



2020 FEDERAL AGENDA

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The Chicago region has a tradition of seizing its destiny rather than leaving the future to chance. That tradition is founded on ambitious, bold planning. In that vein, the Chicago Metropolitan Agency for Planning (CMAP) was created in 2005 (70 ILCS 1707) to serve as the region's federally designated Metropolitan Planning Organization (MPO) and guide planning in northeastern Illinois.

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

The 2020 Federal Agenda first presents CMAP's Surface Transportation Reauthorization Principles, followed by the agency's positions on federal transportation policies and key recommendations related to critical issues affecting the region.

CMAP Surface Transportation Reauthorization Principles

The Fixing America's Surface Transportation (FAST) Act authorizes surface transportation programs through September 2020. Policymakers should ensure the following broad principles are reflected in the upcoming reauthorization:

Ensure sustainable funding

Transportation revenues must provide ongoing, sufficient, and sustainable funding to improve and enhance the system. Revenues should grow sustainably by indexing them to inflation to keep pace with the costs of operating and improving the system, which inevitably increase over time. Revenues must also change to adapt to new technology and changing transportation preferences.

Align funding with national performance goals

Reauthorization presents an opportunity to use performance measurement data to distribute funds based on system needs and outcomes to achieve national goals. Existing statutory goals can be supplemented to prioritize how well the multimodal transportation system connects people to jobs and services. A mix of formula and discretionary programs is appropriate, as is ensuring a certain level of year-over-year continuity for each state or region to enable long-term planning. Improving transparency in discretionary program development can improve program effectiveness.

Support goods movement and address community impacts

America's goods movement system requires sustained and flexible federal support, and the benefits of the FAST Act's two freight-focused programs are becoming evident. However, the national advantages of freight movement are often accompanied by negative impacts at the local level — particularly in disadvantaged communities. The region requires both continued federal support for freight and the ability to use funding for projects that mitigate negative impacts.

Address climate change

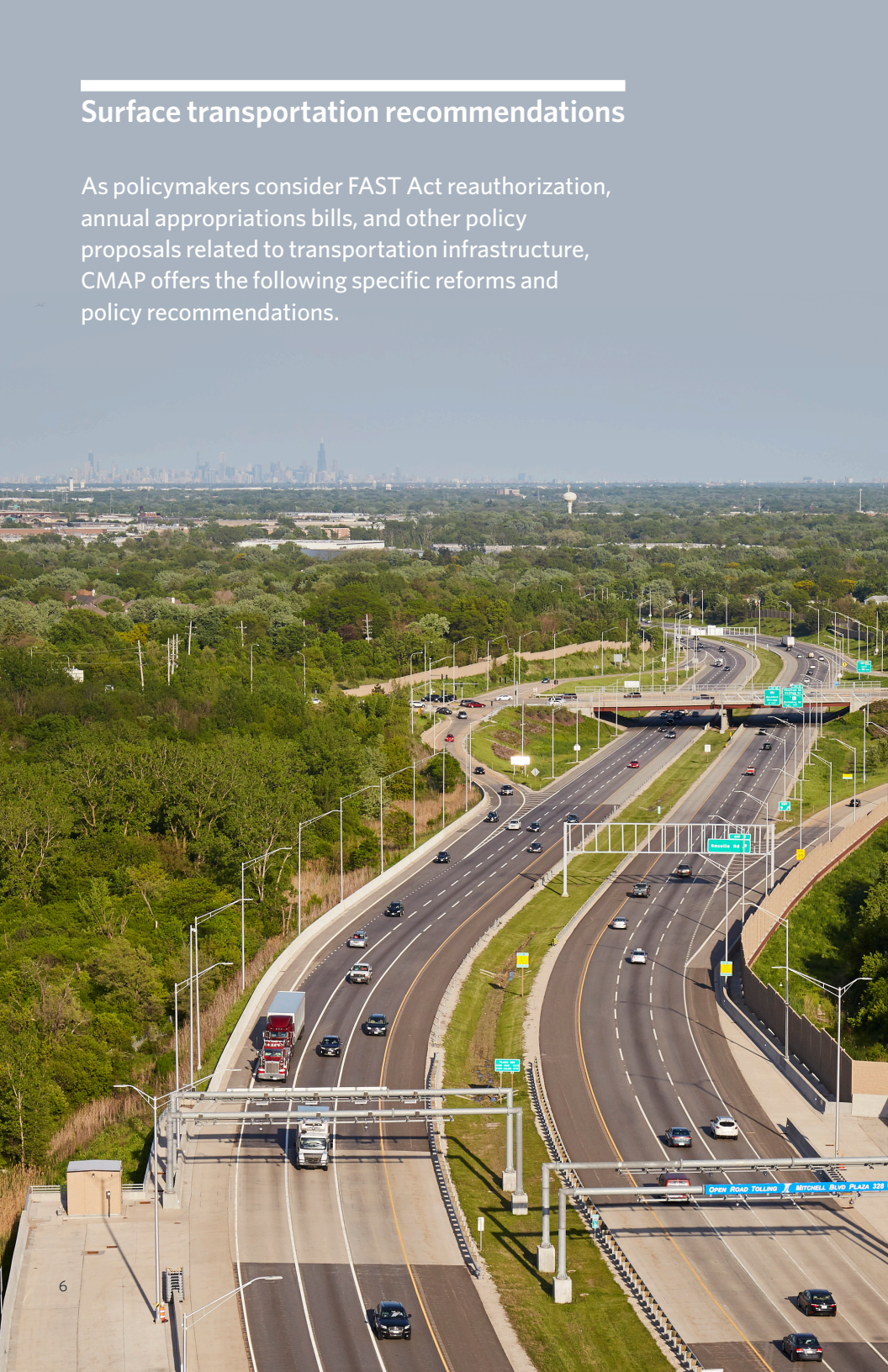
The transportation sector is the greatest source of greenhouse gas emissions in the United States. Moreover, climate change is already causing stronger and more frequent weather events, creating operational and safety problems on transportation facilities that were not typically designed to handle such events. Designing federal transportation programs to both slow the rate of emissions growth and respond to already occurring change will improve the resilience of our transportation system and nation.

Establish a stronger role for regions

Federal surface transportation programs are founded on a federal-state-regional partnership. Regions are centers of population and economic activity, and often have unique transportation and economic needs within their states. They can also play a role in piloting responses to emerging mobility services and technology. MPOs have unique knowledge of these issues and understand the need for multijurisdictional solutions. Providing regions with greater funding and project selection authority allows a stronger connection between regional plans and investment decisions.

Surface transportation recommendations

As policymakers consider FAST Act reauthorization, annual appropriations bills, and other policy proposals related to transportation infrastructure, CMAP offers the following specific reforms and policy recommendations.



Ensure sustainable, adequate revenue sources for multimodal transportation investments

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

Changes in travel behavior and increased vehicle fuel efficiency will require a replacement for the HTF's primary revenue source — the motor fuel tax — with a per-mile road usage charge in the long term. Looming reconstruction needs on the northeastern Illinois Interstate and expressway system will require substantial funds, but current federal law limits the ability to toll existing Interstate capacity. New operational approaches that can limit congestion, such as managed lanes, also require the ability to price roadway use.

CMAP supports:

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

Continued funding for per-mile road usage charge pilot programs, expansion of pilot program eligibility to MPOs, and development of a streamlined national solution that allows each state to collect road usage charges from out-of-state drivers.

Greater flexibility for states and regions to impose user fees by removing federal restrictions on tolling the Interstate system.

Removal of restrictions on commercial activity on the Interstate system, e.g., the provision of power to electric vehicles and parking for commercial vehicles.



Strengthen the transit system

For the Chicago region's public transportation system just to reach a state of good repair would require billions in new funding, with even more needed to modernize the system. Federal funding reforms are needed to level the playing field between transit and highways for large expansion projects. For transit, the New Starts program requires a substantial local match and the completion of significant engineering work prior to consideration for federal funding. In contrast, a large highway expansion project is subject to the lower, standard local match, and has more flexibility in using federal funds for engineering work.

Federal agencies should prioritize transit-oriented development through their transportation, housing, and economic development investments. Increased transit and passenger rail usage can also help achieve emissions reduction goals. CMAP recognizes the important role that intercity passenger rail plays in the regional transportation system and the need for it to be well funded.

CMAP supports:

Continued funding for transit from the Highway Trust Fund and other transportation system user fees.

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

Revising federal requirements to eliminate the funding disparity between transit projects and highway projects.

Aligning transportation, housing, and economic development programs to support transit.

Reform funding to achieve national performance goals

Performance-based approaches ensure that limited resources are allocated based on their ability to address established goals and targets, rather than on historic percentages, arbitrarily derived formulas, or earmarking. CMAP remains committed to transparent, data-driven approaches to programming transportation funds. The highway program's existing national goals — along with requirements for performance measurement data reporting by states and MPOs — have set the stage for funding reform. The existing goals should be amended to prioritize connections to jobs and services. Programmatic changes may be necessary to ensure that transit projects are eligible for funding if they can best address the goal. Performance-based discretionary programs should be reformed to require greater transparency in the project selection process to demonstrate how projects achieve stated goals.

CMAP supports:

Application of performance-based funding principles across programs.

Amending the national highway goals in 23 U.S.C. § 150 to add a measure for how well the transportation system connects people to jobs and services.

Funding apportionments based on national goals, through a mix of formula and discretionary programs, while ensuring a certain level of year-over-year continuity for each state or region to enable long-term planning.

Continuation of discretionary programs such as Better Utilizing Investments to Leverage Development (BUILD) and Infrastructure for Rebuilding America (INFRA), with reforms to increase decision-making transparency and multimodal needs.

Provide a greater role for metropolitan planning organizations to program funds

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

CMAP supports:

Increasing the Surface Transportation Block Grant suballocation to urban areas and stronger requirements for MPO involvement in programming of these funds.

MPO programming authority for a portion of transit and Highway Safety Improvement Program (HSIP) funds, reflecting new responsibilities for transit asset management and achieving new Federal Highway Administration Safety Performance Management goals.

Establishment of a pilot program that gives project selection authority to large MPOs for a portion of various funding programs.

Reduce transportation emissions and adapt to climate change

As the greatest source of greenhouse gas emissions in the United States, the transportation sector has many opportunities to contribute to reductions. For example, reducing the share of trips made by single-occupancy vehicles and transitioning to electric vehicles would help reduce emissions. Moreover, climate change is already causing stronger and more frequent weather events — creating operational and safety problems throughout the transportation system.

CMAP supports:

Policies that incentivize non-single occupancy vehicle travel and improve services to provide these opportunities.

Funding to replace public vehicle fleets with electric or other low-emission propulsion systems.

Program eligibility and additional funding for projects that enable existing surface transportation assets to withstand weather events or natural disasters.

Issue Buy America waivers for air quality projects

CMAP administers Congestion Mitigation and Air Quality (CMAQ) funds for the Chicago region. A number of CMAQ projects require Buy America waivers from the Federal Highway Administration (FHWA). These projects would replace older, less-efficient engines and vehicles with cleaner burning alternatives; however, components of these products are not manufactured using entirely domestic iron and steel. FHWA has previously provided waivers for such projects, but none have been issued since early 2018. Certain Buy America exemptions for rolling stock, such as vehicles, are currently in place for use of transit and passenger rail funds.

CMAP supports:

FHWA issuance of Buy America waivers for vehicle replacements and engine retrofits that substantially improve air quality.

Enactment of Buy America exemptions for vehicles and engine components used in emissions reduction projects.



Harness the benefits of emerging technologies to improve mobility and safety

The way people travel is changing, enabled by new technology and mobility options such as ride hailing and shared-use bikes, scooters, and cars. Transit systems can serve as the backbone for potential new mobility services, but regulations and funding may need to be adjusted to maximize benefits.

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

Automated safety enforcement is an effective tool that should be used more widely in the region while ensuring transparency, accountability, privacy, and equity. It can reduce traffic fatalities while limiting police interaction. However, automated enforcement is generally not an eligible use of National Highway Traffic Safety Administration Section 402 funds or Highway Safety Improvement Program funds.

CMAP supports:

Making space for innovation in emerging technology and mobility services — with transit as the backbone — through funding, regulations, and pilot programs.

Federal legislation that establishes processes to ensure transparent public access to AV safety data.

The federal government convening stakeholders — including MPOs — to develop AV technology standards that enable local and regional jurisdictions to conduct long-range infrastructure planning.

Federal policy that empowers local governments to enact AV policies consistent with land use and mobility goals.

Repealing funding prohibitions for automated traffic safety enforcement.

Improve freight programs while addressing community impacts

The FAST Act established two new highway and freight programs that have provided funds for nationally significant freight projects in the Chicago region, such as the 75th St. Corridor Improvement Project. However, program funding is largely confined to highway, road, and bridge projects even though freight movement is often multimodal. The sustainability of these programs would be improved through a dedicated funding source that has a user-fee nexus to the freight system. National freight policy would also benefit from a finalized National Freight Strategic Plan that includes a comprehensive needs assessment.

The national benefits of freight movement are often accompanied by negative impacts at the local level — including pollution, noise, and congestion — particularly in disadvantaged communities. Freight programs should allow for mitigation of these impacts and development of new and innovative best practices to manage them. Delays at the Chicago region's 1,600 highway-rail grade crossings hamper mobility for local public safety agencies, commercial and industrial interests, motorists, bicyclists, and pedestrians. Efforts to quantify and respond to the issue of blocked crossings are hindered by a lack of data on the size and scope of the issue.

CMAP supports:

Continuation and expansion of the freight programs — both formula and discretionary — with reforms to eliminate caps on multimodal projects.

Implementation of a federal fee on the cost of all shipments, regardless of mode, with revenues disbursed to states based on their freight needs.

Finalization of a National Freight Strategic Plan that includes a comprehensive freight system needs assessment.

Explicit eligibility for projects that mitigate the negative impacts of freight, such as reducing particulate pollution and reducing motorist delay at highway-rail grade crossings, through grade separations if necessary.

Collection of nationwide, representative grade crossing blockage data by the Federal Railroad Administration from the railroad industry and other available sources.



Address climate change and protect water and natural resources

Climate change is already significantly affecting the region, with more frequent and severe storms, flooding, extreme temperatures, and drought. ON TO 2050 recommends intensifying climate mitigation efforts and reducing greenhouse gases, while preparing the region for the acute shocks and chronic stresses of climate change.

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

CMAP supports:

Renewing the U.S. commitment to the Paris Agreement, expanding renewable energy and efficiency programs, exploring market mechanisms for reducing greenhouse gas emissions, and transitioning to renewable resources.

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

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

Investments that maintain the health, recreational use, and economic benefits of Lake Michigan and the Great Lakes.

Direct federal investment in open space preservation.

Additional investment in water and sewer infrastructure, and the use of pricing to manage demand and recover the full cost of service through water rates.

Facilitate data-driven and transparent investment decisions

Solving policy challenges and implementing performance-driven investment requires complete, accessible, and standardized data. Because federal agencies control large amounts of data and information, the U.S. government should make data transparency a requirement for recipients of federal funds. One of the most critical data resources is the U.S. Census Bureau, which informs the allocation of billions of federal dollars and provides social, demographic, and economic data that guides policy decisions at each level of government.

CMAP supports:

The collection of comprehensive data by federal agencies as well as initiatives that facilitate open exchange of data by applying best practices and technological improvements.

Policies that ensure data from private transportation providers can be used by the public sector to assess transportation system needs.

Promote housing options, target assistance to disinvested areas, and coordinate planning across disciplines

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

CMAP supports:

Changes to federal regulations to facilitate development of multifamily and mixed-use projects.

Policies that catalyze sustainable and equitable growth in disinvested areas.

Establishing programs such as the former Sustainable Communities Initiative that link planning and investment decisions across disciplines.

Improve education and workforce development to reduce inequality

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

CMAP supports:

Federal resources that further the development, implementation, and expansion of career pathway programs.

Federal investment in the region's talent pool through robust and reliable funding for higher education and workforce development.



About CMAP

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

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

Implementation of ON TO 2050 is CMAP's main priority. There are three primary ways CMAP is working to achieve regional goals — hands-on technical assistance to local governments, aligning capital investments through performance based decision-making, and through collaborative research and analysis.

- **Local Technical Assistance (LTA) Program.** CMAP has initiated more than 220 LTA projects in partnership with counties, municipalities, and nongovernmental organizations who are planning for increased livability, sustainability, and economic vitality.
- **Performance-Based Programming.** ON TO 2050 recommendations guide the allocation of federal transportation dollars in northeastern Illinois through the following programs that CMAP administers:
 - » The Congestion Mitigation and Air Quality Improvement program (CMAQ) enhances mobility and improves air quality throughout the region, with \$381 million invested over five years (federal FY 2020-24).

- » The local Surface Transportation Program is developed through coordination with subregional Councils of Mayors and the City of Chicago. \$198 million was approved for federal FY 2020-24 via the STP-Shared Fund to address regional infrastructure priorities, and the subregional councils will have their next call for projects in 2020.
- » The local Transportation Alternatives Program supports non-motorized transportation and helps complete CMAP's Regional Greenways and Trails Plan, with \$32.4 million allocated for federal FY 2020-24.
- » The Transportation Improvement Program (TIP) accounts for these, and all federally funded and otherwise regionally significant projects, totaling \$13 billion for federal FY 2020-24.

- **Policy Research and Analysis.** CMAP conducts extensive, data-driven research and analysis related to policy objectives contained in ON TO 2050, including diverse economic factors such as workforce, innovation, and state and local tax policies. CMAP helps to coordinate efforts to build partnerships involving educational institutions, government entities, and industries to strengthen our region's economy.

This document and other federal policy information can be found at www.cmap.illinois.gov/updates/legislative.

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CMAP Board

City of Chicago Appointments

Rita Athas, senior advisor, World Business Chicago

Frank Beal, senior executive, Civic Consulting Alliance

Maurice Cox, acting commissioner, department of planning and development, City of Chicago

Mike Montgomery, associate attorney, Akerman LLP

Anne Sheahan, deputy mayor infrastructure and services, City of Chicago

Cook County Appointments

Gerald Bennett, mayor, Palos Hills (Southwest Cook), *Chair*

Karen Darch, president, Village of Barrington (Northwest Cook)

Richard Reinbold, president, Village of Richton Park (South Cook)

Matthew Walsh, former trustee, Indian Head Park (West Cook)

Diane Williams, trustee, Village of Flossmoor, (Suburban Cook)

Collar County Appointments

Matthew Brolley, president, Montgomery (Kane/Kendall)

James Healy, member, DuPage County Board (DuPage)

John Noak, mayor, Romeoville (Will)

Nancy Rotering, mayor, City of Highland Park (Lake)

Carolyn Schofield, member, McHenry County Board (McHenry)

Non-voting Members

Leanne Redden, executive director, Regional Transportation Authority (MPO Policy Committee)