure 15. The Interstate System connects, by as direct a route as practicable, all the principal metropolitan areas, cities, and industrial centers in the U.S. Through connections to the remainder of the road network auto access is provided to every conceivable point. Today, over 86 percent of all intercity passenger miles of travel are accomplished via this extensive network of highways. Further, the automobile provides the major means of access to public components of the intercity system for urban/suburban dwellers, and it is particularly important for their rural counterparts.

The Year 2000 Plan Highway Component has been described earlier in Chapter 3. Figure 4 shows the major interstate and intercity highway facilities and identifies these recommendations. Clearly, each of these major highway projects will improve interregional auto access to varying degrees, in particular: the Richmond-Waukegan corridor access control (FAP 420), from US 12 at the Wisconsin border in McHenry County to US 12 in Lake County; the Illinois 31/Randall Road corridor access-control connecting with FAP 420 and running south along Ill 31 to the Aurora area; the Wisconsin Expressway connector running from I-94 just south of the state line to the Illinois/Wisconsin border; and the Indiana connector running from the present terminus of the Calumet Expressway to the Illinois/Indiana border south of US 30.

Figure 15 INTERCITY PASSENGER SYSTEM : AUTO



INTERSTATE HIGHWAY

Commercial Air Service

Air travel accounts for nearly 11 percent of all intercity passenger miles in the United States. Commercial air service should continue to increase its modal share particularly in the long distance market. The best way to accommodate growth and expand the air system is a complex problem of aircraft, airports, and air traffic control systems. Obviously the best quality service is nonstop, direct flight, but this can be justified only between fairly large cities. Smaller cities must consolidate air demand at transfer hubs such as Chicago. Figure 16 is a map of the major commercial airports.

An important element in the commercial air system is the provision by the airlines of scheduled service between defined points at published fares and times. These carriers can be categorized as either domestic trunk lines (long distance, national), flag (international), regional, or commuter. Scheduled air service in northeastern Illinois is provided at three airports in Chicago: O'Hare, Midway and Meigs. International, trunk, regional and commuter services are currently offered at O'Hare, with regional service at Midway, and commuter service provided at Meigs. O'Hare handles about 99 percent of the intercity air passenger service available in the region. About half its passengers originate within the Chicago-Gary metropolitan area with the other half consisting of connecting or transfer traffic. Like other major hub airports O'Hare is already operating near capacity. The O'Hare-Midway Master Plan Study conducted by the city of Chicago is now examining the future development needs for commercial aviation in the Chicago area.

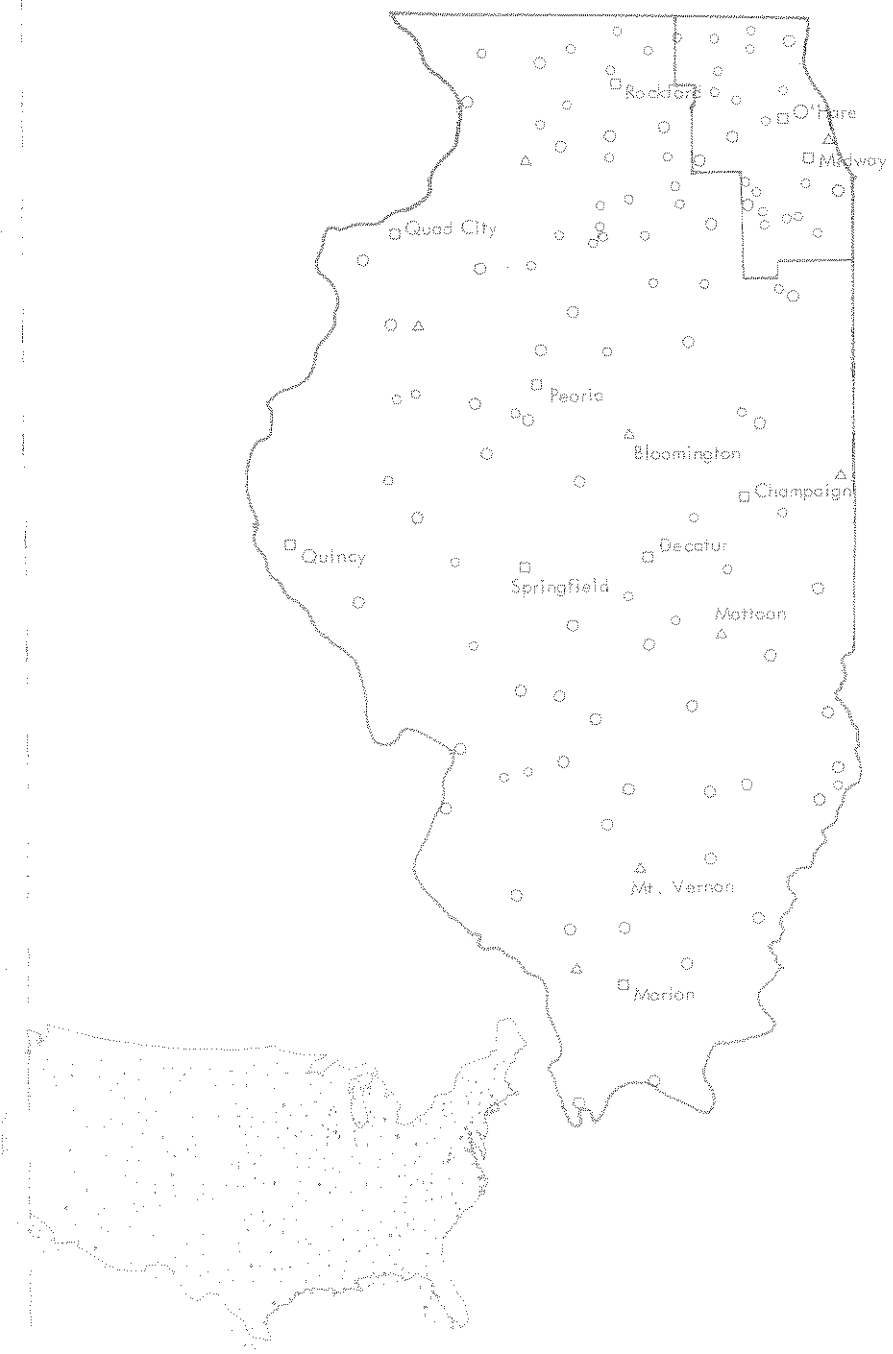
Chicago's role as a major aviation hub is vital to the economy of the region. In order to maintain this position expansion of commercial aviation capacity is necessary. The Plan encourages such expansion but stresses this expansion must not be accomplished at the expense of degrading the environmental conditions of the communities surrounding the airports.

Intercity Bus Service

Although this mode accounts for only two percent of the intercity passenger miles it is an extremely important component of the intercity transportation system. It serves a segment of the population that otherwise would not have access to intercity travel. The interstate and intercity bus industry is the most extensive of the common carrier passenger modes. (See figure 17.) Intercity bus connects approximately 15,000 communities nationwide including 3,000 that are not served by any other public intercity mode. Ninety-six percent of towns with 2,500 to 5,000 population, and virtually all of those over 5,000 population, have some intercity bus service.

Intercity bus has a significant distribution function to other modes especially for those who live in small towns. Also, it is primarily the poor, the young, and the elderly who cannot afford, or have no access to other means of intercity travel that patronize intercity bus with its generally lower fares. Further, intercity bus service is highly energy efficient, it is one of the safest modes, and it is considerably less costly to operate than other intercity passenger modes for many markets. This private industry is expected to continue its valuable contribution to intercity travel through the Year 2000.

Figure 16 INTERCITY PASSENGER SYSTEM : COMMERCIAL AIR



AIR CARRIER

COMMUTER

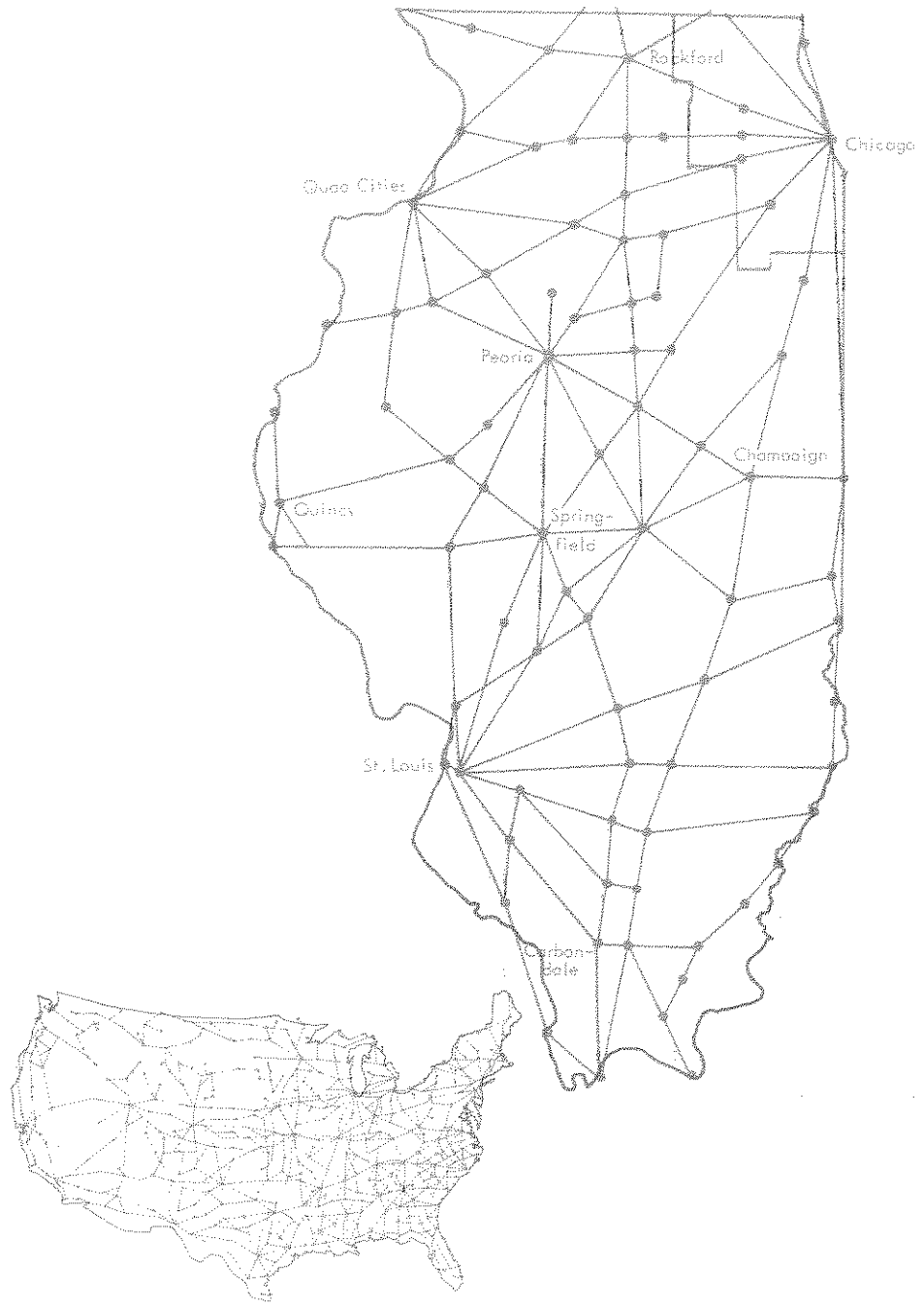
GENERAL AVIATION-PUBLIC

GENERAL AVIATION-PRIVATE

LARGE HUB

OTHERS

Figure 17 INTERCITY PASSENGER SYSTEM : BUS



Intercity Rail Passenger Service

Rail passenger service accounts for less than one percent of the nation's total intercity passenger miles. The ubiquitous, economical and highly personal auto, highly developed intercity bus network, and high speed modern aviation services have combined to reduce the attractiveness of the rail passenger mode. Passenger service has long been unprofitable to private railroad companies, and the Rail Passenger Service Act of 1970 established the National Rail Passenger Corporation, or Amtrak, in an effort to halt the rapid deterioration of service and to rationalize the passenger system. The establishment of Amtrak in 1970 resulted in major planned cutbacks in service, which were only partly implemented. Continued reduction of the overextended system is likely with efforts being made to focus service in high density corridors with better ridership prospects.

The principal potential benefit of a modern rail passenger network is its energy efficiency. Given the uncertain energy future the role of rail for intercity travel could significantly expand by the year 2000. If the rail passenger system ceases completely, a reinstitution to meet future needs may be very difficult and extremely expensive. With that in mind the Plan recommends the continued public support of this mode. Specific recommendations for rail service improvements to benefit this region are shown in Figure 18 and are discussed here.

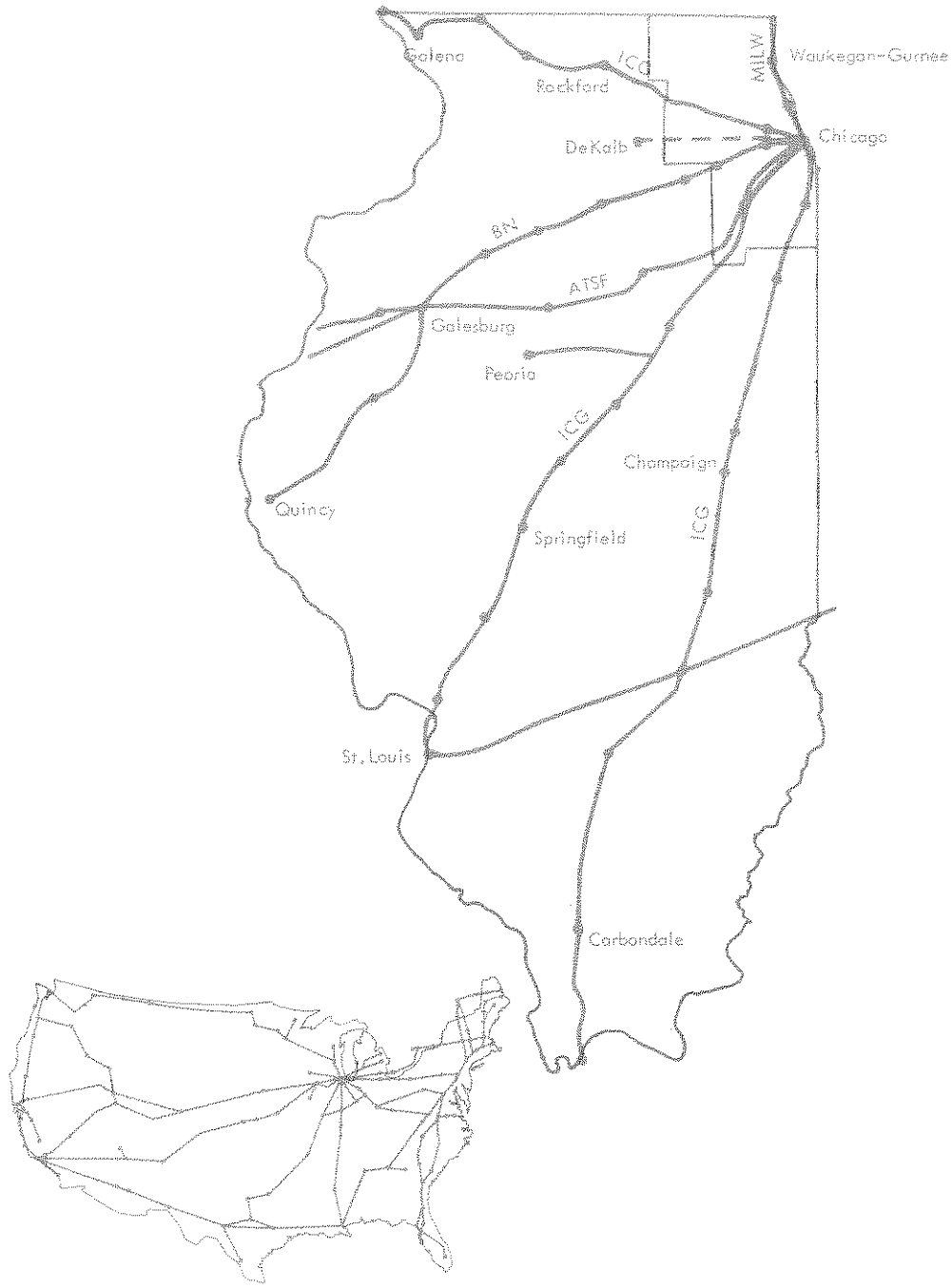
1. Union Station Connector. Construction of connecting trackage from the ICG to the Conrail Line at Grand Crossing (on Chicago's south side) to facilitate moving the "Illini" train into Union Station without requiring the awkward backup-turnaround movement now necessary. This maneuver adds approximately 30 minutes to the train time from Champaign and Carbondale.

2. Station improvements at each of the seven stations in northeastern Illinois. Stations should be renovated with local public and private sector participation into comfortable and pleasant surroundings, scaled to use. Intermodal facilities should be incorporated into these renovations where feasible. Improvement of station attractiveness is expected to yield long term ridership gains that will reduce service deficits.

3. Waukegan-Gurnee Station. Construction of a new station along the Chicago-Milwaukee corridor on the Milwaukee Railroad line. This station will provide access to the Great America Amusement Park, which is located one mile from the Milwaukee tracks and attracts over 2.5 million visitors between April and October each year. The new station would be served by shuttle buses to provide convenient transfer.

4. Commuter service extension from Geneva to DeKalb on the Chicago and North Western west line was proposed as part of the 1995 plan, but is not included in the recommended commuter rail component of the Year 2000 plan. However, great interest still exists in Kane County for a local noncommuter type service (one train per day or weekend only) between Geneva and DeKalb. This local service is recommended as an intercity rail service.

Figure 18 INTERCITY PASSENGER SYSTEM : RAIL



EXISTING RAIL

PROPOSED RAIL

These recommendations recognize the need to provide a balanced transportation service. As the price of private transportation, particularly petroleum fuels, continues to rise, it is important to develop alternatives to reliance on the automobile. Energy efficient, environmentally sound, fast and convenient rail passenger service will make a major contribution towards system balance in the short haul, high density corridors where its advantages are greatest.

Regional Airport System Plan

This section of the chapter presents the recommended Year 2000 Regional Airport System Plan (RASP) for northeastern Illinois. The aviation system services three major categories of users. Most familiar to the air traveler are the airlines providing certificated route services which include domestic trunk, American flag, regional, supplemental (nonscheduled) and commuter airlines for passenger service and scheduled cargo service. The second major user group is general aviation, which encompasses all other aviation services including nonscheduled air taxi and air charter, business/corporate, instructional and personal or recreational use. The final user group is the military, which operates from Glenview Naval Air Station and, to a limited degree, O'Hare. The Year 2000 RASP concentrates on the general aviation system, though the obviously strong interrelationship between air carrier and general aviation users is an important consideration in development of the plan.

The Year 2000 RASP would provide continued aviation services primarily through utilization of the existing airport system. Some capacity improvements would be needed at the region's air carrier and commuter airports. As the world's busiest airport O'Hare obviously has a crucial role in the future composition and development of the region's airport system. O'Hare will continue to function as the primary air carrier hub airport serving the Chicago region, which will necessitate substantial improvements in the areas of noise reduction, corporate business aviation relief at general aviation reliever airports, air carrier and commuter airline relief at Midway and Meigs airports, phasing out of military operations, better ground access by both highway and transit, and continued improvement in air traffic control procedures. These and other airport related issues are presently being dealt with in the O'Hare-Midway Master Plan Study. O'Hare was previously discussed in the section on the intercity passenger transportation system.

Because of increasing air carrier demand in the region and lack of convenient, financially feasible, environmentally acceptable sites for a third air carrier airport, Midway must be recommended for maximum air carrier utilization of up to 400 operations per day. Low fare service in short to medium range markets will help revitalize Midway Airport. To be successful such service will require solutions to the problems of auto parking at the terminal, access from the Loop, environmental impact, and displacement of general aviation aircraft and operations. The most obvious general aviation alternatives to Midway are Lewis-Lockport, Clow, and Crestwood-Howell airports. Of these Crestwood-Howell is privately owned and likely to close within the plan period, and Lewis-Lockport is already near capacity.

New construction is called for only to replace the existing Joliet Municipal and possibly Elgin airport. Public acquisition of seven existing privately owned airports is recommended including, in approximate order of priority, Pal-Waukee, Crystal Lake, Frankfort, Campbell's, Lewis-Lockport, Clow, and Elgin. Improvement of existing publicly owned facilities is recommended at DuPage, Aurora, Lansing, and Waukegan. The remaining airports in the region are not recommended for change either because of local resistance, lack of available space, or because the airport is small and on the region's fringe. The recommendations for the airports are presented in Table 3 and are shown in Figure 19.

These recommendations require further study and refinement through the individual airport master planning process. Some airports have only recently completed master plans while others are currently in progress. In each case compatibility between the individual airport plans and the regional system plan must be insured. Implementation of these recommendations is critical, however, if the region is to continue to benefit from a viable aviation system.

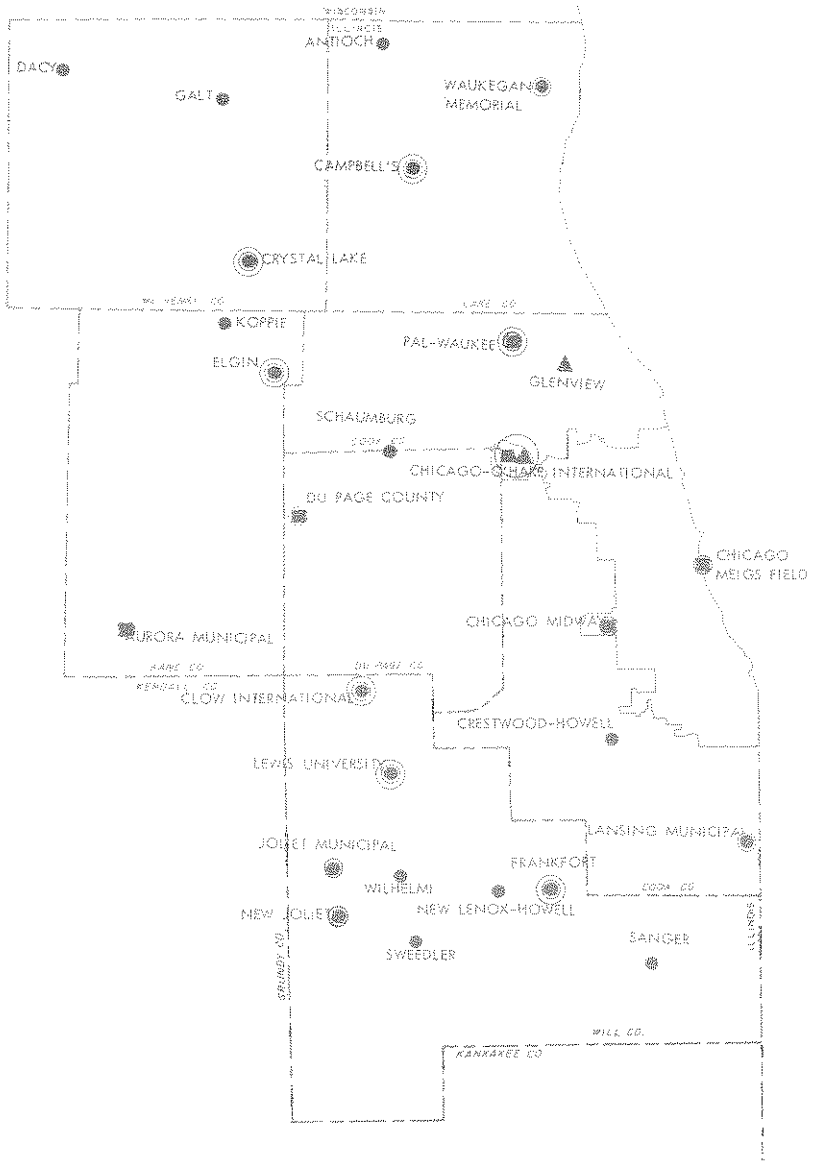
Table 3

YEAR 2000 REGIONAL AIRPORT SYSTEM PLAN RECOMMENDATIONS

Airport	Public Purchase	Extended Length of Main Runway	Instrument Landing System	Crosswind Runway	Touch & Go Runway	Taxiway	Apron
Meigs			X				
Aurora		5,500	X		(X)	X	X
Campbell's	X	3,900		X		X	X
Clow Int'l	X	3,900		X		X	X
Crystal Lake	X	3,900		X		X	X
DuPage County		5,000			X	X	X
Elgin	X	3,900		X		X	X
Frankfort	X	3,900		X		X	X
Joliet (new airport)	X	4,500	(X)			X	X
Lansing		3,400		X	X	X	X
Lewis-Lockport	X	3,900	(X)			X	X
Pal-Waukee	X					X	X
Waukegan		6,000	X		(X)	X	X

Note: X indicates improvement is recommended.
(X) indicates improvement is recommended only if demand warrants it.

Figure 19 YEAR 2000 REGIONAL AIRPORT SYSTEM : GENERAL AVIATION



- AIRPORT FACILITY WITHOUT CONTROL TOWER
- AIRPORT FACILITY WITH CONTROL TOWER
- MILITARY AIRPORT
- CURRENTLY PUBLICLY OWNED
- RECOMMENDED FOR PUBLIC ACQUISITION

V. FREIGHT SYSTEM PLAN

The movement of goods is a vitally important activity for an urban area. The efficiency with which goods can be transported to and from and within the area has a major impact on the health of the region's economy. A more efficient goods movement system reduces the cost of living and doing business within the area. This situation in turn helps hold and attract business and industry aiding in economic development. Since 1968 CATS has been committed to research and planning for urban goods movement. This concern for goods movement planning culminated in the freight component of the 1995 Transportation System Plan. This was the first comprehensive plan for freight transportation in the Chicago region. Adopted in 1974, the plan recommended extensive changes in government and industry practices relating to commodity movements. It called for a more equal treatment of the various modes by government through policy, legislative and regulatory changes and emphasized the need for complementary intermodal exchange facilities. Better freight service to users was to be achieved primarily through recognition and exploitation of each mode's inherent advantages.

The Year 2000 Freight System Plan represents a restatement and updating of the 1995 Plan. Of course, a number of important changes in Chicago's freight system have occurred in the intervening years. Some, such as creation of Conrail, bankruptcies of the Milwaukee and Rock Island railroads, and construction of the Iroquois Landing container facilities have had a significant impact on the physical structure of the system. Others, such as expansion of the Chicago Commercial Zone or the Railroad Revitalization and Regulatory Reform (4R) Act of 1976, or airline deregulation, have caused operational changes. The 1995 Plan anticipated much of this restructuring of the freight system. It encouraged rationalization of the rail freight network serving this region. The plan also recommended expansion of the Chicago Commercial Zone, deregulating much urban trucking and increasing its efficiency. These freight system changes were taken into account in development of the Year 2000 Plan, but the underlying objectives and assumptions of the 1995 Plan remain largely valid today and were used to guide the Year 2000 Freight System Plan. The Freight System Plan has not yet been exposed to the same level of review as other elements of the Plan. Its inclusion here is intended to begin the necessary discussions with affected local governments and industries in refining this proposal for acceptance by state and local governments.

The Year 2000 Freight Concepts

The factors that motivated the previous plan still exist to a large degree today. Concern that a viable freight system be maintained for the future needs of the region is, perhaps, even more pronounced. The general concepts summarized below were developed to guide formation of the Year 2000 Freight Plan. Specific recommendations by mode are presented in the final section of the chapter.

Freight Plan Concepts

Service: Develop a freight system that meets current and projected regional needs for moving goods and providing fast, economical, and efficient service.

Competition: Advocate equalized governmental treatment of all freight modes through legislative and regulatory changes.

Coordination: Minimize freight and passenger service conflicts.

Restructure: Consolidate and streamline the existing freight system into an improved and efficient system that is both economically and operationally viable.

Safety: Develop a freight system that is safe, secure and convenient to users and the community at large.

Energy and Environment: Minimize the negative environmental impacts and the energy and land resources consumed for urban goods movement.

Intermodal: Support growth of complementary intermodal exchange facilities and encourage intermodal competition to expand shipper choice and improve system efficiency.

Rail Concepts

Rail Lines: Develop a consolidated network of designated high speed, grade separated, strategic intercity freight lines supported by a comprehensive urbanized area switching line system.

Freight-Commuter Service: Separate freight and passenger service where desirable and possible and adapt schedules and routing to avoid freight-passenger conflicts.

Terminals and Yards: Develop a consolidated rail terminal structure that encourages joint use facilities.

Rail-Highway Safety: Encourage grade separation of rail-highway crossings at high density intersections and improve crossing protection at all crossings.

Intermodal: Promote the development of an intermodal rail terminal structure complementing the related motor carrier network and provide facilities to expedite the interchange traffic between rail yards.

Energy/ Performance: Promote the electrification of railroad right-of-way where feasible.

Motor Carrier Concepts

Highways: Establish a regional preferential truck route sytem of selected major arterials and all freeways. This network would be designated for heavy truck traffic with appropriate design and maintenance standards. Heavy truck use of nondesignated routes would be restricted to local access only.

Terminal Clusters: Develop a truck terminal cluster system that is compatible with the preferential truck route network. Encourage implementation of the cluster concept through local zoning ordinances.

Operations: Promote increased off peak and nighttime motor carrier operations in heavily congested areas such as the CBD and other high density commercial areas. Develop and adopt local building codes that incorporate off-street loading facilities in dense commercial areas.

Regulation: Encourage continued expansion of Chicago Commercial Zone to incorporate future development.

Waterway Concepts

Chicago River: Reduce commercial waterway traffic on the Chicago River and branches including abandonment of Navy Pier as a water freight facility.

Port Facilities: Consolidate the regional water cargo activity of the Chicago Regional Port District at the facilities at Lake Calumet (bulk) and the mouth of the Calumet River (container, general cargo).

Access: Develop and maintain rail and motor carrier access to Chicago Regional Port District facilities to promote interchange exchange.

Future Needs: Retain Waukegan Harbor Port facilities (at minimum scale) for potential future development.

Inland Waterways: Reduce congestion on the Chicago Sanitary and Ship Canal between Lockport and Cal-Sag junction through widening of the waterway.

Energy and Utility Concepts

Corridors: Establish an energy corridor system consisting of a core network and an existing multimodal right-of-way. Identify potential corridors for future pipeline and transmission line placement.

Transmission Lines: Encourage below ground placement of electric transmission lines in urbanized parts of the region.

The Year 2000 Rail Freight Network

Rail problems are addressed in the Year 2000 Freight System Plan through rationalization of the railroad network and changes in operating procedures to minimize delays. System capacity is provided to meet expected demand with some reductions in the rail plant. The recommended rail network is depicted in Figure 20 and consists of 18 strategic intercity radial rights-of-way, two belt lines for through traffic, and an extensive system of major switching routes to serve the Chicago Terminal District.

The intent of the rail system plan is to consolidate traffic on a limited number of rights-of-way to facilitate improvements to and maintenance of the strategic lines. Eventual government ownership of the strategic lines is contemplated to provide an infrastructure to the rail industry similar to other freight modes. User charges on waybills could be used to finance the acquisition and upgrading of strategic and major switch line rights-of-way.

All strategic intercity routes would be completely grade separated in the urbanized parts of the region. Track and roadbeds would be maintained to FRA standard class 6 to allow freight train speeds above 80 mph. The strategic network is considered to have a high potential for electrification. Approximately 600 miles of lightly used rail right-of-way would be abandoned to encourage sufficient volumes over the strategic system to maintain this high level of service.

Fifty percent of the total rail freight traffic is bridge or through traffic with no local origin or destination. This bridge traffic would bypass local yards by means of scheduled, pooled-power, bypass runs to further reduce congestion. Either the Indiana Harbor Belt/Baltimore and Ohio Chicago Terminal or Elgin, Joliet and Eastern circumferential belt right-of-way would be used to perform such moves. Expanded use of unit trains and a shift to piggyback service further support this concept of reducing the demand for urban yards.

Terminal operations are also extremely important in providing quality rail freight services. The number of rail yards operating in the six county region is reduced to 32 in the recommended rail plan. Restructuring rail yards incorporates use of a jointly owned terminal operating company to provide yard service to line haul rail companies. Three classes of rail carload yards are defined based on the functions to be performed at the yards: primary classification yards would receive outbound cars and make up road trains according to intercity destination; through cars would be classified and forwarded to the correct yard for subsequent intercity routing; and inbound cars would be classified according to local destination and sent to the appropriate secondary yard. The secondary classification yards would receive local distribution cars, re-sort as necessary, make up switch trains and dispatch for industry spotting; receive outbound cars from switch trains, sort and send to the primary yard; receive and dispatch cars to or from industrial yards and local shippers; and serve as holding areas for pools of available cars. Finally, industrial yards would serve heavy industrial areas providing switching and storage space. The recommended rail carload yard system is illustrated in Figure 20. This yard system consists of seven primary, 13 secondary, and 12 industrial yards in northeastern Illinois.

In addition to the carload rail yards a system of eight piggyback or intermodal rail yards is recommended. Piggyback yards are located in a satellite configuration to serve a metropolitan market as shown in Figure 21. Some relocation of piggyback yards from current central city sites is required. Each yard would perform pickup and delivery services for a specific geographic area. These intermodal yards would serve all functions relating to the receipt, delivery, preparation, and shipment of intermodal rail freight.

The Year 2000 Motor Freight Network

The principal objectives of the motor freight plan are: 1) to encourage terminal location within close proximity to the major industrial and commercial users of the truck system, 2) to provide a high quality roadway network to serve this development pattern, and 3) to support a rational regulatory and operational policy which would allow the most efficient use of the motor freight mode. The major elements of the truck component are terminal clusters, a preferential, designated truck route network, and continued institutional change in the regulatory environment under which trucks must operate.

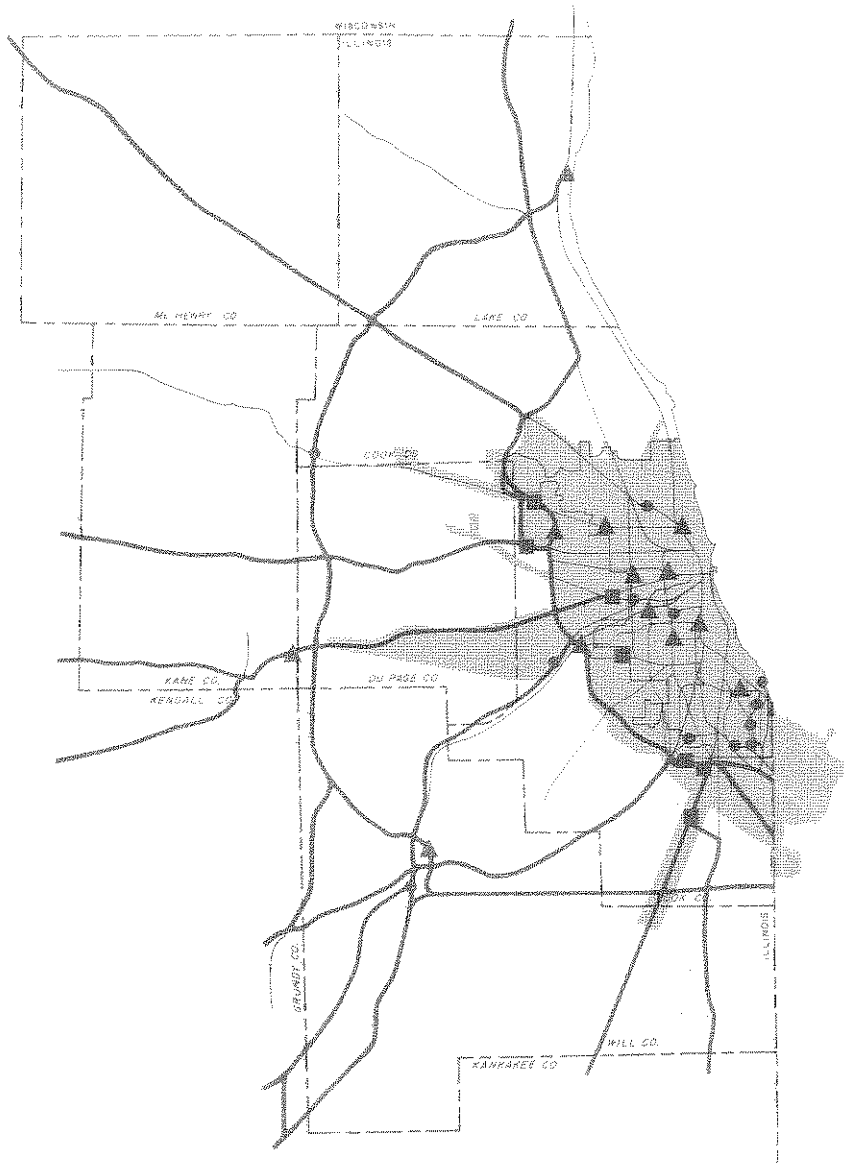
After considering the needs of shippers, trucking companies and other transportation users, local communities would zone specific areas for use only as motor carrier terminals, public warehouse facilities, and related uses. These types of facilities would be clustered together to the maximum extent feasible and desirable. Around such clusters traffic signals, turning channels, and improved expressway access would be provided.

Thirty-five areas have been identified as prime sites for such terminal clusters, and these are shown in Figure 22. These sites were selected based on the location of existing terminals, land availability, proximity to expressways and major arterials, and access to industrial and commercial development. In a designated cluster area private ownership of terminals would be maintained with carriers either owning and operating separate facilities or, where possible, utilizing joint facilities. Carriers would be discouraged from locating new facilities in areas not designated as clusters.

Preferred truck routes would be designated to handle heavy truck traffic. These routes would be open to all types of traffic with highway widths, intersections, bridges, and pavements designed for handling heavy truck movements and with appropriate signing for easy identification. Heavy trucks would be discouraged from using other, nondesignated arterial routes except for limited use for local access. The preferential truck routes include routes currently used extensively by trucks to the greatest extent possible. The designated truck routes are located to provide improved service to industrial and commercial users of the motor freight system and to minimize conflicts with passenger movements and residential development. Approximately 1,400 miles of major arterials and all the expressways would be designated as preferred truck routes.

Finally, the suburbanization of commercial and industrial businesses has resulted in an increased share of these establishments being located outside the regulation free Chicago commercial zone. The zone was substantially expanded in 1977 to include much of this new urban

Figure 20 YEAR 2000 RAIL FREIGHT SYSTEM



SWITCHING LINES

STRATEGIC LINES

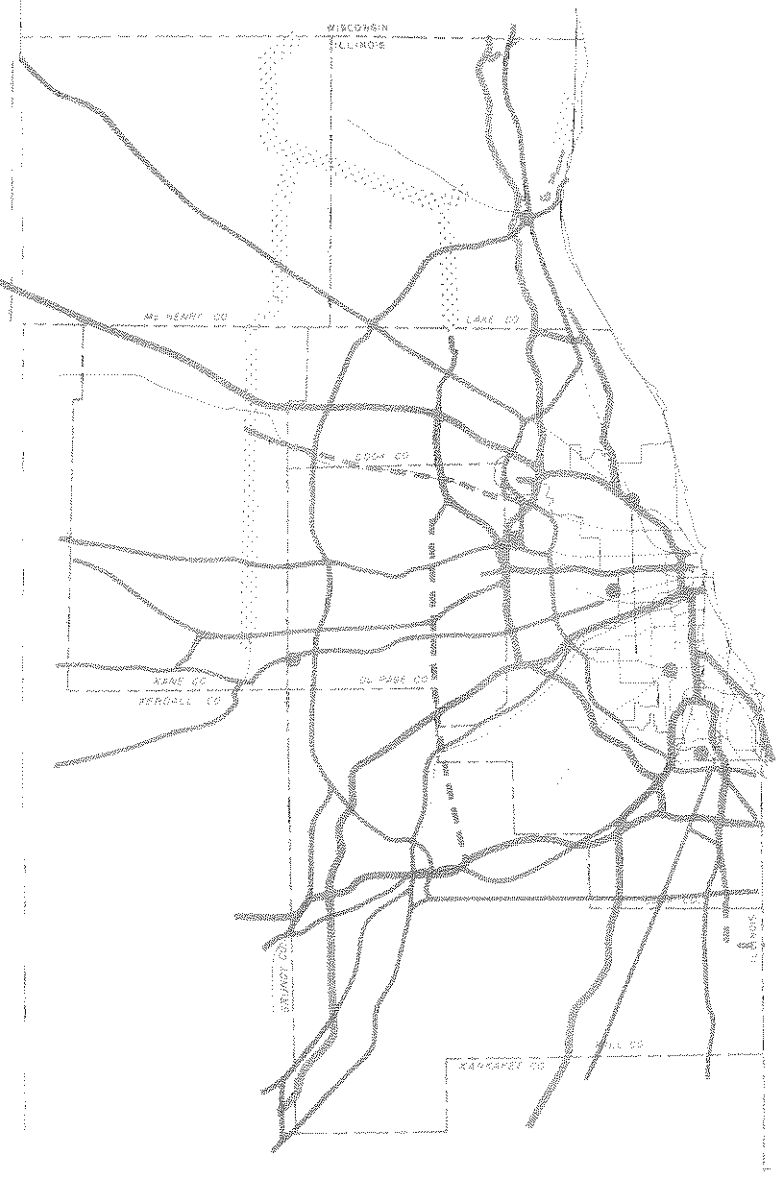
PRIMARY CLASSIFICATION YARDS

SECONDARY CLASSIFICATION YARDS

INDUSTRIAL YARDS

TERMINAL DISTRICT

Figure 21 YEAR 2000 INTERMODAL RAIL FREIGHT SYSTEM



SWITCHING LINES

STRATEGIC LINES

INTERMODAL YARDS (Piggyback)

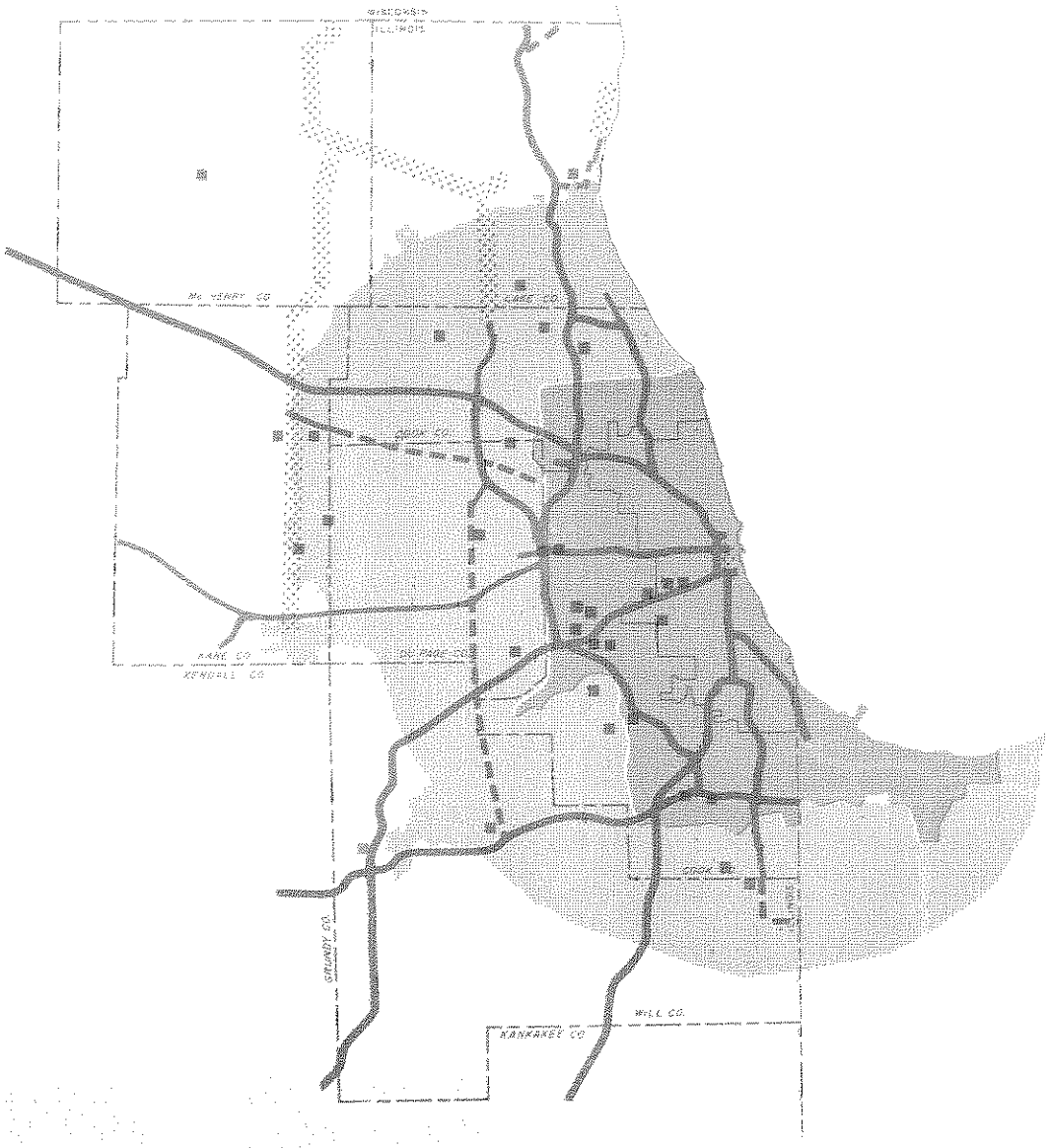
EXISTING INTERSTATE ROUTE

EXISTING EXPRESSWAY

PROPOSED EXPRESSWAY

CORRIDOR-ACCESS CONTROL

Figure 22 YEAR 2000 MOTOR CARRIER FREIGHT SYSTEM



EXISTING INTERSTATE ROUTE

EXISTING EXPRESSWAY

PROPOSED EXPRESSWAY

CORRIDOR-ACCESS CONTROL

TERMINAL CLUSTERS

COMMERCIAL ZONE 1972

COMMERCIAL ZONE 1977

development. The improved service associated with locations within the zone thus was available to these growing businesses. Studies of the effect of the recent zone expansion will assess the desirability of further expansion.

The Year 2000 Waterway and Harbor Network

The waterborne commerce plan is designed to improve coordination, to consolidate service within the mode, and to reduce conflicts with other modes. The Year 2000 Waterway and Harbor plan is depicted in Figure 23.

In order to reduce delays to vehicle and pedestrian traffic in the Loop most bridges on the Chicago River and its north and south branches would be locked in place. This would close about 12.5 miles of waterway to lake vessels and barges. The elimination of commercial traffic and cleanup of the river would allow recreational and residential development along its banks. Commercial traffic would be permitted on the first three quarter miles of the main branch of the Chicago River, with bridge openings allowed at Michigan Avenue, Lake Shore Drive, and the new Columbus Avenue bridge only after normal business hours.

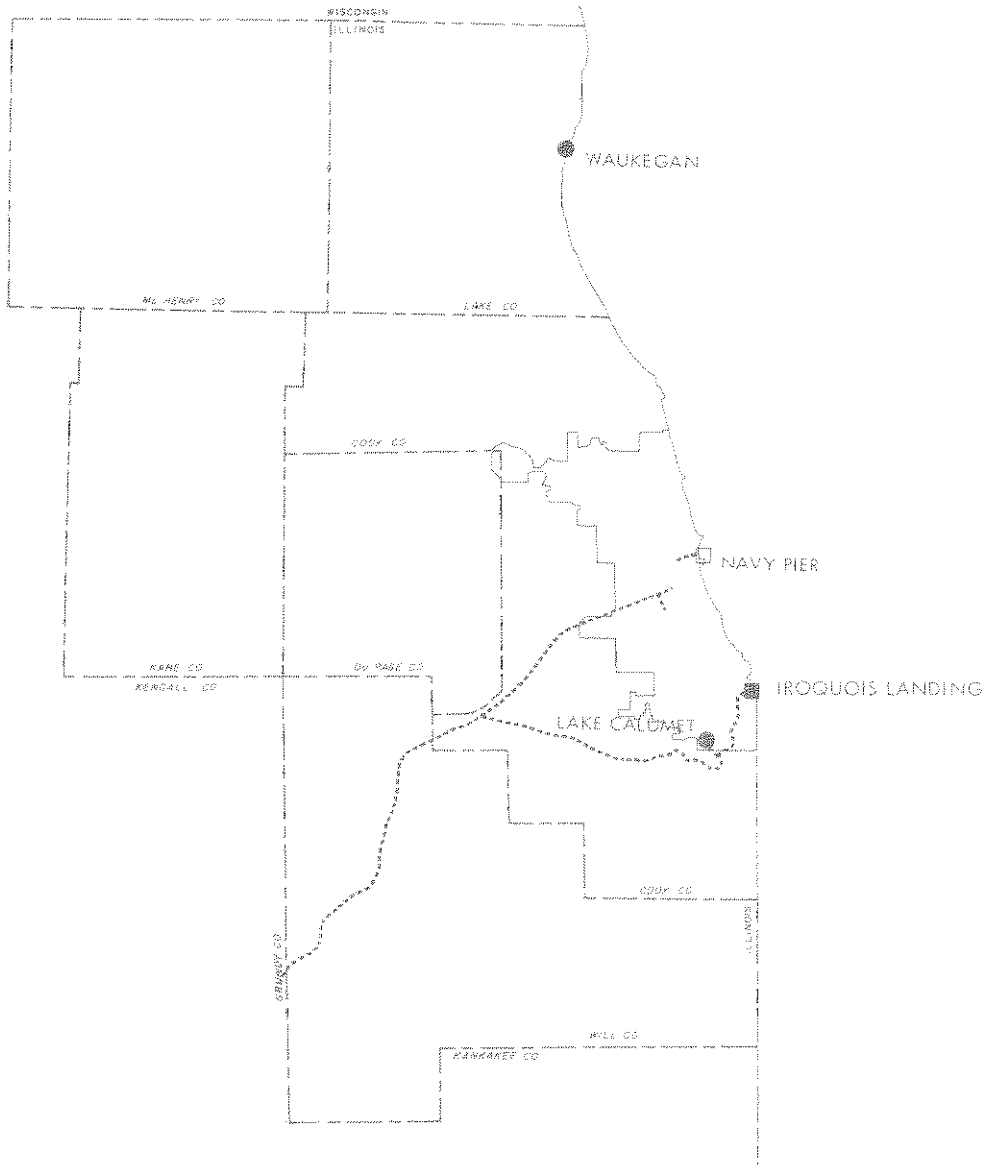
Completion of the project to widen the Cal-Sag Channel to 225 feet will still leave a bottleneck on the Sanitary and Ship Canal between its junction with the Cal-Sag Channel and Lockport. Widening of the canal to 225 feet with a channel depth of nine feet for navigation purposes and four bridge projects are recommended to alleviate this problem.

The container port currently under construction at the Iroquois Landing site was included in the 1995 Plan and is fully supported by the Year 2000 Plan. All general cargo seaway traffic now handled at Lake Calumet and Navy Pier would be consolidated at the Lake Calumet/Iroquois Landing facilities. Lake Calumet would be converted to primarily a barge and bulk cargo facility and provide relief to Iroquois Landing. Iroquois Landing would handle the vast majority of the region's container traffic. Improved rail and truck access to the Iroquois Landing site is essential to encourage multimodal use of this major developing freight facility. All harbor entrances would be maintained to the 27-foot seaway depth.

The Year 2000 Energy and Utility Network

As urban residential, commercial, and industrial development continues, increasing demands are placed on the utility system to provide service. The Year 2000 Plan accommodates these needs by providing for designated corridors. A core network of existing multiple mode right-of-way is designated for future construction of pipelines and high voltage electric transmission lines. Over 800 miles of energy corridors are identified in Figure 24. This network includes peripheral routes in the western suburbs, two peripheral routes in the city of Chicago, and thirteen radial routes using existing rail, highway and energy/utility right-of-way.

Figure 23 YEAR 2000 WATERWAYS AND HARBOR FREIGHT SYSTEM



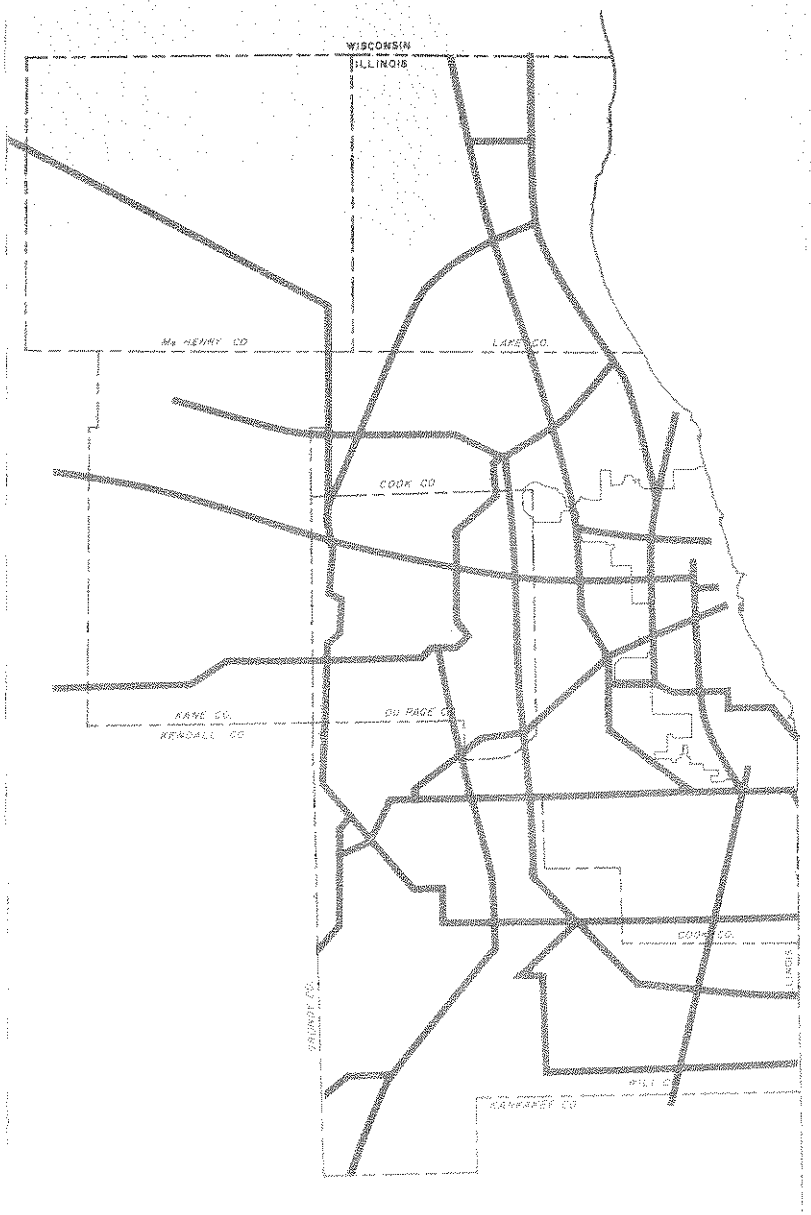
NAVIGABLE WATERWAYS

GENERAL CARGO HARBORS

BULK CARGO PORTS

ABANDONED HARBORS

Figure 24 YEAR 2000 ENERGY AND UTILITY SYSTEM



ENERGY CORRIDOR

VI. FINANCIAL CONSIDERATIONS

Transit and Highway Components

In order to develop fiscally responsible transit and highway plans, forecasts of financial resources were prepared. Over the last several years growth of traditional revenue sources has slowed while inflation has greatly increased construction costs. The result is that the real dollar value of capital available for transportation improvements has declined. The forecast used to prepare this Plan assumes that a reversal of this situation will develop in the years ahead. It is assumed as the overall negative impacts of the declines in the recent past become known, a greater proportion of public funds will be channeled to transportation. This assumption, of course, makes the forecast optimistic, and thus it can be viewed as a realistic upper limit on what can be achieved. The Plan's cost meets forecasted resources available. As such, the Plan is a guide for utilizing these constrained financial resources to provide the best possible transportation system for the future. At the same time the region's transportation program should be considered a worthy candidate for additional public funding because the forecasted resources will fall short of what is necessary to solve all the region's transportation problems. The first portion of this section describes the financial forecast used. The latter portion details the cost associated with the transit and highway plans.

This is a forecast of federally assisted programs supporting transit and highway modes in northeastern Illinois. It is expected that the major source of funds for transportation will continue to be the federal aid programs. Data for the first three years (1980-1982) of the forecast were taken from authorizations in the Surface Transportation Assistance Act of 1978. Forecasts beyond 1982 are extrapolated from the average annual program authorization in the Act projected into the future with certain modifications. The total national funding for transit programs was assumed to experience real growth of two percent per year from 1983 to 2000. This is based on the assumption of real growth in federal government revenues of at least three to four percent and of Congress deeming transit worthy of a moderate share of this growth. The national totals for highway programs are assumed to experience a real growth rate of one percent per year from 1983 to 2000. This is based on the same assumptions of federal revenue growth as was used in the case of transit; however, it seems likely that transit funding could grow more quickly than highway funding due to energy and environmental issues assuming increased influence. After national totals were forecasted, the region's share was calculated based on established formulas or historical patterns.

Depending on the particular program the federal share for a transportation project can range from 50 to 90 percent of the total cost. The remainder, termed local match, is provided by sponsors of the project. It was assumed that there will always be sufficient local funds to meet the matching requirements for federal grants. This assumption will require growth in nonfederal funds for transportation, necessitating consideration of additional state-local funding measures.

In 1979 dollars a total of $15,428 million is forecasted to be available between 1980 and the Year 2000. This total includes $10,325 million of funds generally associated with transit projects and $5,103 million for highway related work. Of the transit total, $4,546 million is expected to be used for operating subsidies and would not be available for capital projects, leaving $5,779 million for capital projects.

Table 4 presents a detailed breakdown of the source of the forecasted funds. Individual program estimates are separated out in this exhibit to provide some insight into the nature of the total financial forecasts. However, it is important to keep in mind that while forecasts were prepared at the level of detail depicted in the table, reliability of the forecast increases with greater aggregation. Also, specific institutional mechanisms used to distribute transportation funds could change causing shifts of funds between listed programs or new programs without substantially altering the overall federal resource commitment to transportation. Thus, in the plan development process modal totals were the most heavily relied upon.

The cost for implementing the transit and highway components of the Plan are presented in Table 5. All costs were estimated in 1979 dollars and can thus be directly compared to the forecasted funds.

Out of the $5,779 million for capital expenditures forecasted for transit, $3,775 million (65 percent) will be needed to maintain and upgrade the existing system. This cost includes rolling stock replacement and the capital cost of maintaining and upgrading to good operating condition track, stations, structures, yards, garages and other support facilities and equipment. A total of $120 million was included to meet accessibility requirements for the mobility limited. This amount represents over two percent of the section 5 funding expected, the federally mandated lower limit for mobility limited resource commitment. As was discussed in Chapter 2, at the time of report preparation a plan for providing accessibility to the mobility limited was being prepared. If the cost of implementing that plan exceeds $120 million, other portions of the transit plan would then have to be reduced, or additional funding would have to be found.

The cost of the major transit facilities (those depicted in Figures 2 and 3) are $1,548 million for rapid transit and $279 million for commuter rail. These figures include the cost of all additional rolling stock needed to operate the new service. The $177 million for buses represents the amount available for expanding the bus fleet size and is over and above the periodic replacement of buses in the existing fleet.

For highways a total of $3,200 million (63 percent of forecasted highway funds) has been reserved for periodic resurfacing, structural renewal, and all the other capital costs associated with maintaining and upgrading the roads to good operating condition. This leaves a total of $1,903 million to expand the capacity of the system. The Plan recommends that the facilities depicted in Figure 4 be constructed for a cost of $1,186 million and that $717 million be spent on capacity expansion projects on the arterial system.

Table 4

FORECAST OF FUNDS TO IMPLEMENT TRANSIT AND HIGHWAY COMPONENTS OF PLAN
(millions of 1979 dollars)

Program	Federal Grant	Local Match	Total
TRANSIT CAPITAL			
Rapid Transit (Sec. 3)*	3220	805	4025
Bus (Sec. 5)*	491	123	614
Misc.	655	16	81
FAU & Interstate Transfer**	900	159	1059
Total Transit Cap.	4676	1103	5779
TRANSIT OPERATING			
Section 5*	2208	2208	4416
Misc.	65	65	130
Total Transit Oper.	2273	2273	4546
Total Transit	6949	3376	10325
HIGHWAYS			
FAP & FAS	1518	417	1935
Bridges	500	125	625
Safety & RR Crossings	205	59	264
FAI-RRR (Interstate Rehab)	106	30	136
FAU & Interstate Transfer**	1759	384	2143
Total Highways	4088	1015	5103
TOTALS	11037	4391	15428

Notes:

*The Section 5 heading and the Sec. 3 and Sec. 5 designations in parentheses following the program names refer to sections within the UMTA Act authorizing certain federal financial assistance programs.

**The FAU & Interstate Transfer category constitutes funding that is locally discretionary between the transit and highway modes. The split between modes shown here is for planning purposes.

Table 5

CAPITAL COST OF THE TRANSIT AND HIGHWAY COMPONENTS
(millions of 1979 dollars)

TRANSIT		
Maintenance and Upgrading Existing System		3775
New Facilities		
Commuter Rail	279	
Rapid Transit	1548	
Bus	177	
Total New Facilities	2004	2004
TOTAL TRANSIT		5779
HIGHWAY		
Maintenance and Upgrading Existing Ststem		3200
System Expansion		
New Major Facilities	1186	
Capacity Improvements on Existing System	717	
Total System Expansion	1903	1903
TOTAL HIGHWAY		5103

Intercity Transportation and Airport System Plan

As this component of the plan is tied to a national purview, it is not possible to delineate the financial considerations in the detailed fashion of the last section. The following is a general discussion of financial issues for each element of this component of the Plan.

Automobile/Highway: The major new investments in highway facilities in the region have been described in Chapter 3. The financial aspects of that highway component are described in the previous section. Nationally, the Interstate Highway System is virtually all in place although the remaining portions involve significant cost. Future financial concerns involve maintenance and the reconstruction of the older segments.

Commercial Air Service: The O'Hare-Midway Master Plan Study is examining future development needs at both airports. Six alternatives, representing various combinations of

development at O'Hare and Midway, are presently being evaluated in the Master Plan. Alternatives range in cost from approximately one-half billion to one and one-half billion dollars. Implementation of the chosen alternative would be funded through the Airport Development Aid Program (ADAP) trust fund of aviation user taxes, the state, local sources and the airlines. Federal legislation creating ADAP is set to expire at the end of 1980; however, legislation is pending that would extend and modify the fund. At this time it is not possible to forecast what share the Chicago region could expect to receive of future ADAP funds.

Intercity Bus: The intercity bus industry receives no direct governmental financial assistance. It operates wholly as a private enterprise system competing with other modes, and, where routes overlap, one company competes with another. Fare adjustments maintain financial viability.

Intercity Rail Passenger Service: Rail passenger service today is heavily dependent on government support. Almost every route is losing money, though service on some routes has been substantially upgraded. The fare structure returns less than 50 percent of system expenses, and Amtrak requires heavy federal operating subsidies. Illinois' own rail passenger program is one of the most extensive in the nation, as it supports five Amtrak trains per day under Section 403(b) of the National Rail Passenger Service Act of 1970. The deficits of such a service are shared equally between the state and Amtrak. The capital cost of the four proposed improvements cited in Chapter IV and shown in Figure 18 is 15 million 1979 dollars.

Regional Airport System Plan (general aviation): Full implementation of these recommendations would result in a regional airport system consisting of at least 15 publicly owned, public use airports by the Year 2000. This publicly owned core system would have sufficient capacity to handle 80 percent of the region's future based aircraft and could accommodate over three-fourths of the expected operations. In 1979, the total cost of implementation was estimated at $135 million. This cost would be spread over the 20-year period of the plan and includes $79 million in land costs and $56 million in facility improvement costs. Much of the improvement costs are required to bring privately owned airports into conformance with FAA standards, which apply to publicly owned facilities. The majority of these proposals are eligible for federal airport development funds. These are provided through the Airport Development Aid Program Trust Fund from user charges on commercial air passengers, aviation fuel and other aviation related use taxes. Public acquisition and facility improvement costs would then be shared by federal, state, and local governments. However, full implementation of this Plan component depends on significant increases in the region's share of federal funds.

Freight System Plan: Evaluation of the problems and benefits apparent with each mode led to the development of the Year 2000 Freight System Plan. Within each mode the cost of maintaining extensive facilities was weighed against the benefits of superior service to shippers and reduced conflicts with passenger travel through greater coordination and cooperation. CATS has included a project in the FY 81 work program to further refine and detail the conceptual plan presented in Chapter 5. This project includes estimation of the costs of implementing specific project proposals. It is not possible to meaningfully estimate costs associated with the plan in its current level of detail.

VII. PLANNING PROCESS

Overview

Staff efforts on the development of the Plan were coordinated by a subcommittee of the CATS Work Program Commitee (WPC), the Transportation System Development (TSD) subcommittee. This TSD subcommittee consisted of representatives of Illinois DOT, NIPC, RTA, Cook County, Lake County, City of Chicago, CTA and CATS. TSD subcommittee meetings were, however, open to all members of the WPC, and other members did frequently attend and participate in the discussions. Also, the subcommittee reported regularly to the WPC, and all major decisions were approved by the WPC. The subcommittee was in existence for the 18 month duration of the plan development process, which began in fall of 1978. One of the subcommittee's principal tasks was to integrate the technical and public participation aspects of the plan development work.

The initial technical analysis included evaluating the impact of future travel on the existing transportation system and forecasting financial resources available for improving the system. From these efforts four test alternatives, termed A, B, C, and D, were developed. A technical performance evaluation of these four alternatives was performed using procedures described in the publication, "Year 2000 Transportation System Plan Methods and Models." Alternatives were also evaluated against the policies of the Regional Comprehensive Plan and checked for consistency with other functional plans. A public review of the alternatives was simultaneously conducted during the technical evaluation. This public participation is discussed in the next section.

Based on the public review and evaluations, a set of major projects were identified as potential candidates for inclusion in the Plan. These projects were cast into two alternatives E and F, which were approved for review and evaluation by the WPC and a NIPC subcommittee. Alternatives were evaluated in the same manner as the first set of alternatives with the addition of an extensive analysis of energy impacts on plan performance.

By July 1979 a general consensus was developing on the major highway and transit facilities for the suburban area. The CATS staff technical work on the plan was also completed, and results were sent to the Policy Committee. At that time the Illinois General Assembly was considering transportation funding options, and the Burnham Interstate dedesignation was being initiated. Action on the Plan was halted until the results of these important initiatives could become finalized and accounted for in the planning process. In late October the process began again, and major changes resulting from policy decisions over the summer were reflected in the recommended plan, which was evaluated and adjusted by the TSD subcommittee.

At the January 29, 1980 WPC meeting the major facilities recommended by the TSD subcommittee were approved and passed on to the Policy Committee. At the Februry 21, 1980 CATS Policy Committee Meeting an Executive Summary was endorsed, and the staff was directed to prepare a plan document for public and official review. After this review the plan document, which includes the previously updated aviation component and updated intercity and freight

components, was submitted to the Policy Committee for final endorsement at the 1980 summer Policy Committee meeting.

Public and Local Official Involvement

Planners in large metropolitan areas must address several audiences or publics. Reaching the technical and planning communities is, to a certain extent, built into the system. Reaching the general public and hundreds of elected officials in an area such as northeastern Illinois requires particular effort. In developing this plan two series of public meetings were conducted to solicit public input.

The first series, 25 sessions held during January, February and March of 1979, involved informational presentations in slide show format on the long range planning process in general and particular projects being considered for inclusion in the Plan. At least one meeting was held in each of the five collar counties. In Cook County a meeting with each of the six regional councils of mayors was conducted, and a general public meeting was held in Chicago. The meetings were publicized in several ways. First, a regular council meeting announcement, including an agenda, was sent to member communities and to organizations, media, and residents who have attended previous meetings. A general press release, "Planning Transportation for the Year 2000," describing the subject and inviting public involvement, was sent to newspapers and radios covering each council area; a final paragraph was attached giving specific meeting information. Finally, in many cases individual council chairmen or county officials issued personal invitations to groups or persons thought to have an interest in future transportation developments. All meetings were open for comments by anyone in attendance.

Comments obtained during this first round of meetings were considered along with technical evaluations in arriving at two Year 2000 Plan alternatives labelled E and F. These alternatives were presented to local officials and the general public in a second series of meetings throughout the region in spring 1979. Elected officials representing each of the region's over 260 municipalities were individually contacted. Again the press was used to publicize the effort. A press release, "Energy, Funding and Transportation," was distributed to media outlets in the region together with project lists and maps showing the two plan alternatives. The release included meeting dates and a brief background discussion. Local media were called with specific information on meeting times and locations.

During May 1980 a draft of the complete Plan was reviewed publicly. The draft was sent to transportation and planning agencies and the chief elected official of each of the municipalities within the region. Local media (including over one hundred and fifty community and ethnic newspapers) and civic organizations (including over two hundred and fifty local community organizations) were informed of the draft Plan and invited to a special CATS open house to discuss and comment on the Plan. Also, four public hearings on the Plan were held by NIPC. These formal hearings were also well publicized throughout the region. The result of this public participation effort was a public response that was very valuable in the refinement of this Plan document. A list of all the public meetings held during Plan development is presented in Table 6.

Table 6

YEAR 2000 PLANNING PROCESS LIST OF PUBLIC MEETINGS
(Date, Group, and Location)

First Round

1/11/79	NIPC - PPD Committee: NIPC offices Chicago
1/11/79	McHenry Regional Planning Commission: Woodstock
1/26/79	Lake County Highway and Planning Departments: Libertyville
1/30/79	Lake County: Waukegan*
1/31/79	Central Region Council of Mayors: Western Springs*
2/1/79	Joliet Urbanized Area Council of Mayors: Lockport*
2/2/79	Regionwide general public: NIPC offices Chicago*
2/6/79	North Shore Council of Mayors: Northfield*
2/8/79	Northwest Municipal Conference Transportation Committee: Mount Prospect*
2/9/79	Will County Highway Committee of the County Board: Will County Highway Department offices
2/13/79	Transit Carriers Coordinating Committee: CATS Conference Room
2/14/79	DuPage Mayors and Managers Association Transportation Committee: Oakbrook
2/14/79	DuPage County: Wheaton*
2/14/79	Will County: Joliet*
2/15/79	Trust Luncheon: Downtown Chicago*
2/20/79	Chicago Association of Commerce & Industry: Downtown Chicago
2/21/79	McHenry County: Woodstock*
2/23/79	Southwest Council of Mayors: Evergreen Park*
3/1/79	Kane County: Geneva*
3/7/79	Lake Urbanized Area: Libertyville*
3/12/79	South Region Council of Mayors Transportation Committee: Steger*
3/13/79	North Central Council of Mayors: Broadview*
3/13/79	Lockport Planning Commission: Lockport
3/22/79	Round Lake Beach Area: Round Lake Beach
3/27/79	Barrington Area COG: Barrington

Second Round

6/4/79	Will County: Joliet*
6/5/79	Lake Coduntу: Waukegan*
6/7/79	Regionwide general public: NIPC offices Chicago*
6/7/79	NIRPC Commissioner: Hammond
6/9/79	NIPC Assembly of Mayors (display): Rosemont
6/13/79	DuPage County: Wheaton*
6/14/79	RTA Board: Chicago
6/14/79	McHenry County: Woodstock*
6/15/79	Kane County: Geneva*
6/26/79	Will County Highway Committee of the County Board: Will County Highway Department offices

Final Round

5/20/80	NIPC Public Hearing: Frankfort*
5/21/80	NIPC Public Hearing: NIPC Offices Chicago*
5/21/80	NIPC Public Hearing: Glen Ellyn*
5/22/80	NIPC Public Hearing: Fox Lake*
5/29/80	Open House: CATS Offices Chicago*

*NOTE:

All meetings were open to the public. Those with an asterisk were well publicized with the public specifically invited through press releases and other means.

During the entire planning process media coverage played an important role by informing the public of the planning effort. On various occasions the major metropolitan daily newspapers carried general stories on the Plan development including lists of projects and maps. Local newspapers often focused their coverage on issues affecting their areas. Numerous interviews with CATS staff and staff of other participating agencies were aired over various radio stations. Also, several radio talk shows were devoted to the Plan. Television coverage included brief news show features as well as a half hour talk show focusing on the draft Plan.

The great amount of public exposure during the entire process through both the meetings and the media allowed the key issues affecting the Plan to be publicly debated. The public response was gratifying and provided a valuable contribution to the production of this Plan.

Future Activities

The Year 2000 Transportation System Development Plan has been reviewed by the Northwestern Indiana Regional Planning Commission (NIRPC), the Southeastern Wisconsin Regional Planning Commission (SEWRPC) and the Illinois-Indiana Bi-State Regional Planning Commission. During the ensuing year the Northwestern Indiana Regional Planning Commission will be completing a year 2000 transportation plan for its area of responsibility. There will be close liaison between CATS and NIRPC in order to assure that the plans and transportation facilities are fully coordinated.

No viable transportation plan is static; the planning process must allow modifications to any approved plan as the planning environment changes. This plan will be updated annually and undergo a major review in 1985. As subregional and project specific implementation studies are completed the Plan will be further detailed. The updates will also record progress in implementing the plan. However, during the next few years there are several major issue areas that have the potential of radically altering the planning environment. Depending on the resolution of each of these issues major changes may be necessary in the Plan. The five issue areas identified as possessing this potential are:

1. The transit and highway components of the Plan are based on financial forecasts discussed in Chapter 6. These forecasts assumed a reversal of the trend toward declining real dollar expenditures for transportation. This reversal will require changes at both the state and national levels in the mechanisms for funding transportation. If no change occurs (i.e., funding remains dependent upon relatively constant per gallon gasoline taxes and transit fares) then absolute dollars for transportation will decline slightly. With inflation at present levels real dollars will drastically decline. The Plan then would have to be substantially modified. The financial situation will be closely monitored annually and the Plan revised accordingly.

2. Alternative energy supply futures including a scenario with high motor fuel prices and low availability were considered in the plan development process. Projects were selected for inclusion in the Plan partly based on their ability to perform well in a variety of future energy conditions. As a great deal of uncertainty exists at this time about future energy price and availability this approach was judged the most prudent. However, if the energy

situation is clarified in such a way that a more definitive idea about the future energy situation emerges then the Plan will be reassessed. This would be particularly important if severe shortages were expected.

3. The controversial subject of the proper method of serving the transportation needs of the handicapped awaits final resolution. The congressionally mandated study (321 Study) of assessing the benefits and costs of retrofitting existing fixed rail facilities for handicapped accessibility will be completed later in 1980. A Transition Plan for complying with the new federal regulations is scheduled to be completed in 1981. Preliminary results from these studies indicate that accessibility improvements required by the new federal regulations may be extremely costly, vastly exceeding the $120 million assumed in this Plan. If this is the case and no additional funding is available the transit component may need substantial modification.

4. The pattern of future aviation activity in the region is closely tied to O'Hare Field development. The O'Hare-Midway Master Plan Study conducted by the city of Chicago is expected to be completed in late 1980. This study will answer many questions about the feasibility of O'Hare Field expansion and the future role of Midway Airport. The commercial and general aviation portions of the Plan will be reexamined in light of the results of this master plan study.

5. Given the economic problems developing in the goods movement area, the role of government in the freight system is being debated at the state and national levels. At the least, a greater degree of coordination between the public and private sectors in the goods movement area seems to be emerging. Regionally, a major freight planning study will be initiated by CATS in 1980. This study, which will detail the freight component of this plan, will involve the private sector of the freight industry to a greater degree than in the past. Resolution of the federal and state roles in the freight system along with results of the freight planning study will provide a basis for reevaluating the freight component of this plan.

Resolution of any of the five issue areas has financial implications. Indeed, most of the current concerns regarding transportation center on questions of financial support. Monitoring the financial situation will be a critical factor in future plan updates. The last several years has seen a decline in real dollars for transportation improvements. Over the long run transportation expenditures have, however, proven a good investment, enabling the region to achieve a high level of economic development. Recognition of the importance of transportation to the well-being of the region will insure adequate future funding and assure that northeastern Illinois will remain the transportation hub of the nation.

APPENDIX

In March 1979 the Northeastern Illinois Planning Commission submitted transportation related policies derived from the Commission's adopted Comprehensive General Plan. These policies are incorporated in the Plan document and were used in developing the Year 2000 Transportation System Development Plan. In June 1980 the Commission forwarded additional policies derived from its more recently adopted "Regional Land Use Policy Plan" and "Regional Open Space and Recreational Policy Plan." The Commission staff observed that the Year 2000 Transportation System Development Plan is consistent with these recently submitted policies, and the Commission adopted the Plan on August 21, 1980.

Due to the late submittal of the additional policies, they were not included in the text of the Plan. These policies will be presented to the CATS Regional Council of Mayors for its review and action prior to consideration for incorporation into the next annual update of the Transportation Plan. As a step toward such incorporation, the policies as transmitted by NIPC are presented in this Appendix.

Comprehensive Planning Policies Proposed for Inclusion in the Year 2000 Transportation Plan

The transportation policies in the region's Comprehensive General Plan, adopted by the Northeastern Illinois Planning Commission in June 1977, provide part of the framework for the regional transportation plan:

* Coordinate local and regional plans for transportation with the provision of utilities and municipal services in areas suitable for development and redevelopment.

* Provide public transportation service to developed areas, major activity centers, areas designated by regional plans as suitable for development and redevelopment.

* Encourage the development of diversified and integrated transpor- tation systems that provide opportunities for interchange between transportation modes and between different services of the same mode.

* Improve existing transportation systems to reduce congestion, safety and health hazards, costs and environmental intrusion.

* Minimize the adverse social and environmental impacts caused by the construction of the transportation system.

* Minimize the public cost of constructing and operating transportation systems, and distribute the fiscal impacts and benefits equitably throughout the region.

* Encourage the development of new technologies that would reduce the amount of travel and goods movement required for daily life.

* Promote transportation systems that effectively consider the travel needs of the mobility-limited persons.

In addition to these policies, the Year 2000 Plan is directed toward the implementation of the following transportation policies drawn from the transportation planning and programming process:

Policy I. The region's transportation system, both now and in the future, must be maintained in good operating condition.

Policy II. The following transportation objectives will be met in the most cost efficient manner.

1. Provide citizens and business users with safe, economical and efficient transportation service in response to their needs.

2. Provide transportation service that enhances the social, economic and environmental conditions in the region.

3. Develop a transportation system that uses energy efficiently, and is adaptable in response to possible energy shortages.

4. Provide a real choice of transportation modes to all segments of society.

5. Maintain the high accessibility of the Chicago Central Business District.

The following policies are drawn from the Comprehensive General Plan to provide the economic development, environmental, energy, housing, and human service context for the transportation plan:

* Improve the region's role as national transportation center through programs supportive of air, truck, pipeline, water and rail networks and their interchanges.

* Improve transportation within the region to expedite and minimize costs of moving goods and people.

* Encourage modification of development patterns to reduce demand for energy by promoting a transportation and communication system, designed to minimize the travel distance for person and goods movement and to use the most energy efficient system.

* Promote the equitable, efficient, and effective access to human services for all residents of the northeastern Illinois region regardless of geographical location, income, race, age, or physical handicap.

In addition to these general policies, two functional plans adopted as components of the Comprehensive Plan provide further guidelines for transportation planning and programming. The Regional Land Use Policy Plan (RLUPP) provides the development framework for the Year 2000 Plan. The Land Use Plan is also a Year 2000 Plan, developed on the basis of forecasted population land use and employment, with local and subregional assumptions about the desires and future capabilities to provide various levels of municipal services. (See figure A-1, Regional Land Use Policy Map.) The Land Use Plan contains policies addressing the type, location and timing of development, and necessary measures to protect the natural and man-made environment from the development impacts. The following policies were drawn from the RLUPP, which addresses specific transportation issues:

^ Locate new expressways, expressway extensions, and interchange locations on the basis of the following criteria:

* Consistency with most recent population and employment forecasts.

* Consistency with adopted municipal, county and regional land use plans.

* Preservation of the character of existing residential neighborhoods and employment opportunities.

* Protection of environmental resources and open space.

* Develop land use patterns in the vicinity of interchanges which are compatible with the functions of expressways and interchanges.

* Develop highway planning and capital programming procedures which consider both the indirect costs of highway construction, such as energy consumption, and also consider mass transit as an alternative to highway construction.

* Give priority to the maintenance and improvement of major thoroughfares in mature and developed communities to provide increased access to and reduced congestion in these areas.

* Maintain existing agricultural lands outside municipal service areas by prohibiting extensions of sewer water, and transportation services into or through such areas.

* Maintain agricultural land as a buffer zone along transportation routes and around other land uses when appropriate.

* Give priority to modernization of existing public utilities, public transportation, and municipal services.

* Encourage the location of intensive commercial, industrial, institutional, and recreational uses adjacent to existing or programmed mass transit service.

* Encourage the location of multiple family residential complexes in areas within one-half mile of existing or programmed mass transit service.

* Encourage land use patterns which can be conveniently served by transit service.

* Coordinate the timing and location of any new commuter rail or rapid transit stations with county, municipal, and regional plans and forecasts.

* Provide adequate pedestrian, bicycle, automobile, and bus access to -- and parking facilities at -- commuter rail and rapid transit stations.

* Encourage an appropriate mix of land uses around commuter rail and rapid transit stations to stimulate transit use.

* Provide buffer areas when necessary around natural areas to minimize adverse environmental impacts from human activity.

* Utilize buffer areas to minimize adverse environmental impacts or, if appropriate, for multipurpose open space and recreational activities.

* Coordinate air quality and land use planning at all governmental levels to promote land development patterns which will reduce auto dependence and increase mass transit usage which will result in the long-term improvement of air quality.

The Regional Open Space and Recreational Policy Plan provides policies for preservation, development and use of land resources that may be environmentally sensitive or have other unique natural features that make them attractive recreation areas. The following policies are selected for their relevance to transportation objectives:

* Protect existing open space from encroachments by capital improvements that will diminish its natural quality.

* Discourage high levels of accessibility to environmentally sensitive areas such as nature preserves.

* Consider open space and recreational planning concerns in comprehensive planning, particularly transportation and waste-water treatment, at all levels of government.

* Coordinate open space plans and programs with transportation facilities planning (for highways, public transportation and facilities for special users) in order to maximize accessibility to recreation and leisure time opportunities.

* Encourage planners and builders of highways, drainage ways and other publicly owned corridors to include pedestrian and bike trails as a part of their development.

* Plan open space programs and transportation programs to provide systems of scenic drives, bikeways, trails, and water-access points.

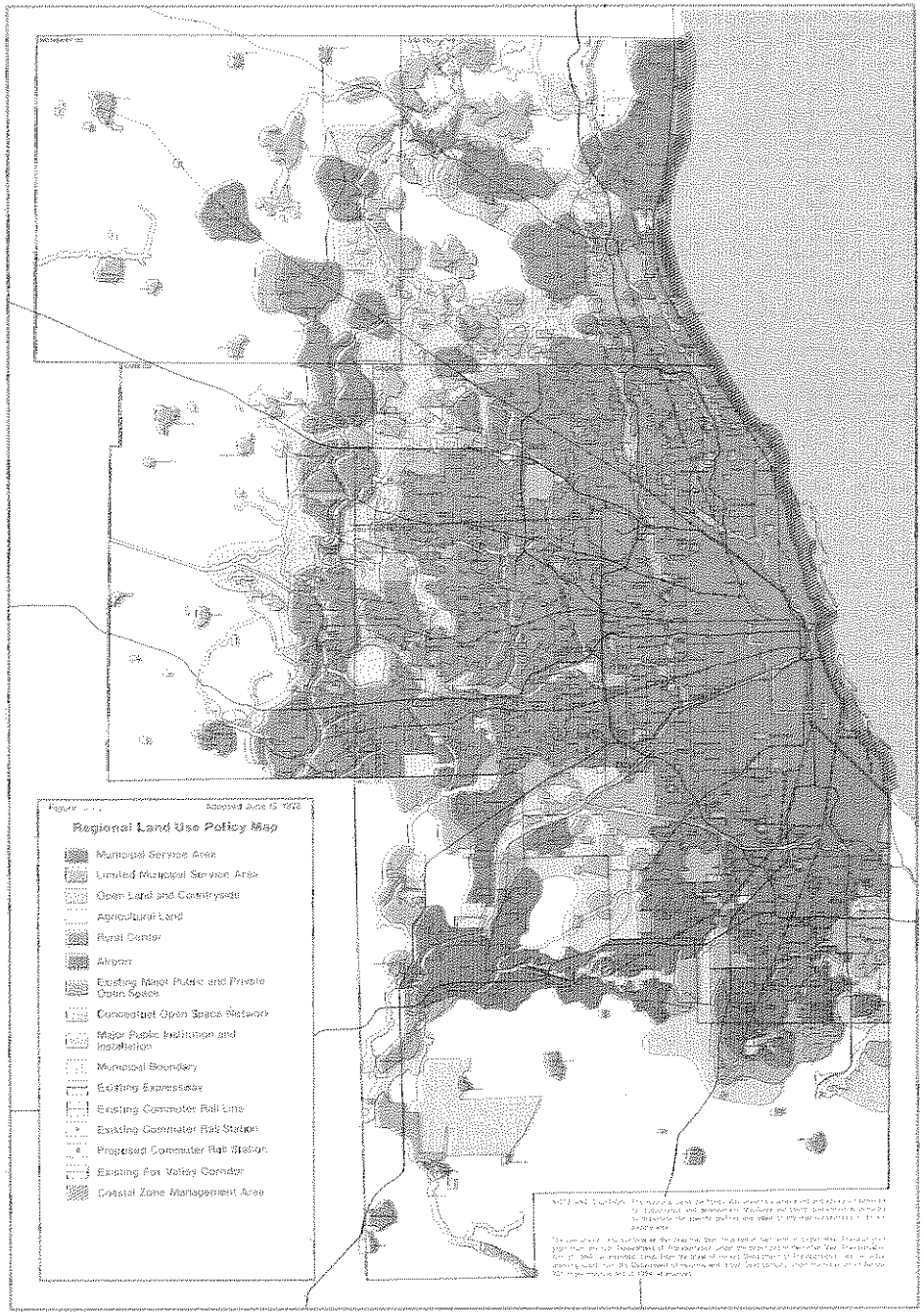
* Continue designing special bus and commuter train schedules and facilities to satisfy peak demands for recreational access.

* Provide intensive recreational facilities within existing regional open space near public transportation access points.

* Promote elimination of through traffic in major urban parks, forest preserves, and conservation areas to reduce pedestrian/vehicle conflict.

* Encourage the use of multiple funding sources to finance projects that will produce multiple benefits, including those not related to recreation.

Figure 25 REGIONAL LAND USE POLICY MAP



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The Chicago Area Transportation Study (CATS) is the Metropolitan Planning Organization (MPO) for northeastern Illinois. Designated by the Governor of Illinois to be responsible, in cooperation with the state, for carrying out the planning provisions of the federal Highway and Mass Transportation acts, CATS has a study area which covers the Illinois counties of Cook, DuPage, Kane, Lake, McHenry and Will.

CATS is sponsored and directed by a Policy Committee whose members represent the state of Illinois, Regional Transportation Authority, City of Chicago, the six counties, suburban municipalities, transit operators, Illinois State Toll Highway Authority and the Federal Highway and Urban Mass Transportation Administrations.

Assisting the Policy Committee in carrying out the responsibilities of the MPO are the Council of Mayors and the Work Program Committee. The Council of Mayors, organized into seven regional councils and the City of Chicago, provides a direct link with the area's more than 260 municipalities. Each of the suburban councils and the City of Chicago is responsible for recommending local transportation improvements in its area. The Work Program Committee is a standing body which oversees technical aspects of CATS work activities and advises on regional transportation issues. This group is supported by technical committees in the functional areas of transit carrier coordination, rail freight, air quality, transportation for the mobility limited, aviation planning and transportation operations.

CATS was organized in 1955 with initial sponsorship and financial from a Policy Committee made up of the State of Illinois, Cook County and the City of Chicago in cooperation with the U.S. Bureau of Public Roads. Under the Federal-Aid Highway Act of 1962, and by agreement among the sponsoring CATS agencies, activities were expanded to include comprehensive, continuing and cooperative transportation planning for the Chicago urbanized area. The study area was expanded in 1967 to include all of the six counties of northeastern Illinois.

As MPO, CATS has the lead responsibility for preparing and updating the following products:

1. Long-range Transportation Plan, 2. Transportation System Management Plan for operations improvement, 3. Five-year Transportation Improvement Program, 4. Annual Element for transportation investment, 5. Implementation studies in support of engineering and construction activities, 6. Unified Work Program for transportation planning.

CATS fulfills these responsibilities cooperatively with the Policy Committee agencies, as well as regional and local planning agencies.

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