



# 1. Introduction

## 1.1 PURPOSE OF THE STATEWIDE LONG-RANGE TRANSPORTATION PLAN

The primary purpose of the Illinois Long-Range Transportation Plan (LRTP) is to provide strategic direction for the development of the Illinois transportation system. The LRTP vision for transportation in Illinois is to provide innovative, sustainable and multimodal transportation solutions that support local goals and grow Illinois' economy. This vision was established in conjunction with thousands of stakeholders who participated in outreach activities throughout the planning process, as outlined in Appendix A, Public Involvement Activities.

The LRTP is designed to provide the overarching framework for the development of Illinois Department of Transportation (IDOT) programs and specific modal plans. It establishes a set of policies to guide future system development, rather than specific improvements, which are programmed separately and released annually as part of IDOT's Multi-Year Highway Improvement and Multi-Year Multimodal Improvement Programs (MYP). The LRTP is also designed to act as the parent policy umbrella for other relevant policy and mode-specific plans developed by IDOT as part of a *Suite of Plans*. As depicted in the graphic on the following page, this suite of interrelated plans includes the Strategic Highway Safety Plan, Rail Plan, Freight Plan, Transportation Asset Management Plan, Intelligent Transportation Systems (ITS) Architecture, Bike Plan and Transit Plan, each of which are part of the appendices to this plan.



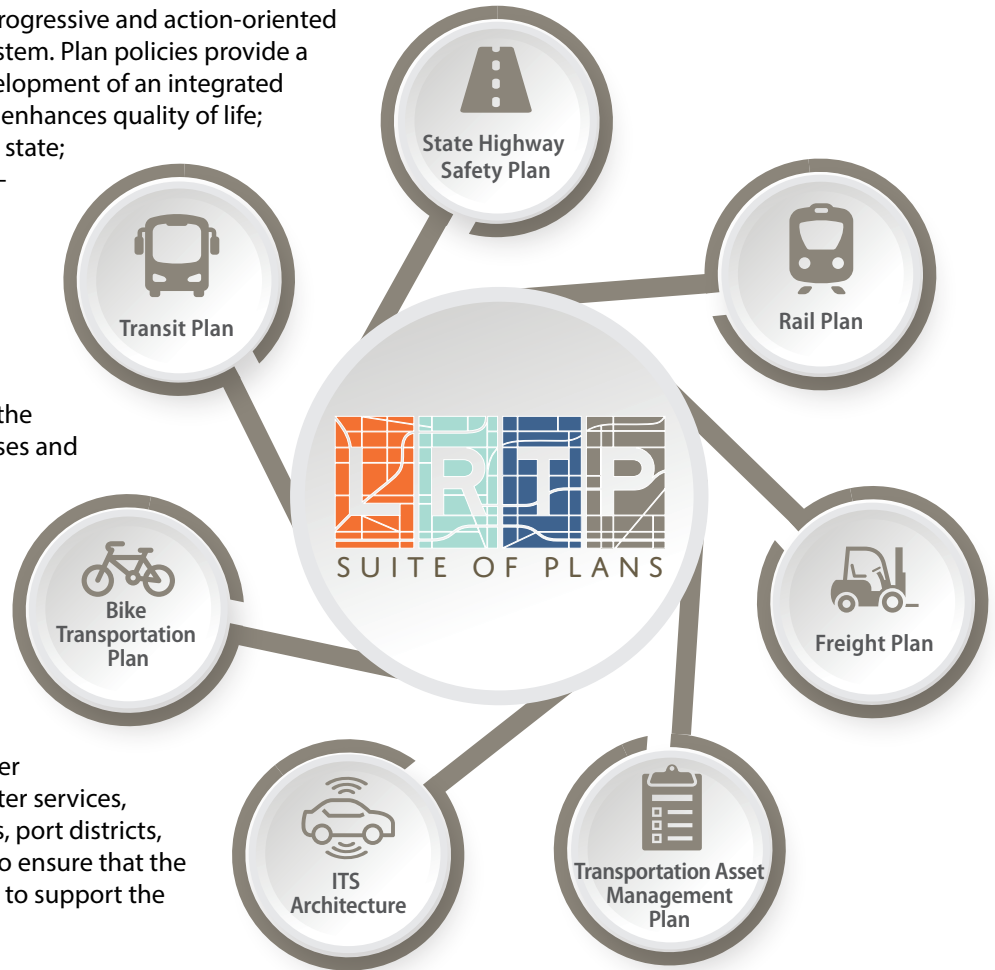
All IDOT plans are designed to provide progressive and action-oriented frameworks for Illinois’ transportation system. Plan policies provide a framework to guide the sustainable development of an integrated system that is safe, efficient and reliable; enhances quality of life; supports the economic prosperity of the state; and promotes data-driven, performance-based decision making.

## 1.2 OVERVIEW

### 1.2.1 MULTIMODAL ECONOMY

The economic vitality of Illinois is key to the well-being and quality of life for businesses and residents throughout the state. Illinois’ transportation network is critical to the growth and development of both state and local economies – supporting the efficient movement of people and goods. Over the past century, Illinois has seen the steady development of one of the largest and most effective multimodal transportation systems in the nation, including roadways, passenger and freight railroads, transit and commuter services, bikeways, airports, waterways and canals, port districts, and intermodal facilities.<sup>1</sup> IDOT’s role is to ensure that the state’s transportation network continues to support the economic growth of Illinois.

Illinois is at the center of the nation’s freight network and provides key linkages between the east and west coasts. The state’s role in goods movement supports Illinois’ diverse array of industries that range from advanced research in biotechnical pharmaceuticals and production technologies to traditional agricultural and mining operations. Despite being a mature economy, Illinois continues to adjust to changes in global economic forces, increased automation and intelligent technology advances that create new levels of industrial efficiency. To meet the transportation implications of these pressures, it is IDOT’s responsibility to ensure that necessary adjustments are made to the state’s transportation network and that investments in the state system are not in conflict with local goals and objectives. Partnerships and collaboration are key to the success of the transportation system. IDOT seeks regular input from the industry groups and residents to identify new opportunities to address and improve the future needs of its multimodal assets.



### MULTIMODAL VERSUS INTERMODAL:

In the LRTP, “Multimodal” refers to differing travel modes, whereas “Intermodal” refers to freight or cargo and associated shipping facilities where more than mode is involved in the movement of goods.

<sup>1</sup> For the purpose of the LRTP, “Multimodal” refers to differing travel modes, whereas “Intermodal” refers to freight or cargo and associated freight shipping facilities where more than one shipping company is involved in the movement of goods.

Illinois' transportation system includes an extensive multimodal network of roadways, bus routes, rail lines, airports, waterways, ports, bicycle and pedestrian facilities:

- The National Highway System (NHS) in Illinois is the 4<sup>th</sup> largest in the nation, containing 7,945 miles; only Texas, California and Florida have more.<sup>2</sup>
- In 2017, the total state highway system consisted of approximately 15,968 miles of roadways and the number of bridges under the Department's jurisdiction was 8,135.<sup>3</sup>
- Illinois' freight rail system is comprised of 45 railroads, including all seven Class I railroads, three regional and 26 shortline railroads, and nine terminal carriers, and nearly 10,000 miles of tracks. The rail network ranks second among all states in total railroad track mileage. Northeastern Illinois is the hub of the nation's rail system, boasting the largest intermodal system in the nation and the third largest in the world.
- There are 78 airports in Illinois that are publicly owned, open to the public and eligible for public funding.
- Illinois' maritime network includes Lake Michigan, 1,095 miles of navigable inland waterways, 29 river locks and 350 active ports.<sup>4</sup>
- Illinois transit system is comprised of 63 public transit operators/providers. There is some type of transit service in 96 of 102 Illinois' counties.<sup>5</sup>
- Two-thirds of Illinois state and local roads provide bicycle accommodations<sup>6</sup>, and according to the Alliance for Biking and Walking Benchmarking Report, in 2015, Illinois had approximately 1,875 miles of dedicated multi-use trails that have been funded through federal programs, state funds, and local resources<sup>7</sup>. In 2015, the League of American Bicyclists ranked Illinois the 14th most bicycle friendly state in the nation.



***The single greatest challenge we face at IDOT is not just a lack of infrastructure funding, but the lack of understanding that our infrastructure is undeniably linked to the prosperity of our economy and our future."***

—Illinois Secretary of Transportation, Randy Blankenhorn

### 1.2.2 SUSTAINABLE FUNDING NEEDED

Stakeholders have sent a strong message to IDOT supporting improved and increased multimodal options as part of the LRTP process. Illinois' vast multimodal network provides tremendous opportunity to better link existing and new segments of the system together to create more options; however, resource needs are outpacing available funds. IDOT is struggling to maintain the existing system, therefore new infrastructure is difficult to justify when it comes to the expenditure of existing funds. Currently, IDOT administers steady streams of funding for highways and bridges, but multimodal options do not receive the same level of attention and consideration for funding as highways and bridges, and as federal and state revenues decline, the ability to address all the state's multimodal needs is decreasing.

<sup>2</sup> FHWA, Office of Planning, (March 2015)

<sup>3</sup> IDOT FY 2018-2023 Proposed Highway Improvement Program

<sup>4</sup> Maritime Performance Measures Report, UIC, 2015

<sup>5</sup> IDOT Website, Accessed December 2017

<sup>6</sup> IDOT Bike Plan, 2012

<sup>7</sup> The League of American Bicyclists, Bicycle Friendly State 2015 Ranking [http://www.bikeleague.org/sites/default/files/2015\\_state\\_ranking\\_chart.pdf](http://www.bikeleague.org/sites/default/files/2015_state_ranking_chart.pdf)

Sustainable revenues for transportation was identified as a key concern by stakeholders across the state. Additionally, the funding challenges IDOT has been facing were deepened in the latter portion of 2017 when, as part of the fiscal year (FY) 2018 budget, over \$300 million was cut from the FY2018 annual highway program, and language was included indicating that future years' funding would also see this level of loss. These cuts deepened a wide gap that already exists between infrastructure needs and available funding.

Although this plan looks out to the future, without addressing funding challenges today, the ability to continue to address Illinois' transportation system holistically will remain uncertain. To that end, this plan explores new ways to be effective stewards of public funds, adopting asset management planning and performance-based project selection tools in order to best leverage existing funds to meet Illinois' infrastructure needs. These operational and policy improvements represent steps toward effective fiscal management; yet, additional funding is required to pay for the escalating costs and strategic system expansions necessary to accommodate the needs of commerce, residents and travelers.

### 1.2.3 EMERGING TRENDS


As new transportation technologies emerge, Illinois is faced with new funding, policy and design challenges to accommodate these technologies and to guide their safe implementation. Even though much remains unknown in terms of how greatly these technologies will become part of the overall transportation system, IDOT must be proactive in planning for these changes and transformations. Many of these new technologies will provide opportunities to improve the transportation system whether it be by decreasing first-mile/last-mile issues through on-demand car services and other shared mobility options, through the improved safety features being built into vehicles to prevent collisions, or by the possibility of decreasing roadway congestion through truck platoons. Connected and autonomous vehicles (C/AV) and crowd-sourced data related to travel times, travel routes and travel mode options and other new technologies have arrived swiftly and without much warning. Regardless of the new technology or the certainty with which it will become part of the overall system, IDOT must be nimble and participatory in the discussions regarding implementation to help safeguard the travelling public, regardless of mode. Due to the relatively long life cycle of infrastructure, IDOT must also consider policy changes that incorporate flexible system design to accommodate multiple modes and allow for new technologies to be tested or implemented as existing infrastructure undergoes updates and new infrastructure is put in place.



### 1.3 LRTP GOALS

In conjunction with stakeholder input, IDOT has identified five overarching goals that are the foundation of the LRTP. Each of these goals are accompanied by a series of objectives, strategies and performance measures that form a chapter of the LRTP. Each chapter discusses a series of topics contributed and vetted by thousands of stakeholders with an interest in improving the multimodal transportation system of our state. More information on stakeholder outreach that occurred as part of the development of the LRTP can be found in Appendix A. The five goals identified for the LRTP are economy, livability, mobility, resiliency and stewardship, as illustrated in the graphic below.



As mentioned earlier, the LRTP establishes a set of policies to guide the future development of the transportation system rather than specific improvements, which are programmed separately and released as part of IDOT's annual MYP. These goals will also provide the broad framework for new decision-making and future analysis tools, like the performance-based project selection tool and asset management plan. Tools such as this support data-driven decision-making and will serve to implement the goals, objectives and strategies of this plan. IDOT has developed a performance-based project selection tool to assist with data-driven decision making during the project programming process. In order to complement the use of this tool, each goal chapter of the LRTP contains certain specific actions/strategies that should also be considered during the project programming phase. These actions/strategies have been denoted with  – for **Programming** – in each goal chapter.

#### 1.3.1 PLAN CHAPTERS

The LRTP has been developed as a policy-based plan linked to an interrelated **Suite of Plans** as discussed in Section 1.1. Following this introduction, there are six main chapters of the LRTP, followed by a series of appendices containing supplemental information related to IDOT's multimodal assets and programs, funding sources and challenges, stakeholder involvement, and other relevant IDOT plans that comprise the **Suite of Plans**. The six chapters that make up the main body of the LRTP appear in the document in the following order:

- ✓ Economy
- ✓ Livability
- ✓ Mobility
- ✓ Resiliency
- ✓ Stewardship
- ✓ Transportation Funding

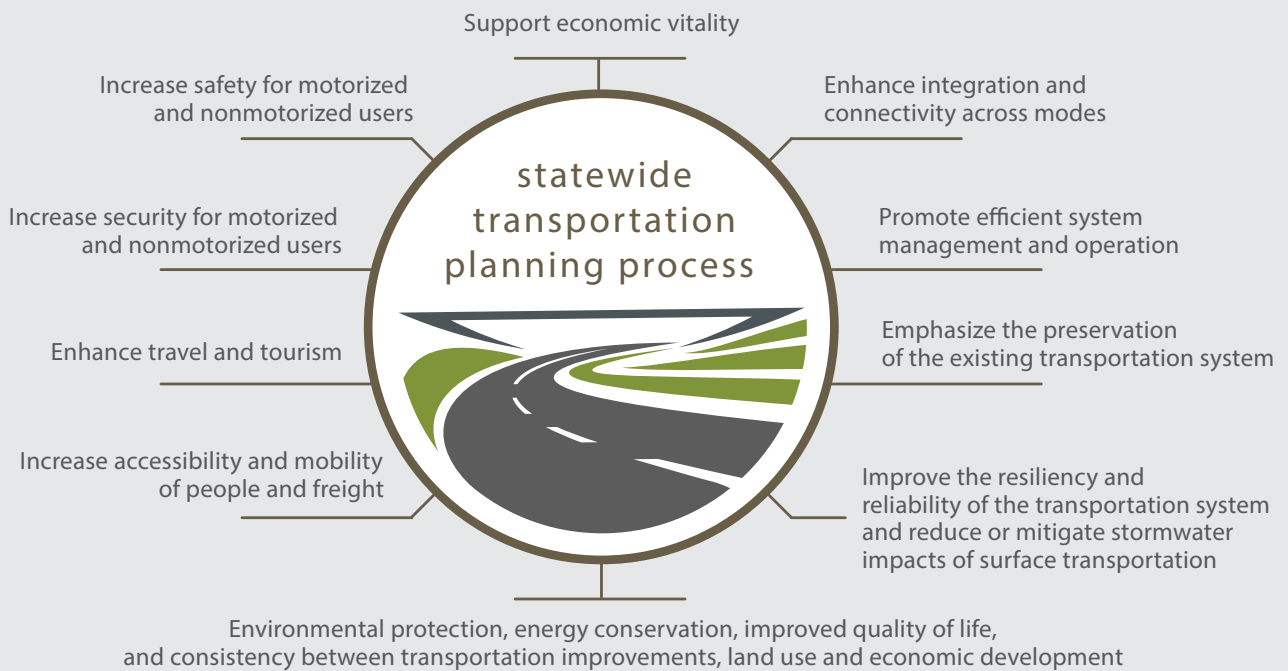
## 1.4 STATE AND FEDERAL PERFORMANCE TARGETS, MEASURES AND PROJECT SELECTION

In addition to helping IDOT refine its vision, the LRTP was developed to respond to state and federal requirements.

State requirements include developing and maintaining a continuing, comprehensive and integrated planning process for the development of a statewide master plan for transportation. The plan shall include highway, waterway, aeronautic, mass transportation and railroad systems and identify priority subsystems or components of each system that are critical to the economic and general welfare of this state, regardless of public jurisdictional responsibility or private ownership. The plan must also include a comprehensive and multimodal freight component. The plan shall be developed or revised and submitted to the governor and General Assembly every five years.<sup>8</sup>

The intent of the transportation plan is **to guide program development** and to foster efficient and economical transportation services in ground, air, water and all other modes of transportation through the state.

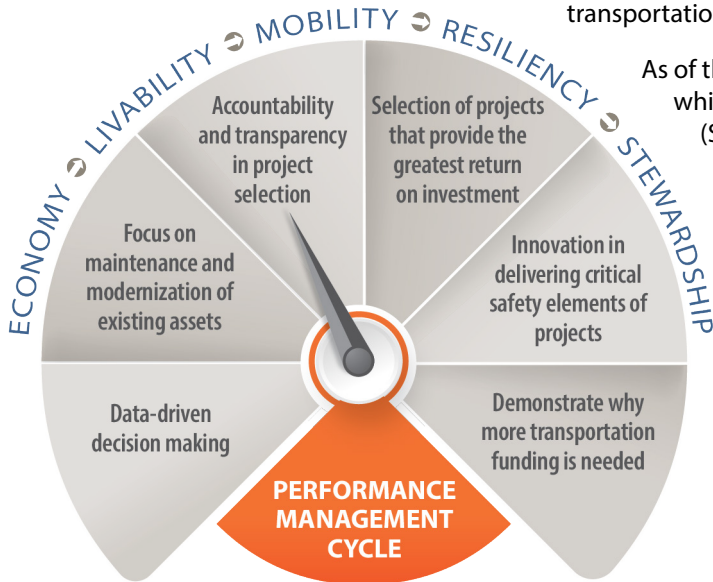
Federal requirements include the development of a long-range (minimum 20-year time frame) statewide transportation plan that provides for the development and implementation of a multimodal transportation system. The statewide long-range transportation plan should facilitate the safe and efficient management, operation and development of surface transportation systems that will serve the mobility needs of people and freight and foster economic growth and development within and between states and urbanized areas, while minimizing transportation-related fuel consumption and air pollution.<sup>9</sup> The statewide transportation planning process scope includes the ten primary goals identified in the graphic below.



8 20 ILCS 2705/2705-200

9 U.S. Government Publishing Office, 23CFR 450.206 (April 2016)

In May 2016, the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) jointly issued the final rule on Statewide and Nonmetropolitan Transportation Planning and Metropolitan Transportation Planning, implementing changes to the planning processes that had been established by the Moving Ahead for Progress in the 21st Century Act (MAP-21) and the Fixing America's Surface Transportation Act (FAST Act). These changes further clarified federal guidance on the need for performance management and performance-based planning and programming to ensure the most effective investment of federal transportation funds.



As of the release of the LRTP, IDOT has established targets for safety, which can be found in Appendix G, the State Highway Safety Plan (SHSP), and is in the process of developing targets for infrastructure condition and system performance. IDOT is also working to establish performance targets associated with the goals and objectives of the LRTP, which go beyond the targets required by federal rules. Remaining IDOT performance targets are on schedule for completion by the federal deadline in May 2018.

As part of the LRTP goals chapters, IDOT has developed performance measures associated with each of the plan objectives under the overarching goals of economy, livability, mobility, resiliency and stewardship. The following performance measures will be used to assess progress as part of IDOT's performance management cycle.

## 1.5 PLAN IMPLEMENTATION

Successful implementation of the LRTP goals will be embodied by the planning and programming of multimodal projects across the state. These projects will meet performance goals and will support economic stability and growth in communities. Selecting the best projects will require collaboration and planning between IDOT and multiple agencies including other state agencies, local governments, Metropolitan Planning Organizations (MPO), transit agencies, business groups, non-profit organizations and the residents of Illinois. IDOT is currently working with MPOs and transit agencies to establish and implement performance targets and to develop measures and data sources associated with MAP-21 and FAST Act performance goals covering the following areas:

- ✓ Safety
- ✓ System Reliability
- ✓ Environmental Sustainability
- ✓ Infrastructure Condition
- ✓ Freight Movement and Economic Vitality
- ✓ Reduced Project Delivery Delays
- ✓ Congestion Reduction

In addition to the federal performance goals, the LRTP goal chapters, as well as the other IDOT modal plans, define additional performance goals that IDOT has identified through the planning processes associated with those plans. The LRTP goal chapters for Economy, Livability, Mobility, Resiliency, and Stewardship contain specific objectives and strategies that align with the federal performance goals as depicted graphically below.

FHWA FEDERAL-AID PROGRAM PERFORMANCE GOALS		IDOT LRTP GOAL				
		ECONOMY	LIVABILITY	MOBILITY	RESILIENCY	STEWARDSHIP
<b>SAFETY</b>	To achieve a significant reduction in traffic fatalities and serious injuries on all public roads.					
<b>INFRASTRUCTURE CONDITION</b>	To maintain the highway infrastructure asset system in a state of good repair.					
<b>CONGESTION REDUCTION</b>	To achieve a significant reduction in congestion on the National Highway System.					
<b>SYSTEM RELIABILITY</b>	To improve the efficiency of the surface transportation system.					
<b>FREIGHT MOVEMENT AND ECONOMIC VITALITY</b>	To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.					
<b>ENVIRONMENTAL SUSTAINABILITY</b>	To enhance the performance of the transportation system while protecting and enhancing the natural environment.					
<b>REDUCED PROJECT DELIVERY DELAYS</b>	To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices.					