

**MEMORANDUM**

**To:** MPO Policy Committee

**From:** CMAP staff

**Date:** March 3, 2022

**Re:** Draft ON TO 2050 update financial plan for transportation

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Federal law requires metropolitan planning organizations to demonstrate fiscal constraint by determining that sufficient funding resources will be available to invest in the transportation system as recommended in the long-range plan. Specifically, federal regulations require “for purposes of transportation system operations and maintenance, the financial plan shall contain system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain Federal-aid highways” and “public transportation” (23 CFR § 450.324(f)(11)).

To achieve federal requirements, CMAP must assess the anticipated expenditures and revenue sources necessary to carry out the operation, maintenance, and expansion of the region’s surface transportation system over the planning period (2023-50). Long-range financial forecasting requires determining a base set of assumptions regarding revenue and expenditures trends, understanding the future implications of current policies, and development of a robust, accurate, and straightforward methodology that is appropriate for a planning-level forecast. Similar to ON TO 2050, CMAP staff are performing financial analysis and conduct policy research to develop revenue and expenditure forecasts, including reasonably expected revenues, in consultation with CMAP committees, stakeholders, and experts.

The financial plan for transportation will prioritize how to invest available revenues by allocating planned expenditures into different categories. These categories account for funding for administering, operating, maintaining, improving, enhancing, and expanding northeastern Illinois’ transportation system. Like ON TO 2050, CMAP expects that the plan will continue to constrain sufficient funding to operate and maintain the existing system in its current condition. These allocations will integrate partner input and regional priorities with the funding needs required to meet asset condition targets, provide needed system enhancements, and fund regionally significant projects.

This memo provides the draft ON TO 2050 forecasts for baseline revenues and expenditures to operate and administer the current system and maintain its current state of repair. This memo

also describes proposed policy recommendations and forecasts for four reasonably expected revenues, primarily drawing from existing ON TO 2050 recommendations

## Baseline revenues and expenditures

As required by federal regulations, revenues and expenditures were forecast in year of expenditure dollars rather than real or constant dollars, meaning that inflationary increases are included in the forecasts. The following table summarizes the updated estimates for revenues and expenditures over the 28-year planning period (2023-2050). A methodology for each source is at the end of this memorandum. Note that baseline revenues include local, state, and federal revenue streams already in place.

### Draft forecast of baseline revenues and expenditures, 2023-50, in billions

|  |                |
|--|----------------|
| <b>Federal revenues</b>                                      | \$80.8         |
| <b>State revenues</b>  | \$197.8        |
| <b>Local revenues</b>  | \$206.7        |
| <b>Total baseline revenues</b>                               | <b>\$485.3</b> |
| <b>Roadway operating/administering expenditures</b>          | \$120.0        |
| <b>Transit operating/administering expenditures</b>          | \$136.3        |
| <b>Roadway capital maintenance</b>                           | \$109.4        |
| <b>Transit capital maintenance</b>                           | \$63.7         |
| <b>Total expenditures</b>                                    | <b>\$429.5</b> |
| <b>Difference between baseline revenues and expenditures</b> | <b>\$55.9</b>  |

CMAP staff estimates that the revenues forecasted to be available over the planning horizon will be sufficient to operate and maintain the transportation system in its current condition. However, the expected funding would be insufficient to cover regional priorities for improving asset condition, enhancements, or expansions to the system. To meet the region’s asset condition targets, fiscally constrain enhancements and expansions within the long-range planning context, and ensure sufficient operational funding, the region will need to continue to prioritize existing ON TO 2050 recommendations for new and innovative revenue sources as major policy priorities in the update to ON TO 2050.

**Baseline revenues.** The baseline revenue forecast includes all existing revenue sources the region receives for transportation purposes. The forecasts assume that northeastern Illinois will continue to receive revenues from federal, state, and local sources for constructing, operating, administering, and maintaining the current roadway and transit system. This includes periodic transit fare and toll rate increases, which will be necessary to ensure sufficient revenues to pay for these systems over the 28-year planning period.

ON TO 2050 recommends that transportation user fees be implemented carefully to avoid undue burdens on residents with low income. To pursue this recommendation, CMAP conducted a study, *Improving Equity in Transportation Fees, Fines, and Fares*, that assessed the impacts of many of the transportation fees and fares included in this forecast. The project’s findings indicated that the burden of fees associated with driving, like the motor fuel tax, vehicle registration fees, and tolls, are borne less by households with low income since they tend to drive fewer miles and own fewer vehicles. However, the overall cost of driving is a

burden for households with low income, due to the numerous costs of owning and operating a vehicle, rather than associated fees. In addition, the project highlighted the need to implement reduced transit fares for households with low income to ensure that these residents, who tend to rely more on transit, may access economic opportunities and conduct everyday activities.

Since the adoption of ON TO 2050, the State of Illinois approved Rebuild Illinois, a capital plan that provides for increases in several revenue sources, including the state motor fuel tax, state motor vehicle registration fees, and other transportation user fees. These revenues were already included in ON TO 2050's forecast as either assumed future capital programs or reasonably expected revenues, depending on the source. The forecast also assumes two more state capital programs will be enacted during the planning period, which will ensure the region's ability to make capital investments in the transportation system.

In addition, the Infrastructure Investment and Jobs Act (IIJA) was enacted on November 15, 2021. Northeastern Illinois will receive a portion of the more than \$567 billion in transportation funding between 2022 and 2026. The funding represents a funding increase over existing federal transportation programs. The forecast will assume that this level of funding continues through the planning period, with trends in annual increases similar to those previously experienced over the past twelve years. To ensure continued federal funding for transportation without the need for non-transportation revenue infusions, the federal government should increase the federal gas tax and index it to an inflationary measure, and implement innovative user fees as described in ON TO 2050.

As the planning period begins in 2023 and lasts until 2050, the pandemic impacted some of the revenue forecasts. Toll revenue is assumed to start out at a lower level than previously assumed, resulting in a lower overall revenue forecast. Similarly, transit fare revenue and other transit operating revenue begins at a lower point than anticipated in the original ON TO 2050 forecast. The forecast assumes that ridership will return to prior levels by the beginning of the planning period, rather than continue to grow to the extent previously assumed. Should ridership and resulting fare revenue not substantially return to prior levels by the beginning of the planning period, it is assumed that fare revenue will be supplemented by other federal or state operating support.

**Expenditures to operate and administer the existing system.** This category includes the cost of administering, operating, and servicing debt for the region's roadway and transit system. This assumes no operational enhancements, but the continued operation of the existing system. This includes employee costs, rent, utilities, non-capital repairs, fuel, debt service, as well as other costs needed to administer daily operations of the transportation system.

Forecasts for the operation and administration of IDOT District 1, Illinois Tollway, county transportation departments, the RTA, and transit service boards were estimated from historical expenditures. Municipal and township operating and administration forecasts were derived from U.S. Census of Governments data on highway operating expenses from 2017, the most recent year available.

**Expenditures to maintain the system in its current condition.** The forecast includes the cost of capital maintenance on the region's roadway and transit system based on maintaining current

conditions. These expenditure forecasts include capital maintenance expenditures completed in tandem with Regionally Significant Projects. This forecast does not include any costs that would address a need for increased capacity on the transportation system.

Overall, the condition of the system has declined since the adoption of ON TO 2050. The most recent data available indicate that 85.8 percent of the bridge deck area are in acceptable condition, a decline from 90.7 percent in 2016. Due to a change in the methodology for calculating road condition, similar comparisons are not available for roadways. Similarly, fewer transit assets overall are in a state of good repair. The following table provides more detail by transit asset category.

**Transit asset condition in northeastern Illinois by federal performance measure category**

| Category                                      | Measure                      | 2016  | 2020  |
|---|------------------------------|-------|-------|
| Vehicles (% beyond useful life)               | Buses                        | 8.4%  | 6.7%  |
|   | Rail                         | 16.9% | 30.2% |
|   | Non - fixed route            | 28.9% | 43.4% |
| Track Condition                               | % w/performance restrictions | N/A   | 5.7%  |
| Facilities                                    | Marginal or fair             | 21.0% | 20.6% |
| Non - Revenue Vehicles (% beyond useful life) | Vehicles                     | 22.7% | 37.7% |
|   | Equipment (Rail)             | 44.5% | 62.6% |

Source: National Transit Database

The expenditure forecast is based on the investment needed to keep these conditions constant and not increase the backlog of facilities in fair or poor condition. As such, it will cost less over the planning period to maintain transit and bridge assets in worse condition. However, the plan will include funding allocations to meet targets for pavement, bridge, and transit asset condition that will represent an improvement over current conditions. These findings also underscore the importance of preventative maintenance as it will cost more to meet these targets than it would have if condition had been maintained.

Condition forecasts were developed in consultation with implementers. For roadways with condition data, CMAP staff used IDOT’s asset management spreadsheet tool to forecast the cost to maintain pavement condition in its current condition. Staff used the spreadsheet tool provided by IDOT to forecast pavement condition and expenditures on state roadways, as well as other National Highway System roadways. Similarly, the RTA’s Capital Optimization Support Tool (COST) was used to forecast transit asset condition and investment needs. CMAP used an in-house model based on National Bridge Inventory data to forecast bridge maintenance needs. Staff forecasted maintenance on other roadway assets, such as local roads, based on assumptions of the typical cycles with which roadway maintenance projects are performed today. These capital assets make up a large portion of the forecast, in part because local roadways make up the majority of the region’s roadway network.

**Reasonably expected revenue recommendations**

New and modernized revenues must be implemented to ensure the future viability of the region’s transportation system. Despite new funding, federal, state, and local revenue sources remain unsustainable in the long term to fully fund regional priorities for the maintenance,

operation, enhancement, and expansion of the region’s transportation system. Federal guidance permits the inclusion of new sources of revenue that can be reasonably expected to be made available to carry out the transportation plan. The following table summarizes a total of \$25 billion in proposed reasonably expected revenues for the plan update.

| Revenue source   | 2023-50 estimate    | Notes  |
|--|---------------------|--|
| Replace state MFT with a revenue neutral road usage charge | \$10 billion        | Retains ON TO 2050 source                                      |
| Expand the sales tax base to additional services           | \$9 billion         | Retains ON TO 2050 source                                      |
| Local parking pricing expansion                            | \$2 billion         | Retains ON TO 2050 source                                      |
| Regional revenue source                                    | \$4 billion         | Revise existing ON TO 2050 recommendation to suggest a TNC fee |
| <b>Total</b>   | <b>\$25 billion</b> |  |

ON TO 2050’s recommendation for a state motor fuel tax increase has already been enacted, thus is already included in the baseline forecast. The plan update will retain ON TO 2050’s recommendation for a federal cost of freight services fee (a national sales tax on the cost of shipping freight), but the revenue will not be added as a reasonably expected revenue source. It is assumed that the federal government will have to enact this revenue source, as well as ON TO 2050’s recommendation to increase the federal gas tax, in order to continue to fund federal transportation programs at the levels authorized in IJJA without general fund transfers. The baseline forecast already assumes continued federal funding at these levels throughout the planning period.

Certain new funding sources, like expanded tolling and value capture, are specific to particular projects. Therefore, in the financial plan, they can be used to offset the cost of specific Regionally Significant Projects, rather than being included as reasonably expected revenue.

**Replace state MFT with revenue neutral road usage charge.** The motor fuel tax no longer reflects the way people travel or the many types of vehicles on the road. Fuel efficiency has increased, which erodes revenue despite its environmental and consumer benefits, and projections suggest electric vehicles will become a much larger part of the fleet. While registration fees in Illinois were increased for electric vehicles to offset what they would pay in motor fuel taxes, these fees are not indexed to inflation like the MFT, nor do they apply to fuel efficient vehicles that are not fully electric. Over the long term, then, the state should replace its MFTs with a user fee that taxes actual use of the system, as with a per-mile road usage charge. Drivers already pay per mile under the current MFT, but the rate just varies based on the vehicle’s fuel economy. For replacing the Illinois MFT, charging 2 cents per mile and indexing it to an inflationary measure would provide a sufficient, stable revenue source. Any change should be accompanied by piloting a system that works for Illinois and rigorous, transparent analysis to ensure that a road usage charge is implemented and invested fairly.

This revenue source would benefit from a streamlined national solution that allows each state to collect mileage-based user fees from out-of-state drivers. IJJA renewed the federal government’s program for supporting state efforts to test road usage charges, now called the

Strategic Innovation for Revenue Collection, expanded the program to MPOs and local governments, and increased the federal share to 80 percent. IJJA also authorized a national pilot on road usage charges with planned participation from all 50 states, guided by a national advisory panel which is still to be formed.

**Expand the sales tax base to additional services.** Sales taxes in Illinois are imposed on a relatively narrow base, focused on tangible goods. Expanding the current base to include more services would generate additional revenue from existing state and local sources like the RTA sales tax, which supports transit operations in the RTA service area and other transportation and public safety purposes in the collar counties. The cost of operating the transit system continues to increase, yet consumption of services outside of the sales tax base is increasing faster than consumption of taxable goods. Expanding the base would also have the benefit of reducing economic distortions -- that is, inadvertently influencing consumers' purchase of different goods and services based on whether or not they are taxed -- and volatility in the sales tax, as well as providing tax revenue from service-based commercial land uses.

**Local parking pricing expansion.** Despite priced parking in some denser areas, the majority of parking spaces in the region are free. Priced parking has many benefits in areas with significant demand for parking. Free parking obscures the cost of driving and the cost of supportive infrastructure. Priced parking in areas with high parking demand would reduce the number of vehicle trips, helping to reduce vehicle emissions, alleviate congestion, and improve bus reliability. Municipalities should price more publicly owned parking spaces on streets and in municipal parking lots and garages to provide revenue for local multimodal transportation improvements and allow land to be transitioned to revenue-generating uses. In addition, municipalities could choose to implement variable parking rates, with higher prices charged at times and locations of peak demand or for certain vehicle types such as delivery trucks in business districts, allowing for more efficient use of available parking spaces.

**Regional revenue source.** Other than the RTA sales tax, which provides funding for transit operations, northeastern Illinois does not have a dedicated source of regional funding to provide for capital infrastructure investments. The State should enact such a revenue source for the seven counties to meet the region's unique transportation needs and to achieve comprehensive planning goals. The investments needed in the region to move the transit system toward a state of good repair, increase transit reliability, decrease freight delay, and reduce roadway congestion are significantly greater than the needs in other parts of Illinois.

Having the ability to impose a regional fee on transportation network company (TNC) rides would ensure that users pay a fair share for the use of public infrastructure and that fees can help offset the additional costs of air pollution, congestion, and the use of curb space. Illinois does not impose a fee or surcharge on TNC trips at the state level, though at least twelve other states have implemented such fees. CMAP's *Improving Equity in Transportation Fees, Fines, and Fares* report recommends that any regional fee on TNCs pursue equitable outcomes by supporting regional transit goals. To ensure that a fee is implemented equitably, any TNC fee should be levied as a percent of the total cost of the service, as opposed to a flat fee. This structure could incentivize shorter trips, such as those that connect to transit and discourage longer trips that may replace transit. To further support equitable mobility, some of the revenue should be utilized for investments that support an accessible and connected transit

system, including programs that leverage innovative partnerships with TNCs. Moreover, some TNCs have partnerships with transit operators, and rides taken through those partnerships should be exempt from a fee. Long term, if the region pursues an integrated fare payment system across mobility providers, TNC fees should be further used to incentivize transit by reducing or eliminating fees that link TNC rides and transit trips.

## Allocations

The financial plan for transportation prioritizes how to invest available revenues by allocating planned expenditures into different categories. These categories account for funding for administering, operating, and maintaining the transportation system, as discussed above. They also provide for improving, enhancing, and expanding the system. This section will provide an overview of these draft allocations.

### Improve system condition

This category constrains investments to help achieve targets for various asset condition measures. Federal transportation law requires that transportation planning efforts incorporate performance measures for infrastructure condition, among other topics. This funding allocation includes **\$30.8 billion** to improve the condition of pavement, bridge, and transit assets. These estimates use similar methodology as the capital maintenance expenditures. The following table provides an overview of how the financial plan allocates funds toward meeting system condition goals.

#### Allocations toward meeting asset condition goals, 2023-50, in billions (year of expenditure dollars)

|  |               |
|--|---------------|
| Transit assets from 61% to 68% in good repair          | \$22.1        |
| Roadways from 90% to 98% in acceptable condition       | \$6.2         |
| Bridges from 85.8% to 97% in acceptable condition      | \$2.5         |
| <b>Total allocation for improving system condition</b> | <b>\$30.8</b> |

### System enhancements

This category includes capital and operational enhancements or improvements not already constrained under other categories. Examples include bicycle, pedestrian, and ADA improvements; highway management and operations, including intelligent transportation systems; expansions that do not meet the RSP definition; culvert maintenance not accounted for in the bridge model; and intersection improvements. It is critical that the region make these investments, particularly multimodal improvements that provide residents with low-cost mobility options. It is assumed that **\$31.8 billion** constrained in this category is sufficient to reasonably provide for these smaller improvements to the system.

### Expansion through regionally significant projects

This category allocates funding toward expansion elements of constrained RSPs, while the cost of maintaining existing infrastructure in constrained projects is accounted for in the baseline forecast. The constrained RSPs total \$52.3 billion, which includes capital costs (\$22.7 billion for new capacity and \$28.5 billion for reconstruction) and incremental operating costs on new

capacity (\$1.1 billion). These costs consider anticipated cost inflation by the time the project is constructed and begins operation.

ON TO 2050 acknowledges that tolling will be needed to defray the costs of rebuilding the expressway system and that value capture will be required to fund transit needs. The plan assumes that tolling would be implemented on several projects, generating revenue to support \$2.6 billion in bond funds to offset project costs. Transit projects can also generate revenue that can be used to offset their costs. Transit Facility Improvement Areas (TFIA) – in which a form of value capture can be used to fund transit capital investments – are assumed to generate revenue to support \$2.9 billion in bond funds to offset transit project costs through existing and new TFIA. The amount constrained for new capacity after taking these revenues into account totals **\$18.3 billion**.

## **Forecast methodology**

This section will discuss the specific methodologies used for projecting revenues for ON TO 2050 update over the 2023-2050 planning period.

### **Baseline revenues**

Baseline revenues include funding sources the region currently receives for transportation purposes and do not include any new sources. The forecasts assume that northeastern Illinois will continue to receive revenues from federal, state, and local sources for constructing, operating, administering, and maintaining the current roadway and transit system.

#### ***Locally programmed federal revenue - \$13.9 billion***

These funds represent the annual federal apportionment that is passed to the Chicago region for programming. This includes the federal fund sources of CMAQ, Transportation Alternatives Program-Local, Carbon Reduction Program, Surface Transportation Program-Local, and Surface Transportation Program-Counties.<sup>1</sup> Revenue estimates through 2026 are based on CMAP estimates for expected funding from IJA. Federal revenues to the region grew at a rate of 1.5 percent between 2010 and 2021. After 2026, revenues were assumed to increase annually by this same 1.5 percent rate.

#### ***Federal revenue from discretionary programs - \$10.4 billion***

Forecasted revenues include those allocated by the federal government at the discretion of U.S.DOT, rather than by formula. The region is assumed to receive a similar share of grants over the planning period as it has in recent years. Programs tend to vary over time, with current programs including New Starts, BUILD, INFRA, All Stations Accessibility Program, Congestion Relief Program, Reconnecting Communities Pilot Program, RAISE, Safe Streets and Roads for All, Active Transportation Infrastructure Investment Program, and Strengthening Mobility and Revolutionizing Transportation (SMART). Federal revenues to the region grew at

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<sup>1</sup> See <http://www.cmap.illinois.gov/mobility/strategic-investment/regional-transportation-programs>.



a rate of 1.5 percent between 2010 and 2021. After 2026, revenues were assumed to increase annually by this same 1.5 percent rate.

### ***Federal transit revenue - \$27.0 billion***

Forecasted revenues include State of Good Repair and Urbanized Area Formula Grant programs, as well as other federal transit formula grants.<sup>2</sup> Revenue estimates through 2026 are based on CMAP estimates for expected funding from IJJA. Federal revenues to the region grew at a rate of 1.5 percent between 2010 and 2021. After 2026, revenues were assumed to increase annually by this same 1.5 percent rate.

### ***State-programmed federal highway revenue - \$29.6 billion***

These funds represent the annual federal apportionment programmed by the state of Illinois. This includes the federal fund sources of National Highway Performance Program; Surface Transportation Program; National Highway Freight Program; Highway Safety Improvement Program; Transportation Alternatives Program; Recreational Trails; the Bridge Investment Program; National Electric Vehicle Formula Program; and the PROTECT program.<sup>3</sup> Revenue estimates through 2026 are based on CMAP estimates for expected funding from IJJA, and 74.43 percent of the statewide total annual apportionment in those years was assumed to go to northeastern Illinois. Federal revenues to the region grew at a rate of 1.5 percent between 2010 and 2021. After 2026, 45 percent of the statewide total annual apportionment was assumed to go to northeastern Illinois, and revenues were assumed to increase annually by this same 1.5 percent rate.

### ***State motor fuel tax - \$43.0 billion***

The current MFT rate is 39.2 cents per gallon (46.7 cents per gallon of diesel). The base rate is indexed to inflation and was assumed to grow an average of 2.5 percent annually.

These funds include the portion of state motor fuel tax revenue retained by the Illinois Department of Transportation (IDOT) for the Road Fund and State Construction Account. After accounting for various statutory deductions, the region is assumed to receive 45 percent of these revenues for the purposes of funding state road construction and maintenance projects, estimated to total \$17.2 billion. The Regional Transportation Authority also receives funding based on allocations set in statute, which is forecast to total \$9.7 billion. This forecast also includes statutory disbursements to counties, townships, and municipalities, forecasted to total \$16.2 billion. Statutorily, Cook County receives a 16.74 percent share, and the remaining county share is based on motor vehicle registration fees received. Township share is based on share of mileage of township roads, and municipal share is based on population.

CMAP used forecasted annual vehicle miles traveled (AVMT) and average miles per gallon (MPG) to estimate revenue. For AVMT, CMAP used 2045 forecasts developed by the Illinois

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<sup>2</sup> For more information on Federal Transit Administration programs, see <https://www.transit.dot.gov/grants>.

<sup>3</sup> For more information on Federal Highway Administration programs, see <https://www.fhwa.dot.gov/specialfunding>.

Department of Transportation and extrapolated the forecast to 2050. Average annual percent change in AVMT between 2023-50 was 0.8 percent for passenger vehicles and 0.7 percent for other vehicles.

For passenger vehicle MPG estimates, CMAP created estimates based on National Highway Traffic Safety Administration (NHTSA) rules for Corporate Average Fuel Economy (CAFE) standards, estimated standards for 1978 through 2029 model years for cars and light trucks, and data about vehicle fleet from the Federal Highway Administration's 2017 National Household Travel Survey. CMAP estimates that vehicle fuel economy for passenger vehicles statewide will reach a fleetwide average of 34.5 MPG by 2050. While these CAFE standards are currently being finalized by the federal government, fuel economy across the entire vehicle fleet is still expected to increase with consumer choice, new technology, and adherence to standards promulgated by other states. For non-passenger vehicles, MPG was assumed to improve with NHTSA fuel efficiency standards for medium- and heavy-duty vehicles.

### ***Sales tax on motor fuel - \$5.4 billion***

The state's portion of the state retailer's occupation tax generated from the sale of motor fuel will be deposited in the Road Fund, with increasing portions allocated to the Road Fund during 2023, 2024, and 2025, and 100 percent in 2026 and thereafter. The forecast uses average Midwest gas prices from the U.S. Energy Information Administration from the past year, \$2.51 for regular and \$2.82 for diesel, and deducts various taxes included in the prices. The forecast assumes that the price of motor fuel will grow at a rate of 0.1 percent annually. Gallonage assumptions are the same as above.

### ***State motor vehicle registration fees and other state fees - \$32.5 billion***

These revenues include annual vehicle registration fees, certificate of title fees, overweight fines, permit fees, and operator's license fees collected by the State that are deposited into the Road Fund and State Construction Account. Motor vehicle registration fee revenues to the Road Fund and State Construction Account were assumed to grow at a rate of approximately 0.5 percent annually. Other types of fees in this category were forecast to grow approximately 1.8 percent annually. The region is assumed to receive 45 percent of these revenues for the purposes of funding state road construction and maintenance projects. Recent fee increases enacted as part of Rebuild Illinois are included here, but future fee rate increases were not assumed in this category, as they would likely be accounted for in future state capital programs.

### ***State capital program - \$39.2 billion***

State capital programs are typically funded with a variety of revenue increases, including fee increases on sources like vehicle registration and certificate of title. It is assumed that the state will enact a capital program two additional times during the planning period, in ten year intervals. Funding levels were assumed to grow 2.5 percent annually, with Rebuild Illinois funding levels assumed as the baseline.

### ***Tollway revenue - \$74.7 billion***

This forecast includes toll revenues forecasted to be collected on the 294-mile system, as well as other operating revenues. The current toll rate structure went into effect in 2012, with the commercial rate adjusted annually for inflation. Toll revenue projections were derived from estimates prepared for the Illinois Tollway by CDM Smith in November 2020. The projection assumed that the annual adjustment in commercial toll rates would be 2 percent annually. CMAP also included an assumption of two passenger toll rate adjustments throughout the planning period. Other operational revenues, such as concessions and miscellaneous income, were forecast to grow at a compound rate of 2.3 percent annually.

### ***State Public Transportation Fund - \$18.4 billion***

These funds represent state matching funds for transit, which are equal to 30 percent of Regional Transportation Authority (RTA) sales tax, state use tax disbursements to the RTA, and the portion of Chicago real estate transfer tax revenues reserved for the CTA. The forecast equals 30 percent of the forecasts of these revenues.

### ***Other state transit - \$0.7 billion***

The State has provided funding annually to support Pace Americans with Disabilities Act (ADA) Paratransit service since 2010. The State also provides reduced fare reimbursements to the service boards. Both reduced fare reimbursements and ADA support are forecast to remain at current levels annually for the planning period, \$17.6 million and \$8.4 million respectively.

### ***RTA sales tax - \$59.2 billion***

The RTA sales tax is equivalent to 1.25 percent of sales in Cook County (including the RTA sales tax and the RTA's share of the state sales tax) and 0.75 percent of sales in DuPage, Kane, Lake, McHenry, and Will counties. The RTA receives two-thirds of the collar county revenues. Sales tax revenues accruing to the RTA are assumed to grow 2.8 percent annually throughout the planning period. The RTA also receives disbursements of state use tax, which are expected to grow at a rate of 3.3 percent on average.

A third of collar county revenues generated from the RTA sales tax, Collar County Transportation Empowerment Funds, are returned to DuPage, Kane, Lake, McHenry, and Will counties to be used for roads, transit, and public safety. During the planning period, revenues total \$6.7 billion and annual growth averages 3.0 percent. Growth assumptions were based on projected population growth combined with inflationary assumptions.

### ***Chicago real estate transfer tax (RETT) - \$2.2 billion***

The \$1.50 per \$500 of value of the City of Chicago's RETT is transferred to the Chicago Transit Authority (CTA). Revenues were forecast to grow at an average rate of 2.7 percent annually.

### ***Transit passenger fares and other transit operating revenue - \$45.8 billion***

This includes passenger fares for the CTA, Metra, Pace, and Pace ADA and other revenues for the RTA, CTA, Metra, Pace, and Pace ADA such as advertising revenue, investment income, and Medicaid reimbursements. Revenues were forecast to grow at an average rate of 2.0 percent annually. To the extent that ridership does not substantially return to normal levels by the beginning of the planning period, it is assumed that fare revenue will be supplemented by other federal or state operating support. Other operating revenues are assumed grow at a rate of 1.2 percent annually, based on assumed rates of growth in system revenue and ridership.

### ***Other local revenues - \$76.6 billion***

These are funding sources used for transportation purposes by counties, townships, and municipalities, such as property tax revenue, sales tax revenue, local motor fuel taxes and impact fees. Revenues were calculated for municipalities and townships using 2017 U.S. Census of Governments data. County revenues were obtained from recent county budget documents. Revenues were adjusted to the current year using the change in the Consumer Price Index and population growth. To forecast to 2050, growth rates for CMAP population forecasts were added to an annual 2.5 percent inflationary adjustment. Average annual growth regionwide was 3.0 percent.

County MFTs for DuPage, Kane, Lake, McHenry, and Will counties were forecast separately using the same methodology for the state MFT, although baseline fuel economy was derived separately for each county, and AVMT growth was calculated using growth rates in AVMT for each county for each air quality conformity analysis year. These revenues are expected to total \$2.2 billion over the planning period.

### **Reasonably expected revenues**

Reasonably expected revenues are estimated based on reasonable assumptions for how these recommendations for transportation funding sources could be implemented. The following methodology is intended to be congruent with CMAP recommendations, but the assumptions do not necessarily constitute proposals for precisely how these would be imposed.

### ***Replace state MFT with a revenue neutral road usage charge - \$10 billion***

Northeastern Illinois would receive revenues from replacing the state motor fuel tax with a road usage charge in the first five years of the planning period at a rate of 2 cents per mile. The rate would be indexed to an inflationary measure, assumed to be 2.5 percent annually for the purposes of the forecast. The forecast assumes that fund would accrue to northeastern Illinois in the same manner as the state MFT currently does.

### ***Expand the sales tax base to additional services - \$9 billion***

Expansion of the sales tax to additional services would result in additional RTA sales tax revenues, as well as state sales tax disbursements to the RTA. The forecast assumes that additional consumer services would be added to the sales tax base in approximately 2026,

resulting in a 15 percent increase in the base. Revenues are assumed to grow at a rate of 3.6 percent annually, which is the average annual growth rate for personal consumption expenditures in Illinois for certain consumer services over the prior twenty years. The forecast assumes no additional Public Transportation Fund revenue. This forecast does not include revenues that would accrue to the state or other local jurisdictions due to a sales tax base expansion.

### ***Local parking pricing expansion - \$2 billion***

Municipalities in the region would increase the number of priced parking spots in the region throughout the planning period. Pricing of unpriced parking spots would be phased in annually, starting with 600 spaces in the first year. The number of priced spaces would accelerate as the concept gained popularity. Prices and rate structures would vary by location, and it was assumed that the regional average would total \$5 per day, with inflationary rate increases of 2.5 percent annually for the purposes of this forecast. Given the local nature of parking pricing, these revenues be used for local transportation investments.

### ***Regional revenue source - \$4 billion***

Given the unique investment needs of northeastern Illinois, a regional revenue source could help match federal funds, implement regional transportation priorities, and advance modernization initiatives. The forecast assumes that the regional revenue source would be imposed as a 5 percent fee on the trip fares paid to TNCs. Base trip and fare assumptions for the region were derived from an analysis of City of Chicago data and CMAP's My Daily Travel survey. The forecast assumes the tax base would grow 2.5 percent annually throughout the planning period as a result of increases in trips and fares.

### **Operations and administration expenditures**

This category includes the cost of administering, operating, and servicing debt for the region's existing roadway and transit system. This assumes no operational enhancements, but the continued operation of the existing system. This includes employee costs, rent, utilities, non-capital repairs, fuel, debt service, as well as other costs needed to administer daily operations of the transportation system.

### ***Roadway expenditures - \$120.0 billion***

The forecast consists of operations and administrative costs for IDOT District 1, Illinois Tollway, counties, townships, and municipalities, including Tollway debt service and state debt service for Series A bonds. Tollway and IDOT District 1 operating and administrative expenditures were forecasted linearly based on the most recent 20 years of available data. During the planning period, annual growth averaged 2.6 percent for IDOT District 1 and 2.1 percent for the Illinois Tollway. Tollway interest payments were forecast based on past trends, and growth averaged 2.0 percent annually during the planning period. Series A bond payments were forecast to grow linearly at an average rate of 1.8 percent annually during the planning period, and it was assumed that 45 percent of these costs were attributable to the region.

County budget documents provided baseline county expenditures for 2019. Municipal and township expenditures were estimated from the local highway operations expenditures reported to the 2017 Census of Governments, and adjusted to the current year based on inflation and population growth. County, township, and municipal expenditures were assumed to grow at an average rate of 3.0 percent annually during the planning period due to growth in the region's population and growth in inflation.

### ***Transit expenditures - \$136.3 billion***

The forecast includes operating, administration, and debt service costs for the RTA, CTA, Metra, Pace, and Pace ADA. Operating and administrative expenditures were forecast to grow an average of 2.7 percent annually during the planning period. The interest portion of debt service payments were forecasted to grow an average of 0.7 percent annually.

### **Capital maintenance expenditures to maintain current asset conditions**

The forecast includes the cost of capital maintenance on the region's roadway and transit system based on maintaining current conditions. The expenditure forecast is based on the investment needed to keep these conditions constant and not increase the backlog of facilities in fair or poor condition. These expenditure forecasts include capital maintenance expenditures completed in tandem with RSPs but do not include any costs that would address a need for increased capacity on the transportation system.

Based on analysis and input from transportation agencies, staff inflated maintenance unit costs for year-of-expenditure using a 2.5 percent rate, which was also used in ON TO 2050. Over the past 20 years, the average annual percent change in the U.S. Consumer Price Index was 2 percent. FHWA's National Highway Construction Cost Index has experienced average annual increases of 2.2 percent over the past decade.

### ***Roadway capital expenditures - \$109.4 billion***

Capital maintenance includes costs for expressways, arterials, collectors, local roads, bridges, and signals. The scenarios used assumed that current asset conditions would be maintained during the planning period. Various transportation departments provided feedback on modeling assumptions, unit costs, and lifecycle assumptions.

For roadways with condition data, CMAP staff used IDOT's asset management spreadsheet tool to forecast the cost to maintain pavement condition in its current condition. IDOT's tool is able to evaluate the impacts of different investment options for both pavements and bridges. CMAP only utilized the pavement tool because CMAP had its own in-house bridge model already developed. The spreadsheet tool facilitates the analysis of programming funds for different pavement treatments using deterioration rates and treatment costs. Overall, 90 percent of the roadway miles included in the model are in acceptable condition (Interstates 89 percent, other NHS 92 percent, and other IDOT facilities 87 percent).

The main inputs for the IDOT tool are pavement condition and roadway improvement costs. Pavement condition, measured in Condition Rating Survey (CRS), used in the model came from

the 2020 Illinois Roadway Information System public file. The roadway miles were broken down by facility type and CRS rating. The roadway improvement costs used in the model were developed through collaboration with CMAP stakeholders. The improvement costs were broken down by improvement and facility type (Interstate and Non-Interstate). Upcoming IDOT and Illinois Tollway pavement improvement projects were accounted for in the forecast.

CMAP staff used its bridge model to forecast capital maintenance expenditures for bridges, based on deterioration curves for Illinois from National Bridge Inventory data. The model considers the condition of the deck, substructure, and superstructure and if one or more components of the bridge is in fair or poor condition, it will trigger an improvement to the bridge. The scenario used assumed that current pavement conditions would be maintained during the planning period.

Staff forecasted capital maintenance expenditures on other roadway assets, such as local roads and traffic signals, based on assumptions of the typical cycles with which roadway maintenance projects are performed today. These assumptions are then applied to the inventory of roadway assets in the region.

### ***Transit capital expenditures - \$63.7 billion***

This includes capital maintenance costs for the CTA, Metra, Pace, and Pace ADA. RTA's Capital Optimization Support Tool provided data to forecast asset condition and investment needs for a period of 2023-45, with extrapolation for the final five years of the planning period. The scenario assumed that the current condition of assets would be maintained across the planning period. Expenditures were inflated 2.5 percent annually.

### **Next steps**

Over the coming months, CMAP staff will refine the forecast based on feedback. The financial plan for transportation will be a component of the full plan update document that will be shared for public comment in June 2022.

ACTION REQUESTED: Discussion

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