

**VILLAGE OF LAKE BLUFF  
VILLAGE BOARD OF TRUSTEES  
COMMITTEE OF THE WHOLE MEETING**

Monday, August 10, 2015  
6:00 P.M.

Village Hall Board Room  
40 East Center Avenue

**A G E N D A**

I. Call To Order

II. Roll Call

III. Non-Agenda Items and Visitors (Public Comment)

*The Committee-of-the-Whole allocates fifteen (15) minutes during this item for those individuals who would like the opportunity to address the Committee-of-the-Whole on any matter not listed on the agenda. Each person addressing the Committee-of-the-Whole is asked to limit their comments to a maximum of three (3) minutes.*

IV. General Business

*The Committee-of-the-Whole will entertain requests from anyone present to modify the order of business to be conducted.*

- i. Consideration of the Minutes from the June 22, 2015 Committee-of-the-Whole Meeting
- ii. A Presentation from Lake County Board Chair Aaron Lawlor Regarding Route 53/120 Extension

V. Adjournment

*R. Drew Irvin  
Village Administrator*

The Village of Lake Bluff is subject to the requirements of the Americans with Disabilities Act of 1990. Individuals with disabilities who plan to attend this meeting and who require certain accommodations in order to allow them to observe and/or participate in this meeting, or who have questions regarding accessibility of the meeting or the facilities, are requested to contact R. Drew Irvin at 234-0774 or TDD number 234-2153 promptly to allow the Village of Lake Bluff to make reasonable accommodations.

**VILLAGE OF LAKE BLUFF  
COMMITTEE-OF-THE-WHOLE MEETING  
JUNE 22, 2015**

**DRAFT MINUTES OF MEETING**

The Village of Lake Bluff Board of Trustees met as a Committee-of-the-Whole (COW) in the Village Hall Board Room (40 East Center Avenue) on Monday, June 22, 2015. Village President O'Hara called the meeting to order at 6:05 p.m. and Village Clerk Aaron Towle called the roll and announced the following were present:

Village President: Kathleen O'Hara

Trustees: Barbara Ankenman  
Steve Christensen  
Mark Dewart  
Eric Grenier  
John Josephitis  
William Meyer

Also Present: Aaron Towle, Village Clerk  
Sandra Hart, Lake County Board Member District #13  
Walter Willis, SWALCO Executive Director  
Drew Irvin, Village Administrator  
Peter Friedman, Village Attorney  
Susan Griffin, Finance Director  
Jake Terlap, Public Works Superintendent  
Jeff Hansen, Village Engineer  
Michael Croak, Building Codes Supervisor  
Brandon Stanick, Assistant to the Village Administrator (A to VA)

**Non-Agenda Items and Visitors**

President O'Hara stated the COW allocates 15 minutes for those individuals who would like the opportunity to address the Village Board on any matter not listed on the agenda.

There were no requests to address the COW.

**Consideration of the Minutes from the April 27, 2015 Committee-of-the-Whole Meeting**

Trustee Meyer moved to approve the April 27, 2015 COW Meeting Minutes as presented. Trustee Dewart seconded the motion. The motion passed on the following roll call vote:

Ayes: (6) Ankenman, Christensen, Dewart, Grenier, Josephitis and Meyer  
Nays: (0)  
Absent: (0)

**A Preliminary Discussion Regarding Solid Waste Planning and Material Diversion**

Village Administrator Drew Irvin reported recently the Village approved a construction debris recycling ordinance and made textile recycling available to residents. The Solid Waste Agency of Lake County (SWALCO) is reaching out to municipalities to gauge if there is interest in piloting a commercial waste

recycling and food-scrap recycling programs that meet the goals of the Lake County 60% Recycling Task Force. He stated many surrounding communities have discussed the possibility of establishing such programs. Village Administrator Irvin then reviewed the impact of those programs on local municipalities.

SWALCO Executive Director Walter Willis stated on average the Village has a 90% recycling participation rate. Though SWALCO's attention has been residential recycling programs, it is now beginning to focus on commercial programs. Recently, several communities have pursued single commercial waste hauling contracts to offer the service to businesses by a single service provider in order to achieve a reduction in rates. Executive Director Willis described the commercial waste franchise program and noted that the passage of an ordinance, which was approved by the haulers affiliated with the National Waste and Recycling Association's Illinois Chapter, would start a three year data gathering process that SWALCO expects will result in greater commercial recycling participation without requiring businesses to recycle.

Executive Director Willis stated that many Lake County municipalities do not have business recycling ordinances; however passage of an ordinance will put haulers on notice that if they don't get a 50% of local businesses to recycle by the end of the 3 year reporting period that the Village can then issue an RFP for a commercial franchise. Because local haulers don't care much for single commercial franchise they will work hard to get local businesses to start recycling. SWALCO will make the data available online with a link on the Village's website. Executive Director Willis shared an example of the program rolled out in the Village of Gurnee where 90% of businesses have saved money where recycling increases and waste decreases.

Village Administrator Irvin stated if there are no concerns Staff can prepare draft documents to be considered at a future Village Board meeting. It was the COW's desire to consider an ordinance regarding commercial waste recycling at an upcoming Village Board meeting.

In addition, Executive Director Willis reviewed food-scrap recycling operations. Village Administrator Irvin noted the Village, SWALCO, Groot, and DK Organics have been discussing the details of operating a food-scrapping pilot program in the Village.

Trustee Ankenman inquired if food-scraps could only be recycled at a facility. Executive Director Willis advised food-scraps can be collected curb-side or dropped off at a facility if available.

In response to a question from Trustee Ankenman, Executive Director Willis advised it is best if food-scraps are disposed of at the curb than by a garbage disposal as it takes a greater amount of energy to undergo processing and treatment at the water plant.

County Board Representative Sandra Hart shared her personal experiences with food-scrap recycling and expressed her support for the Village to continue its efforts in establishing a pilot program.

Trustee Dewart inquired if a commercial food-scrap program is currently in place. Executive Director Willis advised that food-scrap recycling is already covered in contract pricing so the opportunity exists, however, no businesses other than grocery stores are pursuing.

The COW expressed an interest for Village Staff to continue to pursue a pilot program for food-scrap recycling.

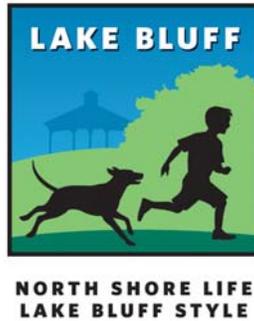
**Adjournment**

As no further business came before the COW, Trustee Dewart moved to adjourn the meeting at 6:39 p.m. Trustee Christensen seconded the motion. The motion passed on a unanimous voice vote.

Respectfully Submitted,

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R. Drew Irvin  
Village Administrator



**Date:** August 5, 2015

**To:** Village President and Board of Trustees

**From:** Drew Irvin, Village Administrator

**CC:** Brandon Stanick, Assistant to the Village Administrator  
Peter Friedman, Village Attorney  
Department Heads

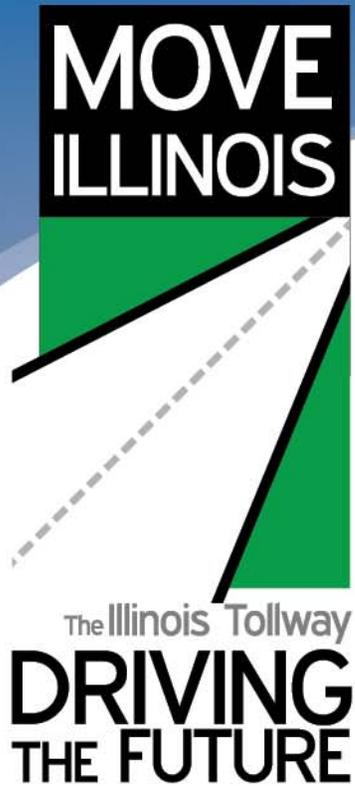
**Subject:** Route 53/120 Extension Informational Update

On Monday August 10, 2015 Aaron Lawlor, Chairman of the Lake County Board, will provide an update to the Committee of the Whole regarding the Route 53/120 Extension project. As you may know, Chairman Lawlor represents Vernon Hills and Indian Creek, as well as portions of Hawthorn Woods, Long Grove, Mundelein, and unincorporated Lake County. He has been on the board since 2009 and has served as chairman since 2012.

Reports and Documents Attached:

1. Route 53/120 PowerPoint Presentation;
2. Resolution 2009-09: Resolution in Support for the Extension of Illinois Route 53 in Lake County;
3. June 7, 2012 Illinois Route 53/120 Project Blue Ribbon Advisory Council Resolution & Summary Report;
4. February 2013 Illinois Tollway Route 53/120 Project Overview;
5. March 12, 2015 Press Release from the Illinois Tollway, "Advisory Committee Votes to Recommend Funding Plan for the Illinois Route 53/120 Project;"
6. April 15, 2015 Illinois Route 53/120 Feasibility Analysis;
7. July 22, 2015 Lake County News Sun (Dan Moran) article: "40 Mayors Sign Letter Backing Route 53 Extension Into Lake County;" and
8. July 24, 2015 Lake County News Sun (Dan Moran) article: "5 Lake County Towns Unite Against Route 53 Planning Process."





## IL Route 53/120 Update

Aaron Lawlor, Chairman

Barry Burton, Administrator





**Figure 2: Project Location Map**  
 Based on the BRAC Resolution and Summary Report



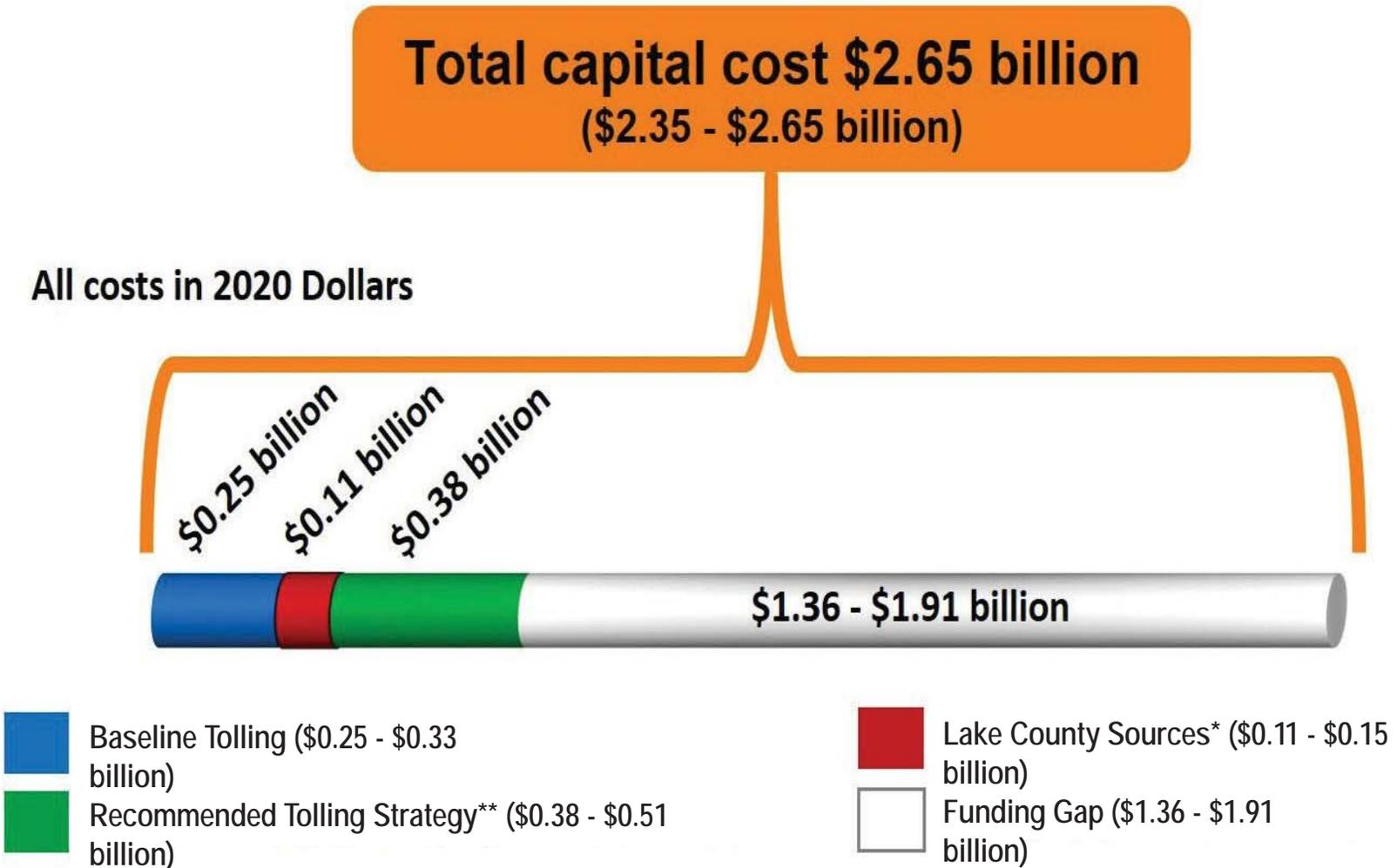
# Feasibility Analysis March 2015

- **Finance Committee Role:** Determine the project's financial feasibility and develop a recommendation to the Illinois Tollway Board concerning how the project could be funded.
  
- 3 Working Groups:
  - Lake County Tolling and Motor Fuel Tax (MFT)
  - Sustainable Transportation Fund
  - Stewardship Fund
  
- Finance Committee Adopted Final Report & Recommendations March 12

# Feasibility Analysis March 2015

- Based on the Tollway's Feasibility Analysis, the project is estimated to cost between \$2.3 billion - \$2.65 billion.
- The revenues from the road itself are expected to support \$250 million - \$330 million in bonding capacity to support the cost of the road (all dollar values expressed in year 2020 dollars).

## Finance Committee Final Report Figure 3: Project Funding Gap



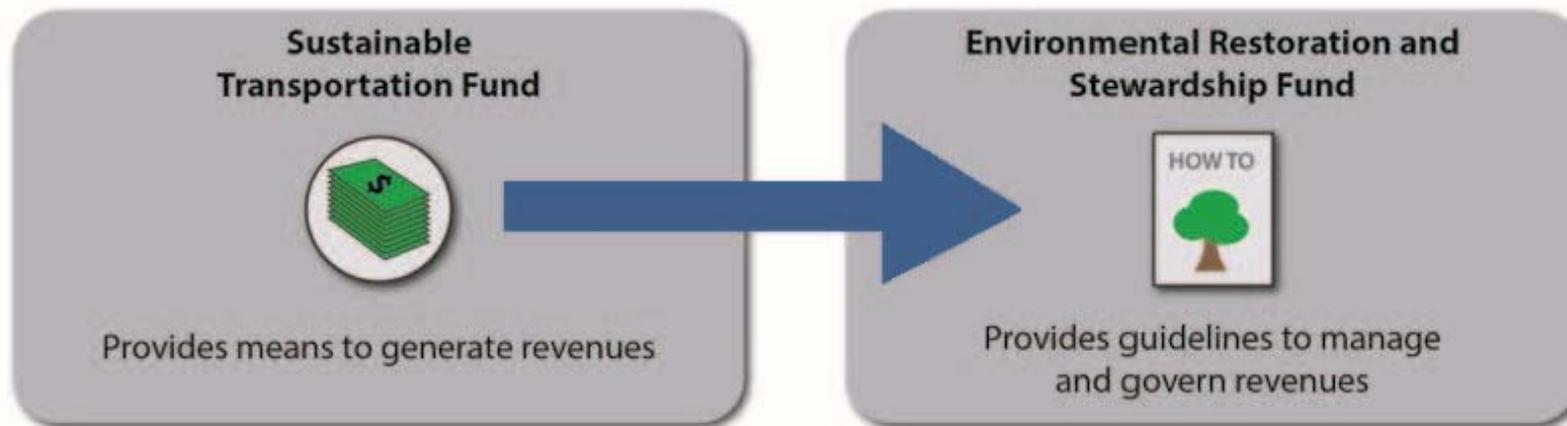
\* Lake County sources include motor fuel tax and sustainable transportation fund

\*\* Recommended tolling strategy includes I-94 mainline tolling combined with indexing and congestion pricing for Illinois Route 53/120

# Funding Recommendations

**Value Capture** \$81M - \$108M (2020 dollars in net present value)

Collect 25% of the increase in real estate tax revenue from parcels of land close to the road developed for non-residential purposes and direct revenue to new Environmental Restoration and Stewardship Fund – an integral part of the BRAC's recommendation



# Funding Recommendations

## County Motor Fuel Tax

**\$34M - \$45M**  
2020 dollars in bonding capacity

- Add Lake County to counties that already have a state administered 4 cents per gallon county option fuel tax, and commit 50% of revenues to the IL 53/120 project, while the other 50% percent would be committed to other transportation priorities in Lake County

## Innovative Tolling Strategies

**\$380M- \$510M**  
2020 dollars in bonding capacity

- Indexing and congestion pricing of tolls (as a pilot strategy for eventual implementation along the entire Tollway system).
- Restructure tolls along I-94 in Lake County to raise revenues for the project, improve tolling equity, and mitigate and minimize diversion onto local roads.

# Funding Recommendations

## State Commitments

- Delineated as a priority in future state capital bills
- IDOT complete all future needed land acquisition and ensure that land already acquired by IDOT be dedicated to the project

## Tollway System Commitments

- Identified as the Tollway's next top priority for new projects beyond the Tollway's current Move Illinois Program
- The Tollway should evaluate system revenues needed to both fully fund this project and maintain a financially sustainable Tollway system.



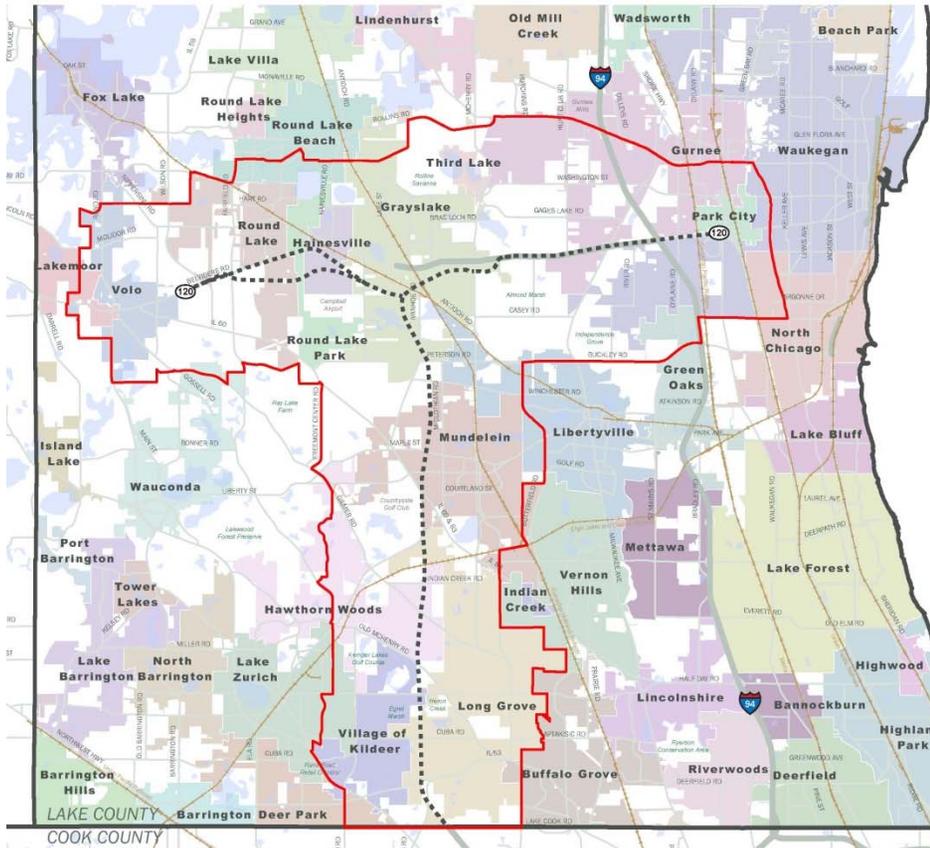
# Land Use Committee

- The Land Use Committee is working with the corridor municipalities on a broad land use strategy for the entire corridor.
- Open Space and Natural Resources Working Group - Develop a plan for land preservation and environmental stewardship along the corridor
- Cooperative Planning Strategy Working Group - Discuss different options for the full implementation of the land use plan

## STUDY AREA BOUNDARY

### LEGEND

- ▭ County
- Rail
- ▭ Project Study Area
- ⋯ Proposed IL 53/120 Alignment



# Questions?



## RESOLUTION NO. 2009-9

A RESOLUTION OF SUPPORT FOR THE EXTENSION  
OF ILLINOIS ROUTE 53 IN LAKE COUNTY

**WHEREAS**, Lake County's antiquated, rural-based network of arterial roads and highways lacks the capacity to serve the current and future traffic demands of the region; and,

**WHEREAS**, roughly one-third of Lake County's major roadways are now congested and, unless comprehensive transportation infrastructure improvements are completed, nearly two-thirds of all Lake County roads will be heavily congested by the year 2020; and,

**WHEREAS**, although a comprehensive solution to Lake County's traffic congestion crisis must include added capacity for local roads, improvements to intersections and traffic control devices, and public transit upgrades, those steps will not be enough to solve the growing problem; and,

**WHEREAS**, completion of the Illinois Route 53 extension into Lake County is an essential part of a comprehensive plan to meaningfully address Lake County's transportation needs; and,

**WHEREAS**, studies conducted by the Lake County Transportation Improvement Project demonstrate that the Route 53 extension is the superior alternative in terms of transportation benefits, impacts and costs, and that the Route 53 extension will relieve regional traffic congestion by reducing the number of automobiles traveling on the local and arterial roads in Lake County; and,

**WHEREAS**, the Route 53 extension enjoys an overwhelming consensus of support from Lake County residents and businesses; and,

**WHEREAS**, at a Lake County Transportation Alliance meeting, the Route 53 extension received the support of over 70% of attendees; and,

**WHEREAS**, a vast majority of Lake County's business organizations and municipalities also are on record as supporting the proposed Route 53 extension; and,

**WHEREAS**, while this vital project has been delayed and debated for decades, traffic congestion in Lake County has continued to grow worse; and,

**WHEREAS**, the Village Board has determined that the expeditious completion of the extension of Route 53 in Lake County will serve and be in the best interest of the City and its residents.

**NOW, THEREFORE, BE IT RESOLVED BY THE PRESIDENT AND BOARD OF TRUSTEES OF THE VILLAGE OF LAKE BLUFF, COUNTY OF LAKE, STATE OF ILLINOIS**, as follows:

**Section 1. Recitals.**

The foregoing recitals are incorporated into, and made a part of, this Resolution as findings of the Village Board.

**Section 2. Declaration of Support for Route 53 Extension.**

The Village Board shall, and does hereby: (a) support the extension of Illinois Route 53 in Lake County from its present terminus northward to Illinois Route 120, eastward to Interstate 94, and westward to near the intersection of U.S. Route 12 and Illinois Route 120; and (b) urge the completion of the extension at the earliest possible time.

**Section 3.            Encouragement of Governmental Support for Route 53 Extension.**

The Village Board shall, and does hereby, urge all Municipal, Township, County, State, and Federal representatives and officials to support and implement the planning and construction of the Illinois Route 53 extension in Lake County, without any further delay.

**Section 4.            Declaration of Support for Funding of Roadway Improvements.**

The Village Board shall, and does hereby, urge Governor Patrick Quinn, the Illinois General Assembly and the Lake County Board to provide funding through existing revenue or new revenue sources for: (a) the planning, engineering and construction of the extension of Illinois Route 53; and (b) the engineering and construction of the various proposed projects to widen and otherwise improve the State and County highway system of Lake County.

**Section 5.            Delivery.**

The City Clerk shall be, and is hereby, directed to transmit an executed and sealed copy of this Resolution to the Governor of the State of Illinois, the Lake County Transportation Improvement Project, the Lake County Division of Transportation, the Illinois Department of Transportation, the Illinois Toll Highway Authority, and the City's elected representatives within the Illinois General Assembly.

**Section 6.            Effective Date.**

This Resolution shall be in full force and effect upon its passage and approval by a majority of the members of the Village Board.

**PASSED** this 23<sup>rd</sup> day of March, 2009, by vote of the Board of Trustees of the Village of Lake Bluff, Illinois as follows:

**AYES:**            (5)     Barkhausen, Lesser, O'Hara, Peters and Renner

**NAYS:**            ( )

**ABSENT:**        (1)     Surkamer

**APPROVED** this 23<sup>rd</sup> day of March, 2009.

  
Village President

ATTEST:

  
Village Clerk

# Illinois Route 53/120 Project

## Blue Ribbon Advisory Council Resolution and Summary Report

June 7, 2012

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## FINAL RESOLUTION

***The members of the Illinois 53/120 Blue Ribbon Advisory Council do hereby resolve:***

1. *The report accompanying this resolution entitled, Illinois Route 53/120 Project: Blue Ribbon Advisory Council Draft Resolution and Report, represents our view as to the necessity of building a 21st Century Road in Lake County to serve the needs of residents and businesses.*
2. *Our approval and continued support for constructing a road in the 53/120 corridor is, however, conditioned upon the Illinois State Toll Highway Authority adhering to the design principles, alignments, and environmental commitments outlined in the report.*
3. *We recommend that the principles and conclusions agreed to by the Advisory Council be adopted by resolution of the Illinois General Assembly and approved by the Governor.*
4. *We request that the Illinois State Toll Highway Authority, in cooperation with federal, state, and local governments continue to search for financing mechanisms that are consistent with those described in the report.*
5. *We respectfully request that the Illinois State Toll Highway Authority routinely report to the Advisory Council on its progress in realizing the recommended project, and to use the advice of the Advisory Council as it proceeds.*
6. *We express our sincere appreciation and gratitude to the ISTHA board and staff for creating the Council and supporting its work.*
7. *We encourage the Illinois State Toll Highway Authority Board of Directors to provide full consideration and quick action to implement the steps outlined in the report.*

**The official voting record of the Council's decision to approve the Resolution and Summary Report is below. Unless otherwise noted, votes were cast in-person at the Council's final meeting on May 18, 2012.**

<b>YES</b>	George Ranney – Co-Chair	<b>YES</b>	Leanne Redden
<b>YES</b>	David Stolman – Co-Chair	<b>YES</b>	Leon Rockingham (by email)
<b>YES</b>	Gerald Adelmann (by proxy)	<b>YES</b>	Maria Rodriguez
<b>YES</b>	MarySue Barrett	<b>YES</b>	Kathy Ryg
<b>YES</b>	Randy Blankenhorn	<b>YES</b>	Michael Sands
<b>YES</b>	Jeff Braiman	<b>YES</b>	Ann Schneider (by proxy)
<b>YES</b>	Carolina Duque	<b>YES</b>	Michael Sturino
<b>YES</b>	Chris Geiselhart	<b>YES</b>	Jerry Weber
<b>NO</b>	Jacky Grimshaw	<b>YES</b>	Doug Whitley
<b>YES</b>	Lynn Karner	<b>YES</b>	Suzanne Zupec
<b>YES</b>	David Kennedy (by proxy)	EX-OFFICIO MEMBERS	
<b>YES</b>	Mark Knigge	<b>YES</b>	State Representative Rita Mayfield (by email)
<b>NO</b>	Howard Learner	<b>YES</b>	State Representative Sidney Mathias (by email)
<b>YES</b>	Arlene Mulder (by email)	<b>YES</b>	State Senator Terry Link (by email)
<b>YES</b>	Jorge Ramirez (by email)	<b>YES</b>	State Senator Suzi Schmidt (by email)

# Team Acknowledgements

The Illinois Tollway worked in partnership with the Chicago Metropolitan Agency for Planning (CMAP) and Lake County Department of Transportation in implementing the work of the Council. In addition to Tollway consultants AECOM, CDM Smith and HNTB, several nationally recognized experts also assisted in the Council's work, including Applied Ecological Services, Fregonese Associates, Huff and Huff, and Walter Kulash.



Walter Kulash



# Blue Ribbon Advisory Council Members

George Ranney	Council Co-chair, President and CEO, Metropolis Strategies
David Stolman	Council Co-chair, Lake County Board Chair
Gerald Adelman	President and CEO, Openlands
MarySue Barrett	President, Metropolitan Planning Council
Randy Blankenhorn	Executive Director, Chicago Metropolitan Agency for Planning
Jeff Braiman	Mayor of Buffalo Grove, representing Northwest Municipal Conference
Carolina Duque	Executive Director, Mano a Mano Resource Center
Chris Geiselhart	President, Lake County Audubon Society
Jacky Grimshaw	Vice President of Policy, Center for Neighborhood Technology
Lynn Karner	Director, Lake County Building and Construction Trades Council
David Kennedy	Executive Director, American Council of Engineering Companies
Mark Knigge	Mayor of Wauconda, representing the Lake County Municipal League
Howard Learner	Executive Director, Environmental Law and Policy Center
Arlene Mulder	Mayor of Arlington Heights representing Northwest Conference of Mayors.
Jorge Ramirez	President, Chicago Federation of Labor
Leanne Redden	Sr. Deputy Executive Director, Regional Transportation Authority
Leon Rockingham	Mayor of North Chicago, representing Lake County Council of Mayors
Maria Rodriguez	Village President of Long Grove and Vice-Chair, Lake County Stormwater Management Commission
Kathy Ryg	President, Voices for Illinois Children and former State Representative
Michael Sands	Senior Associate, Liberty Prairie Foundation
Ann Schneider	Secretary of Transportation, Illinois Department of Transportation
Michael Sturino	President and CEO, Illinois Road and Transportation Builders Association
Jerry Weber	President, College of Lake County
Doug Whitley	President, Illinois Chamber of Commerce
Suzanne Zupec	Chair, Lake County Transportation Alliance

## Ex-Officio Members

Representative Rita Mayfield	State Representative, 60th District, Democrat
Representative Sidney Mathias	State Representative, 53rd District, Republican
Senator Terry Link	State Senator, 30th District, Democrat
Senator Suzi Schmidt	State Senator, 31st District, Republican

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# Table of Contents

## Council Resolution and Summary Report

### **Introduction**

The Story of Route 53 .....	1
Guiding Principles.....	3

### **Council Resolution**

Executive Summary .....	7
-------------------------	---

#### *Key Recommendations:*

1. Create a Transportation System That Preserves the Environment and Nearby Communities and Enhances Connectivity .....	15
a. Design Standards for Route 53/120 .....	18
b. Performance Standards for Route 53/120 .....	24
2. Design a Context Sensitive Roadway .....	35
3. Respect and Preserve the Land .....	43
4. An Innovative Funding Plan for an Innovative Road .....	51
5. Create a Corridor Plan and Implementation Strategy .....	67
Next Steps .....	71

### **Council Summary Report**

Context for a New Road .....	77
Scenario Planning for the Facility .....	89
Design Considerations for the Environment, the Community and Transportation.....	97
The Council Design Workshop.....	105

### **Appendix**



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# Introduction

## Illinois Route 53/120 Project

Blue Ribbon Advisory Council  
Resolution and Summary Report



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# Challenges for a New Road

## The History of Route 53/120

The State of Illinois has long considered a northern extension of Illinois Route 53 through central Lake County. Since the early 1960s, the Illinois State Toll Highway Authority (The Tollway) and many other state and local agencies have been involved in planning for improvements in the Central Lake County Corridor. Over the years, growth in population, increasing environmental pressures, desires for new economic development and rising congestion have led to a revival of the conversation around a new road.

Currently, arterials in the study corridor experience significant congestion, especially eastbound and southbound in the morning, and westbound and northbound in the evening. Recent population and employment growth trends have added to the travel demands, with the greatest population growth occurring at the northern part of the project area and the greatest employment growth occurring on the southern part. One focus point of the council's discussions is a large bottleneck that occurs at the current terminus of Route 53 at Lake Cook Road at the southern edge of Lake County.

Most recently, the Chicago Metropolitan Agency for Planning (CMAP) included an extension of Route 53 and improvements to Route 120 in their comprehensive regional plan, GO TO 2040. The plan noted that an extension of Route 53 connecting to Route 120 could ease congestion that has resulted from Lake County's rapid development, and suggested the project could improve access and mobility in the county and the region as a whole. GO TO 2040 called for a 21st Century urban highway – a modern boulevard with a smaller footprint to minimize potential negative impacts while protecting the natural environment and preserving the character of nearby communities.

But how do we accomplish this? Any corridor improvements could have effects on the environment and nearby communities of central Lake County. Improved access will stimulate economic and residential development and relieve congestion, but it can also stimulate rapid and unplanned development. This question has been the root of the challenge over the years.





Lake County is especially vulnerable to the potential disruptions caused by a new road. It has the greatest number of unique and threatened ecological resources in the state of Illinois, including lakes and ponds, streams, extensive wetlands, native prairie remnants and significant acreages of restored ecosystems. The county has the largest number of state and federal threatened, endangered and special concern species of any county in Illinois and over 54 populations of these species and their critical habitats are found within the zone of impact of the road scenarios<sup>1</sup>. There are 14 Illinois Natural Areas Inventory sites within two miles of the alignment options for Route 53/120. Historically, because the proposed right of way for a new road threatens these assets, environmental and conservation organizations have opposed its development.

## Moving the Project Forward

In response to these challenges and the need for a coordinated, transparent and accountable approach, a Blue Ribbon Advisory Council was established by the Tollway in the fall of 2011. The Council was tasked with developing a regional consensus on whether the Tollway should move forward, determine the scope and configuration, the design and elements, and to outline how to finance the project. The Council included public officials as well as representatives from business, labor, planning and environmental groups.

The recommendations of the Council and the outcomes of the Council's work are presented here in the **Resolution** and the **Summary Report**. The Resolution is organized around recommended performance requirements of a new road, suggested design characteristics (including specific characteristics for priority sensitive areas), potential funding and financing options, and proposed next steps for the project. The Summary Report provides an overview of the Council's efforts leading to the Resolution and provides a more detailed background into the context of a new road for Lake County. It also provides the results of the scenario planning process and design workshop that the Council engaged.

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[1] Illinois Department of Natural Resources Natural Heritage Database

## Route 53/120 Project Area

The Route 53/120 project is intended to serve central Lake County extending north from the terminus of Route 53 and Lake Cook Road for 12.5 miles to just south of Route 120. The extension would continue to the east, where it would provide enhanced access and mobility to and from the existing interchange at I-94. It would also continue to the west, to provide new access and enhanced mobility to U.S. Route 12. Much of the needed right of way is currently owned by the State of Illinois. While the general corridor for improvements has been defined, the exact location and configuration for improvements is not yet final. Ultimately, the extension must coexist with existing residential development and projected commercial development, as well as wetlands, agriculture and organic food production, and the natural environment, including many sensitive and conservation areas located throughout the corridor.

**Figure 1:** Lake County and Project Area



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# Guiding Principles

## The Role of Guiding Principles

To clarify the goals and direction of their work, the Blue Ribbon Advisory Council established a set of guiding principles in October 2011. Guiding principles are critical to decision making and implementation for any planning project because they serve to clearly define the outcomes that signify a project's success and the values of a community. The Route 53/120 Guiding Principles were integral to organizing the Council's working groups and the work performed throughout the process. They also guided questions about the importance of community connections, environmental impacts, congestion, improvements to the ways people get around, and how to pay for the project. The proposed Route 53/120 facility should reflect the guiding principles and the values that they establish, especially the use of innovative and environmentally beneficial design solutions to improve mobility and access within central Lake County.

### Route 53/120 Guiding Principles

1. Enhance mobility and accessibility, and relieve congestion, in the Central Lake County Corridor.
2. Seek innovative design solutions for a safe, integrated, multi-modal corridor that preserves the environment and the character of nearby communities, and enhances their economic vitality.
3. Analyze potential funding options and pursue corridor concepts to the extent that they are financially viable, fiscally sustainable and equitable.
4. Minimize environmental and long term development impacts of transportation infrastructure and operations.
5. Promote environmental enhancements and sustainable practices in all aspects of project development, implementation and operations, and strive to improve the overall environment.
6. Promote diversity in all aspects of project development, implementation and operations.
7. Develop and apply innovations in all aspects of the project to create a 21st Century modern boulevard that serves as a national and international model.
8. Cooperate with agencies and municipalities to deliver the Council's work in a transparent and accountable manner.

# **The Council's Resolution for a Right-Sized Illinois Route 53/120**



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# Executive Summary

## Advisory Council Consensus

The Blue Ribbon Advisory Council has successfully reached a consensus view that a right-sized Illinois 53/120 project has sufficient merit and regional benefit to warrant further development. The Council's process represents a significant step forward in realizing a 21st Century "modern boulevard" in the central Lake County Corridor. The design and environmental requirements and commitments codified in this document provide a blueprint for detailed project development, and lay a solid foundation for additional coordination with local governments and other stakeholders.

*The Council answers three questions that have guided this process:*

### **Is there consensus for the Tollway to move forward?**

The Council agrees that a new Route 53/120 project, built according to the requirements set forth in this resolution, should be constructed to enhance mobility, relieve congestion, promote orderly development and ensure environmental sensitivity in the central Lake County Corridor.

### **What are the scope, configuration and design elements of a new roadway?**

The Council agrees that the new Route 53 should be a four-lane, limited access, tolled parkway with a 45 mile-per-hour maximum operating speed. The Council stresses that design elements defined in this resolution – such as a depressed sections, earthen berms and stormwater treatment features – are essential requirements and shall not be considered optional during the detailed design process. The Council has developed alignment options for the configuration of Route 120, and all should be carried forward for further study during detailed design.

### **How should the project be financed?**

The Council agrees that the project should be funded through the use of tolling, under a rate structure that includes congestion pricing and indexing of toll rates. The Council understands that other revenue options will be necessary to fund the project, and recommends a detailed plan be developed in coordination with local governments. The Council supports tolling existing Route 53 from Lake Cook Road to I-90 and a cooperative approach to develop a tolling plan that is equitable and uniform for all access points in Lake County; including adding tolls to existing untolled access points, adding tolls at the state border and adjusting the rates at the mainline Waukegan Plaza on the Tri-State Tollway. The Council also requires identification of local revenue sources, and supports the use of Tollway system generated revenues to enable this project which is vital to the region's mobility, economic development and quality of life.

# Advisory Council Resolution Map

The Council Resolution Map provides a visual guide to the Council’s consensus on the most important aspects of the Route 53/120 project. This includes roadway design, interchange and crossing design, areas of potential economic development, sensitive lands, residential areas, and sites for stormwater treatment polishing areas. In the north, the proposed alignment options for Route 120 are represented on the map.

## *Right of Way and Corridor Definition*

In general terms, the roadway corridor is 300 feet wide running north to south along Route 53 and varies between 100-300 feet east to west, depending on the final alignment selected. The Illinois Department of Transportation has acquired and reserved a 300-foot wide right of way, primarily along Route 53. Final right of way needs will be dependent on a variety of design considerations including preferred roadway scenario, roadway alignment – horizontal and vertical, height and depth of berms, median width, stormwater management needs, off-site mitigation and enhancement, pedestrian accommodations, wildlife crossings, local road improvements, and interchange design.

A cost estimate of \$200-\$350 million for new rights of way is being held as a placeholder at this stage of the project. A more refined right of way evaluation will be conducted in future phases to define needs, identify ownership and parcel information and refine cost estimates.

### Roadway Design

-  Depressed roadway (5'-7'), berms (5'-7'), environmental treatments, with mainline depressed interchanges
-  Depressed roadway (5'-7'), berms (5'-7'), environmental treatments, narrow median with mainline depressed interchanges
-  At-grade roadway, widen and resurface, environmental treatments
-  Elevated, open causeway on pylons through wetlands
-  At-grade roadway, split couplet

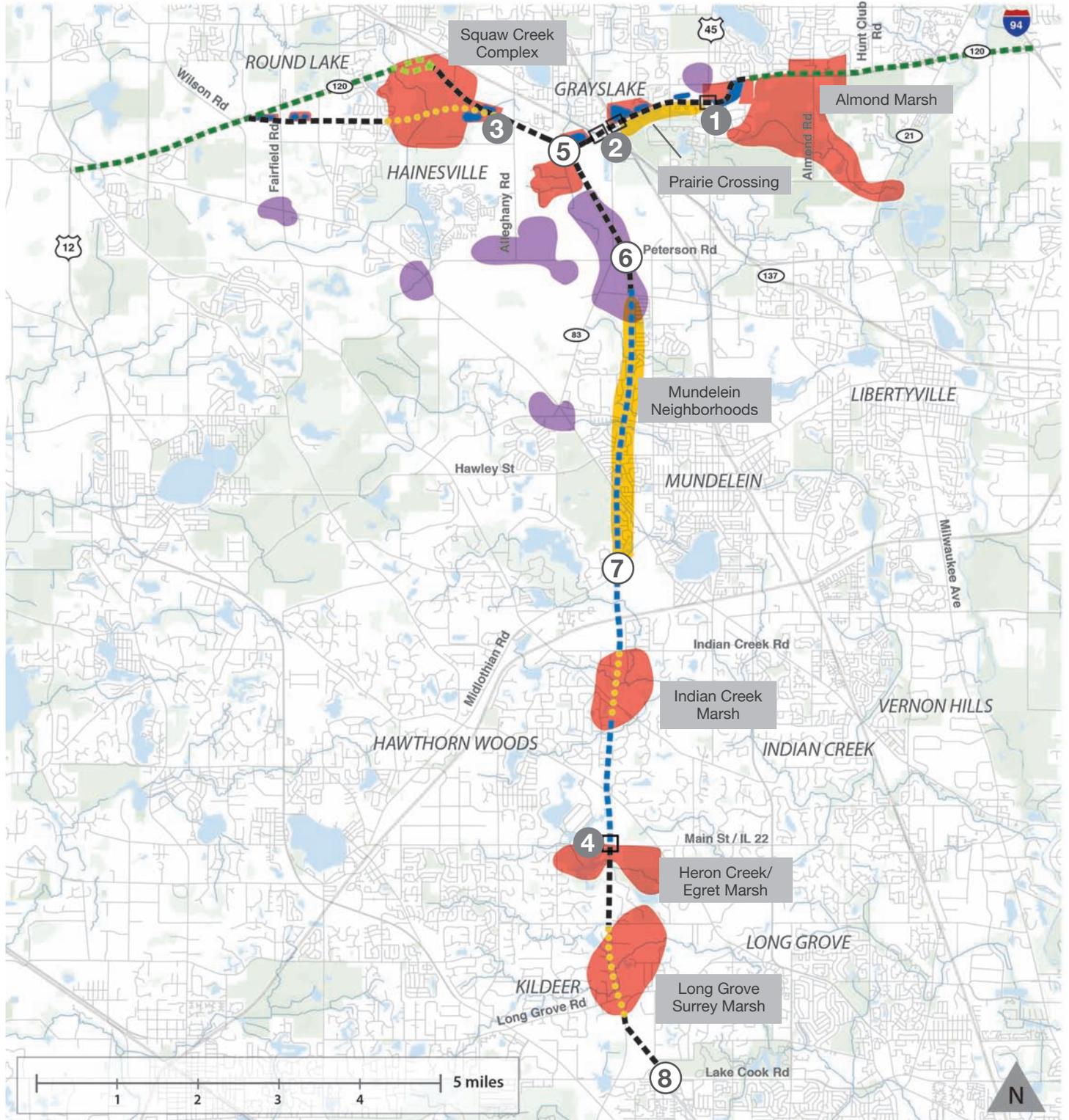
### Specific Interchange and Crossing Design

-  Mainline depressed interchange
-  Tunnel or underpass beneath railroad tracks
-  At-grade intersection
-  Mainline depressed interchange with standard median
-  Intersection/Interchange location - *specific type needs to be determined*

### Land Use

-  Priority sensitive lands (*includes lands initially identified for further protection, restoration and/or mitigation*)
-  Residential areas
-  Potential new economic development areas
-  Sites identified for stormwater treatment

Figure 2: Council Resolution Map



## Advisory Council's Key Recommendations

From the Council's consensus, five key recommendations have emerged that form the Council's Resolution on the best way to move forward with a right-sized Route 53/120 project. These recommendations are aligned with the Guiding Principles as well as the scope, configuration and design elements agreed upon by the Council.

### *1. Create a Transportation System That Preserves the Environment and Nearby Communities and Enhances Connectivity*

In order to achieve a modern, sustainable and innovative transportation system that meets the goals of the Guiding Principles, the Council recommends a set of essential roadway **design standards** and **performance standards**. These standards describe the physical elements and the core functions of the new roadway as the Council has agreed to.

### *2. Design a Context Sensitive Roadway*

The Council recommends specific context sensitive **roadway designs** for the proposed facility that directly respond to the environment and the communities around the right of way. A context sensitive approach ensures that the same design is not applied to the entire length of the roadway, but finds a balance between the goals of environment and open space preservation, mobility and accessibility.

### *3. Respect and Preserve the Land*

The unique environment, habitat, and wildlife of Lake County require a comprehensive planning approach in order to reduce long-term and irreversible impacts from fragmentation and disturbance. The Council recommends creating restoration and monitoring plans, land preservation actions and identifies priority sensitive areas that require further protection.

### *4. An Innovative Funding Plan for an Innovative Road*

Just as the Council recommends a truly innovative roadway design for environmental preservation and context sensitivity, the Council proposes a funding framework that is equally ground-breaking for an Illinois toll road. Instead of relying only on toll revenues from the extension and the core system, it combines the use of tolls along with contributed capital from promising local, state and federal sources that reflects strong local commitment to building a 21st century facility.

### *5. Create a Corridor Plan and Implementation Strategy*

A corridor plan that integrates land use, transportation, economic development and open space is vital to the success of the Route 53/120 project. New roadway development can often bring unwanted results without adequate prior planning because of a rise in traffic, disruptions to environmental systems and lack of forethought about desired future land uses. The Council recommends creating a corridor plan that is based on the integration and preservation of open space and natural areas, multi-modal connections, market-feasible development, and congestion relief.



## A Unique Opportunity

The Council's recommendations for the Route 53/120 project set a much higher standard than typical highway construction methods. They are a product both of the unique process that brought the Council together and the unique challenges and environmental assets within central Lake County. The Council set forth an ambitious plan with a rigorous set of recommendations for the function and design of the roadway. Design and performance standards intended to minimize the impact of the road are considered integral to the project.

Just as the Council's recommended design, environmental preservation, and context sensitive features for the Route 53/120 corridor will be breaking new ground, we are proposing a funding concept that is also groundbreaking for an Illinois toll road. Instead of relying only on toll revenues from the extension and the core system, it combines the use of tolls along with contributed capital from promising local, state and federal sources.

Building an innovative 21st century road cannot be done without a serious commitment to the environment and the local character of Lake County. This project provides a unique opportunity to deliver significant economic, environmental and mobility benefits to a wide array of stakeholders. The expansive benefits give cause to require on-going coordination to ensure the project advances in a manner that is consistent with the overall plan and resolution and provide rationale for a reasonable financial contribution from the broader region. Continuous evaluation is needed to verify that the overall project remains environmentally, financially and operationally viable.

## Next Steps

Presently, commitment and leadership from CMAP, Lake County and local municipalities is necessary to catalyze the development of a corridor plan, to secure sufficient funding, to create a detailed design concept, and to secure legislative authorization.

### *Initiate the Corridor Plan*

The Council recommends that the full scope of the corridor planning process is determined. Participation of municipalities along the corridor will be critical, and a commitment to the process should be obtained from CMAP, Lake County and affected municipalities as soon as possible. The Tollway, CMAP, Lake County and other key partners will be responsible for fully scoping and obtaining funding for the plan.

### *Determine How to Finance the Project*

The Council recommends that a revised cost estimate will need to be determined in conjunction with the detailed design concept. The Council agrees that the project should be funded through the use of tolling, including congestion pricing and indexing of toll rates. The Council understands that other revenue options will be necessary to fund the project in coordination with local governments. The Council also requires identification of local revenue sources, and supports the use of Tollway system generated revenues.

### *Develop a Detailed Design Concept*

A detailed design concept should be developed in sufficient detail to fully understand the environmental, community and transportation impacts of construction, and to fully understand the capital and operating costs, and appropriate funding plan, for further consideration by the Council. The development of the detailed design concept will include a thorough analysis of existing traffic conditions and projected traffic growth to ensure that the recommendations in this Resolution are consistent with the most current needs.

### *Secure Local, State and Federal Authorizations*

In order to proceed to the final stages of planning, design and construction for Route 53/120 a series of local, state and federal authorizations may need to be pursued including, but not limited to:

- Illinois General Assembly action to provide the Illinois Tollway the same level of immunity from tort liability as the Illinois Department of Transportation (IDOT). This action would be requested for only the Route 53/120 facility because it more closely aligns with a suburban, arterial roadway than a typical toll facility.
- Changes to allow extended borrowing term up to 35 years.
- Legislation to support final local funding programs such as value capture, multi-jurisdictional TIF-like districts, and special service areas.

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- When the final alignment is identified for the entire project, Illinois General Assembly authorization is required to give the Tollway direction to expand the Illinois Tollway system to the specified project limits, which may include accommodations for final transit recommendations, defining the limits of system expansion along both Route 53 and Route 120 and extending the authorization to include portions of the existing Route 53 south of Lake Cook Road.
  - Federal authorization to allow tolls to be added to existing federally funded roadways.
  - Transfer of land, rights or other property held by the State of Illinois for the purpose of constructing and operating this project.
  - Countywide referenda or other authority to support final funding recommendations.

## A Continued Cooperative Approach

To move the Route 53/120 project forward, as well as to implement and monitor the performance and design requirements once it is completed, will require a coordinated effort from the Tollway, government agencies, community organizations, and local champions. To facilitate a cooperative approach, future planning should embody transparency, accountability, open discussion, and inclusive decision making.

Any steps forward with the proposed Illinois Route 53/120 project will involve the local communities of central Lake County as partners. The project shall engage the public and stakeholders at each stage, and opportunities for input and involvement will be tailored to the project stage and level of activity. Members of the Blue Ribbon Advisory Council will be kept informed of all activities and encouraged to remain involved. Should the project proceed to the point of construction, the Illinois Tollway will convene a Local Advisory Committee in accordance with the Toll Highway Act, where current members of the Council would be excellent candidates for the new advisory body.

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# 1. Create a Transportation System That Preserves the Environment and Nearby Communities and Enhances Connectivity

## A 21st Century, Modern Transportation System

As stated in the Guiding Principles, the proposed Route 53/120 corridor project is envisioned as a modern, multi-modal, sustainable and innovative transportation system that will address specific needs for congestion relief and greater connectivity while simultaneously preserving the nearby environment and the character of its existing neighborhoods and communities, and enhancing the economic vitality along the project corridor.

In order to achieve this vision, the Council recommends essential roadway **design standards** and **performance standards** that will ultimately guide the physical elements and the core functions of the new roadway and **alignment** options (locations) of the new roadway. The design and performance standards were crafted to ensure that the roadway meets the intentions of the Council and the Guiding Principles. These standards are essential requirements and shall not be considered optional during the recommended detailed design process. The Council intends for the Tollway to create a monitoring program to ensure the performance standards, and the measurable goals that they outline, are fulfilled in order to avoid and minimize future impacts of the road during construction and during the operational lifetime of the road.

### This recommendation addresses the following Guiding Principles:

- Enhance mobility and accessibility, and relieve congestion in the Central Lake County Corridor.
- Seek innovative design solutions for a safe, integrated, multi-modal corridor that preserves the environment and the character of nearby communities, and enhances their economic vitality.
- Minimize environmental and long term development impacts of transportation infrastructure and operations.
- Promote environmental enhancements and sustainable practices in all aspects of project development, implementation and operations, and strive to improve the overall environment.
- Develop and apply innovations in all aspects of the project to create a 21st Century modern boulevard that serves as a national and international model.

# Route 53/120 Transportation System

## *Right of Way and Corridor Definition*

In general terms, the roadway corridor is 300 feet wide running north to south along Route 53 and varies between 100-300 feet east to west, depending on the final alignment selected. The Illinois Department of Transportation has acquired and reserved a 300-foot wide right of way, primarily along Route 53. Final right of way needs will be dependent on a variety of design considerations including preferred roadway scenario, roadway alignment – horizontal and vertical, height and depth of berms, median width, stormwater management needs, off-site mitigation and enhancement, pedestrian accommodations, wildlife crossings, local road improvements, and interchange design.

A cost estimate of \$200-\$350 million is being held as a placeholder for right of way acquisition at this stage of the project. A more refined right of way evaluation will be conducted in future phases to define needs, identify ownership and parcel information and refine cost estimates.

### Roadway Design

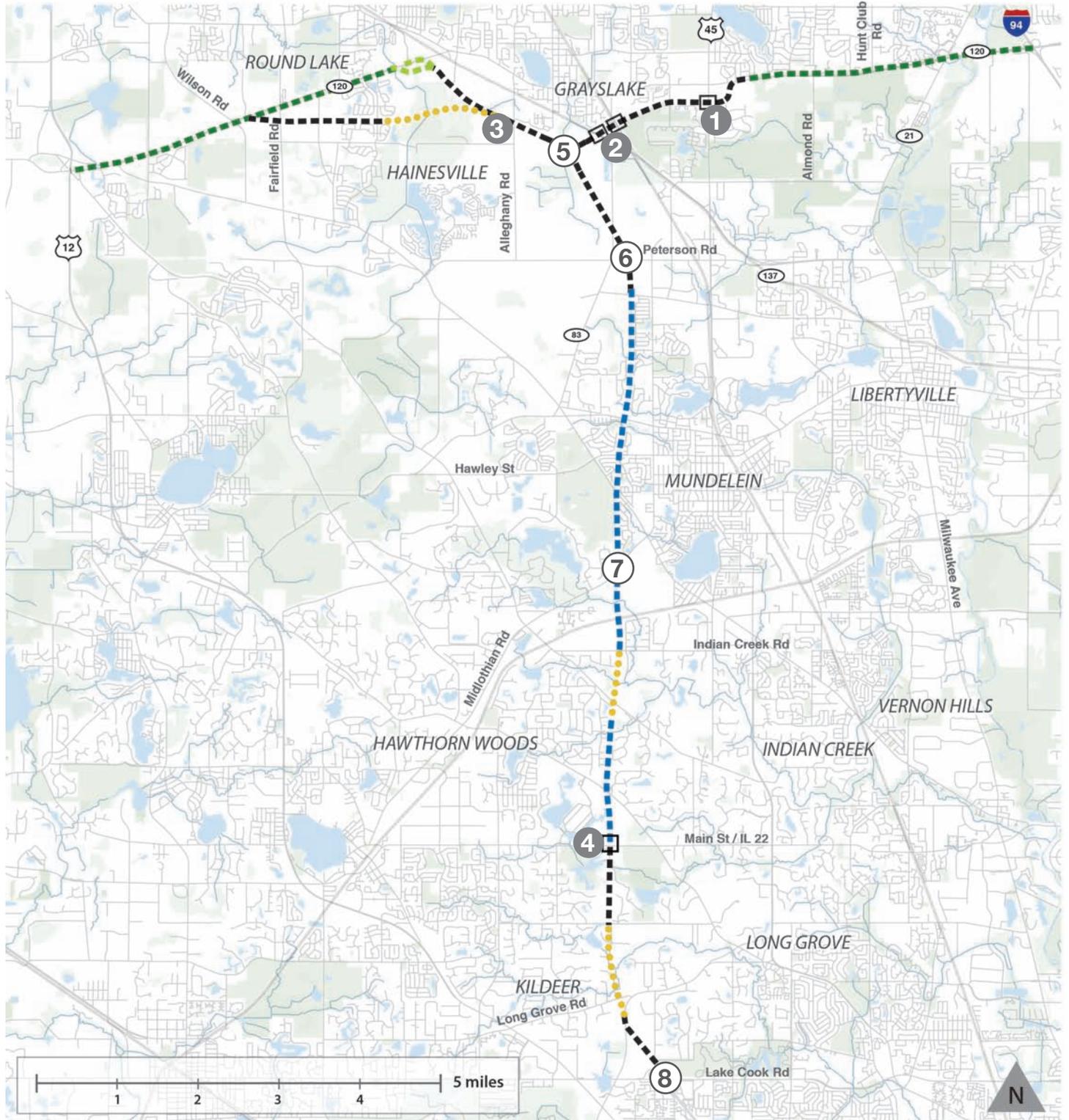
- ■ ■ Depressed roadway (5'-7'), berms (5'-7'), environmental treatments, with mainline depressed interchanges
- ■ ■ Depressed road (5'-7'), berms (5'-7'), with narrow median, environmental treatments, and mainline depressed interchanges
- ■ ■ At-grade roadway, widen and resurface, environmental treatments
- ● ● Elevated, open causeway on pylons through wetlands
- ■ ■ At-grade roadway, split couplet

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### Specific Interchange and Crossing Design

- ① Mainline depressed interchange
- ② Tunnel or underpass beneath railroad tracks
- ③ At-grade intersection
- ④ Mainline depressed interchange with standard median
- ⑤-⑧ Intersection/Interchange location - *specific type needs to be determined*

Figure 3: Proposed Transportation System



## Design Standards for Route 53/120

The purpose of the design standards is to articulate roadway design principles, guidelines and characteristics proposed by the Council for development within the Route 53/120 project corridor. The design standards reflect the Council's minimum design criteria. The intent is to preserve the environment, protect and enhance the overall value and appearance of existing communities and to achieve a well-designed project that enhance connectivity and mobility. These standards set a much higher bar than typical highway design, and they are a product both of the unique process that brought the Council together and the unique challenges within central Lake County.

The design standards are not intended to restrict creative solutions and it is expected that they will continue to evolve as new technology and practices arise. During the detailed design concept phase, further analysis of existing traffic conditions and projected traffic growth may suggest new design standards not presented here. Any alterations to these design standards should involve discussion and consent of the Blue Ribbon Advisory Council.

### Route 53/120 Design Standards Summary:

- Utilize a Classic Parkway Design with Tolling
- Include Four Travel Lanes
- Design Roadway for a Maximum Operation Speed of 45 Miles per Hour
- Use Pricing for Congestion Relief
- Utilize Onsite Stormwater Management Techniques That Mimic Natural Systems
- Enhance the Views of Residents and Drivers
- Use Innovative Roadway Lighting Techniques When Necessary
- Make Local Roadway Improvements for Safety and Congestion Relief
- Maintain Local Road Connections
- Consider Local Road Roundabouts
- Improve Connections for Bicyclists and Pedestrians in the Project Corridor
- Ensure Pedestrian Safety
- Provide Accommodation for Transit

## Design Standards for Route 53/120



### *Utilize a Classic Parkway Design with Tolling*

The Route 53/120 facility will be designed as a limited access, tolled parkway with travel lanes in each direction. Where feasible, these travelways will be separated by a wide median that will serve to collect, store and treat stormwater runoff. Characteristic of a classic parkway, the corridor will preserve and showcase the natural scenic areas of central Lake County and will incorporate public access with a network of multi-use trails that connect to existing trails in the area.

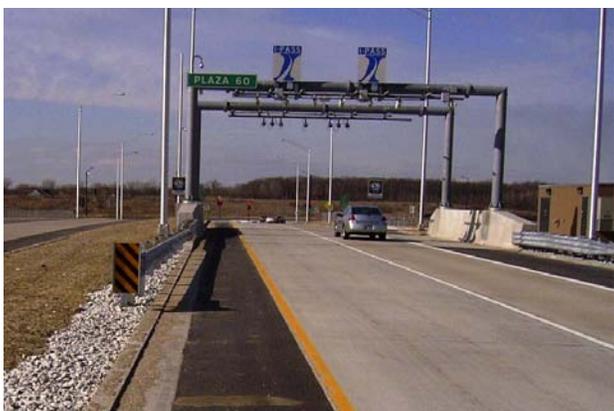
### *Include Four Travel Lanes*

The Route 53/120 facility will be designed with a total of four travel lanes, two in each direction. Space within the right of way will be reserved for the possibility of future transit accommodations such as transit specific ramps and transit stations.



### *Design Roadway for a Maximum Operation Speed of 45 Miles per Hour*

The parkway will be designed to reinforce a maximum operating speed of 45 miles per hour (mph), and the speed limit will be set at no more than 45 mph. The advantages associated with a lower operating speed—including reduced noise and vehicle emissions, and a smaller road footprint—were ranked higher during the design workshop than the increased travel time benefits of higher speed alternatives. Additionally, a maximum design speed of 45 mph complements roadway designs that utilize curves and hills within the right of way.



### *Use Pricing for Congestion Relief*

The Route 53/120 facility will employ congestion pricing to manage demand and traffic congestion. The Tollway would charge higher toll rates during congested periods to ensure the free flow of traffic and improve travel conditions on the facility and encourage drivers to make changes to more efficient travel behavior. These “efficient” behavior changes include shifting travel to off-peak instead of rush hour and shifting from vehicles with low occupancy to other higher occupancy alternatives such as carpooling or transit.

## Design Standards for Route 53/120

### *Utilize On-site and Off-site Stormwater Management Techniques That Mimic Natural Systems*

Route 53/120 shall use a four-step stormwater management system, called the Stormwater Treatment Train, that utilizes sequential components designed to treat stormwater runoff before it leaves the site to benefit water quality and to reduce stormwater runoff peaks and volumes. In contrast to conventional stormwater treatment, the stormwater treatment train routes stormwater from the built areas overland into open conveyance swales, planted with native prairie and wetland vegetation rather than through storm sewers. The swales provide initial infiltration and sedimentation treatment. The prairies then diffuse the flows conveyed by the swales. The reduced stormwater velocities maximize the prairie's sedimentation, infiltration and evaporative water treatment, and the natural adsorption and absorption of the prairie soils enables it to hold many contaminants. Further along, the water passes through more restored grasslands and wetlands to provide storage, and enhanced biological treatment and final polishing prior to the water entering receiving waterbodies. Receiving water bodies will receive clean water.



The project should create final polishing areas to ensure the water quality meets the performance requirements established in this resolution. The appropriate polishing treatment technologies, and their sizing, placement and operational needs will be determined during a later phase of highway design.

### *Enhance the Views of Residents and Drivers*

Depressing the roadway whenever physically feasible below the natural grade of the landscape will reduce views of the roadway. Adding a berm and landscaping of native plants wherever feasible between the roadway and adjacent properties will serve a dual purpose by partially screening views of the road from outside to further reduce negative visual impact of the roadway on adjacent lands, as well as add interest and color in the driver's sightline.



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## Design Standards for Route 53/120



### *Use Innovative Roadway Lighting Techniques When Necessary*

As a four-lane parkway, the Route 53/120 facility will only employ lighting at interchanges, if lighting is used at all. This lighting will meet all “Dark Sky” requirements for new projects and will use full cut off roadway light fixtures to prevent light trespass and reduce sky glow, glare, and light clutter. In order to control light pollution, no-spillover luminaires including shielding on the fixtures will be required.

Currently, the Tollway only employs overhead lighting for roads that are at least eight lanes total, except at interchanges where lighting is required. Luminous paint is a standard application for all roadways. Low-energy, high-efficiency lighting methods will be required where roadway lighting is used.

### *Make Local Roadway Improvements For Safety and Congestion Relief*

The Route 53/120 design shall improve the ease of local circulation (for vehicles, pedestrians and bicyclists) and safety by widening a section of Route 120 to four lanes, by providing left turn lanes at all intersection approaches on the widened Route 120, by providing a median on Route 120 wherever appropriate, providing new and upgraded traffic signals on Route 120 as warranted, and by the grade separation of Route 120 at Route 83, Route 137 and the CN/CPRS rail lines. Improvements to the local crossing streets should also be made as needed to ensure safe and efficient travel service for all roadway users.

Toll revenues and project costs are based on improvements necessary to build, maintain and operate the project. Additional local road improvements are not included in the cost estimate and will need to be funded by other sources.

## Design Standards for Route 53/120

### *Maintain Local Road Connections*

The Route 53/120 project will maintain the existing connectivity of local streets that cross the right of way. These connections may be preserved with controlled interchanges or with overpasses and underpasses.

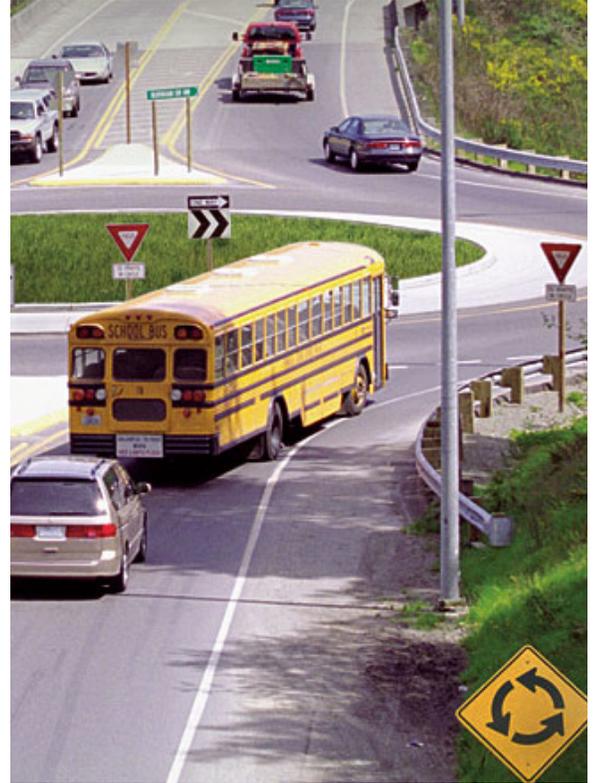
### *Consider Local Road Roundabouts*

Roundabouts will be considered as an alternative to traffic signals at intersections in the project corridor, including intersections along crossing streets and intersections along Route 120 where the road may be widened but not tolled. Toll revenues and project costs are based on improvements necessary to build, maintain and operate the project. Additional local road improvements are not included in the cost estimate and will need to be funded by other sources.

### *Improve Connections for Bicyclists and Pedestrians in the Project Corridor*

The Route 53/120 project shall improve the connectivity of the regional bicycle and pedestrian networks, by providing for multi-use trail connections throughout the extent of the corridor (either in immediate right of way or within the more extensive road corridor). The continuity of bikeway and pedestrian routes (sidewalk or multi-use trails) shall be maintained on all roads intersecting with or crossing over or under the new segments of Route 53/120. On the widened segments of Route 120, the project shall accommodate sidewalks on both sides of the road and pedestrian signals and marked crosswalks at signalized intersections. Bike and pedestrian accommodations will comply with the state's Complete Streets legislation.

The project shall also provide additional trail connections among conservation land holdings where possible. As part of any environmental mitigation and enhancement plan, there will be a commitment to provide connectivity between conservation lands. A trail system should be coordinated with the Lake County Forest Preserve District, municipalities, Liberty Prairie Reserve, the County Bike Plan and the Active Transportation Alliance. Any parallel bike and pedestrian facility will require additional financial considerations and maintenance by an agency other than the Tollway.



## Design Standards for Route 53/120



### *Ensure Pedestrian Safety*

The Route 53/120 project shall assure safety of pedestrian and other non-motorized users by providing that multi-use trail accommodations shall be either: (1) separated from the roadway or (2) on or under bridges, accommodated in a raised multi-use sidepath adjacent to the traveled way. All bike and pedestrian accommodations will meet design and safety standards and comply with the Complete Streets legislation.

### *Provide Accommodation for Transit*

The Route 53/120 project will be designed to accommodate bus transit service, with the possibility of bus rapid transit in the future. Space within the right of way will be reserved for the possibility of future transit accommodations such as transit specific ramps and transit stations.

## Performance Standards for Route 53/120

The Route 53/120 performance standards are an expression of the performance thresholds, requirements, and expectations proposed by the Council that must be met in order for the project to be considered successful. Objective, measurable and realistic performance standards have been established for each critical element of the proposed roadway. These standards set a much higher bar than typical highway construction methods, and they are a product both of the unique process that brought the Council together and the unique challenges within central Lake County.

The performance standards are not intended to restrict creative solutions and it is expected that they will continue to evolve as new technology and practices arise. During the detailed design concept phase, further analysis of existing traffic conditions and projected traffic growth may suggest new design standards not presented here. Any alterations to these design standards should involve discussion and consent of the Blue Ribbon Advisory Council.

### Route 53/120 Performance Standards Summary:

- Protect Open Space
- Mitigate 100% of Direct Impacts
- Compensate for Wetland Impacts
- Compensate for All Other Impacts
- Ensure Plant Community Health
- Reduce Stormwater Runoff Volume
- Ensure the Highest Water Quality
- Protect and Enhance Streams
- Use Alternative Deicing Approaches
- Improve Air Quality
- Reduce Neighborhood Traffic
- Reduce Travel Time
- Maintain Existing Speeds on Local Roads
- Minimize Traffic Noise
- Minimize Energy and Material Use



### *Protect Open Space*

The Route 53/120 project shall protect open space within the corridor area to reconnect fragmented ecological systems and prevent additional fragmentation by the proposed roadway. As part of the recommended approach for land preservation, sensitive lands will be protected and enhanced and new lands will be added to existing high-quality parcels. Furthermore, the design will integrate opportunities for wildlife crossings. Coordination with the local conservation groups and the Lake County Forest Preserve District will take place to assess and prioritize various land holdings. Land preservation should be concentrated within priority sensitive areas, such as the Liberty Prairie Reserve, the Heron Creek and Egret Marsh Forest Preserves, Indian Creek Marsh, and Squaw Creek area, and carried out in accordance with existing conservation plans.



### *Mitigate 100% of Direct Impacts*

Direct impacts (impacts within the right of way) to be compensated include all impacts to regulated resources, as well as all impacts to forests, grasslands, recharge areas for wetlands, floodplains, restored savannas, lake shorelines, and streams. Replacement shall be required for all significant disturbance within the construction zone, including but not limited to grading, filling, paving, and graveling.



### *Compensate for Wetland Impacts*

To the extent possible, the project shall avoid all wetland impacts. Unavoidable impacts to federal jurisdictional wetlands and Isolated Waters of Lake County within the right-of-way will be compensated at an overall average ratio that is higher than required by permitting agencies and at least 5:1. If disrupting one part of a wetland degrades the remainder, the project will mitigate the entire wetland acreage at the same ratio. Mitigation requirements under the federal and county regulations allow for the inclusion of some percentage of the mitigation to include protection, enhancement, as well as wetland construction or restoration. Any mitigation will be designed, constructed, managed, and monitored in accordance with relevant governing regulations, agency guidance, and Lake County Stormwater Management Commission (SMC) plans or a stakeholder-guided plan developed for the project area.

## Performance Standards for Route 53/120

### *Compensate for All Other Impacts*

Legal protection will be secured for as much land area as necessary to provide compensation for any unavoidable indirect impacts (impacts outside the right of way) to natural resources that occur from construction, operations, and maintenance of the road and any improvements outside the right of way. Indirect impacts will be defined by modeling, using the latest scientific evidence and studies, to establish the magnitude of the potential effect and will be confirmed by field work.

Compensation for these impacts to agricultural lands, receiving water bodies, and other resources will be addressed by:

- Integrating replacement strategies with the Corridor Plan described on page 67.
- Using the long-term funding for stewardship and unanticipated impacts described on page 53.

### *Ensure Plant Community Health*

All wetland mitigation and enhancement areas shall achieve the plant composition values required for inclusion on the Illinois Natural Areas Inventory Class B for the same ecosystem and community types. Furthermore, they shall attain a Floristic Quality Index score of at least 30 no more than five years following the completion of construction of the adjacent road segment and meet the Lake County SMC and The Chicago District of the U.S. Army Corps of Engineers performance standards for wetland mitigation banks.



## Performance Standards for Route 53/120



### *Reduce Stormwater Runoff Volume*

The delivery hydrographs to all receiving water bodies will achieve a run-off hydrograph consistent with generating a maximum of up to two bankfull stages in receiving streams or wetlands on average annually and meet the runoff volume reduction requirements of Lake County Watershed Development Ordinance.

### *Ensure the Highest Water Quality*

The Route 53/120 project shall treat 100% of stormwater generated up to the two-year storm event for water quality management purposes. Water leaving the project will meet quality standards for key chemical and physical parameters, defined as the highest quality (upper 10th percentile) measurements from the 2000- 2011 Lake County Water Quality Parameter, Statistics Summary Report for lakes and other water bodies in Lake County. Where feasible and appropriate, higher performance goals will be met using the stormwater treatment train design. Source reduction, particularly for chloride, is an important component of meeting this water quality standard.



### *Protect and Enhance Streams*

The Route 53/120 project shall use best management practices to control erosion and sedimentation from construction and roadway operation. Streams and drainage ways crossing the corridor, including existing impaired streams will be restored (including bank, bed and channel restoration, revegetation, invasive plant removal, habitat enhancement, and buffer replanting). The definition of restoration type and design will be the result of a two-step process:

- Completion of a “stream and drainage way asset inventory” investigation
- Engineering to determine the appropriate restoration measures, including modeling of shear stress and hydraulic geometry changes for streams crossing the right of way



## Performance Standards for Route 53/120

### *Use Alternative Deicing Approaches*

The Route 53/120 project shall develop a project-specific deicing plan that prevents the harmful impacts of sodium chloride from affecting the surrounding ecosystem and meets the water quality standards set forth herein. By the time the road opens, the Tollway shall have developed and will be using a project-specific alternative to salt compounds for road deicing. The deicing plan shall be customized as necessary to meet all performance standards set forth by the Council.



### *Improve Air Quality*

Air quality should be considered at two main scales, regional and local. At the regional scale, it has been shown that the Route 53/120 project meets air quality requirements. CMAP is responsible for demonstrating that its long-range transportation plan, as well as short-term transportation programs, will not contribute to violations of federal air quality standards. This analysis of conformity with air quality requirements has already been completed and approved for GO TO 2040, which includes the Route 53/120 project.

Furthermore, projects that reduce congestion and provide free-flow driving conditions, like Route 53/120, can meaningfully reduce total automobile emissions from existing traffic. On a per-mile basis, emissions from cars driving in congested conditions are higher because of the time spent idling in traffic, accelerating from a stop, and driving at low speeds. It is likely that the Route 53/120 project will reduce emissions from cars now driving on congested arterials.



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## Performance Standards for Route 53/120

On the other hand, air pollutant concentrations in the immediate vicinity of a new roadway may be higher than they were before building the road. Local air quality as it would actually be experienced by people around the road will be evaluated through a quantitative “hotspot analysis” that considers particulate matter and carbon monoxide. Relative to the no-build condition, emissions from the Route 53/120 project, considered together with background concentrations, shall not cause a new violation of the National Ambient Air Quality Standards for carbon monoxide and particulate matter at receptors in the project area in the anticipated year of peak emissions. The appropriate project area, year of peak emissions, receptor locations, and other technical requirements of the analysis will be determined during the study.

### *Reduce Neighborhood Traffic*

The Route 53/120 project shall reduce existing through traffic (traffic with neither origin nor destination in the project corridor) in project corridor neighborhoods. This will be assessed to a certain extent through CMAP’s traffic model which can estimate shifts in traffic patterns with the project compared to without the project. However the model does not include complete detail of all neighborhood road networks in the corridor. In these areas local knowledge of neighborhood roads and travel patterns must be used in combination with model results to identify neighborhoods with a potential for through traffic increases. Measures can then be taken to reduce this potential in these neighborhoods.



## Performance Standards for Route 53/120

### *Reduce Travel Time*

The Route 53/120 project shall result in a reduction of travel time for all trips within Lake County. The primary method for ascertaining this reduction shall be through comparison, between the proposed project and the no-build scenario, of the vehicle hours of travel on congested roads in Lake County as computed in the traffic model results (year 2040). Reduction in travel time will also be ascertained by the comparison, between the proposed project and the no-build scenario, of travel times between selected origin-destination pairs, using travel times as computed from the traffic model (year 2040) link speeds.



### *Maintain Existing Speeds on Local Roads*

The Route 53/120 project shall include standard, approved traffic calming measures to control vehicle speeds on local roads in the project corridor. Measures shall include limitation of road pavement width, turning restrictions, traffic control devices, roundabouts used as speed-control devices, and a wide variety of traffic calming devices such as chicanes, pavement narrowings, curb extensions, pavement texture segments, raised intersections, and speed tables.

### *Minimize Traffic Noise*

The Route 53/120 project shall implement noise abatement measures where technically feasible when modeled first year of operation project traffic noise levels exceed 60 dB(A) at adjacent receptors. In locations where the existing noise levels already exceed 60 dB(A), the project shall not increase the overall noise level in the first year of operation by more than 3 dB(A) above measured values in the year of the engineering design.

A 3 dB(A) change in noise levels is generally accepted as the smallest perceptible change. This proposed standard is more stringent than the Federal Highway Administration standard of considering noise abatement when build noise levels approach 67 dB(A), which is defined as 66 dB(A) by the Illinois Department of Transportation.

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## Performance Standards for Route 53/120

The 45 mph speed limit is the primary method for reducing traffic noise. Depressing the roadway below grade when feasible as well as berming and landscaping the land between the roadway and the outer edge of the ROW will further reduce the traffic noise.

Traffic noise studies will be conducted utilizing the latest version of the FHWA approved Traffic Noise Model (TNM) for nearby receptors along the proposed Route 53/120. If the build traffic noise levels exceed the criteria, a barrier analyses will be conducted to determine appropriate barriers to reduce the traffic noise levels to meet the criteria where possible. These barriers may consist of berms, retaining walls or noise walls.

### *Minimize Energy and Material Use*

The Route 53/120 project shall meet the Illinois Livable and Sustainable Transportation (I-LAST) energy use and materials certifying points or the following certification requirements:

- All Illinois Tollway buildings within the project area should be LEED certified if they meet the occupancy and square footage requirements of the program.
- The prime contractor, design-build firm, or construction management firm should have an environmental management system (EMS) and be certified under ISO 14000 standards.
- The Route 53/120 should be certified under the Greenroads program and follow other green infrastructure sustainable programs and certification programs such as the new Zofnass Rating System for Infrastructure Sustainability.

During the design process for the road, value engineering will be aligned with sustainability, by conducting a comprehensive review of money savings strategies and a comprehensive matrix of strategies starting with the I-LAST documentation, using the ISO 14000 standards, the new ANSI SCS-001 and SCS 002 Life Cycle analysis protocols, the Zofnass Rating System for Infrastructure Sustainability.

## Alignment Options

The Council has developed options for the configuration and alignment of Route 120 which should be carried forward for further study during detailed design.

The Council supports alignment options of the Route 120 bypass that join existing Route 120 west of Almond Marsh (options 3E or 6E, or some variation of these, from the earlier Central Lake Thruway Unified Vision) and that extend no farther south than the southern edge of the existing Route 120 roadway. The final configuration of Route 120 will need to be determined in the next phase of planning.

### *Alignment 1: Limited Bypass with Split Couplet<sup>1</sup>*

This alignment would bypass the existing Route 120 from east of Route 45 to west of Route 134. As the shortest bypass proposed, this alignment would avoid crossing identified priority sensitive areas to the west, including the Squaw Creek Complex, and to the east, including the Almond Marsh area. Route 120 would be widened to 4 lanes to the east from where the new road joins historic Route 120 at Sears Boulevard to the existing 4 lanes at Almond Road, and to the west, where the new road joins the historic Route 120 near the intersection of Route 134.

A split couplet design is envisioned as an option for the western segment of the limited Route 120 bypass. Route 120 would remain a single four-lane road until just southeast of the oak savanna remnant along Route 120, just west of Hainesville Road and the railroad right of way. Along this bypass route, the oak grove and adjacent Big Sag Wetland Bank would be protected and a combined restoration plan would be developed that satisfies the wetland bank permit and prospectus requirements while simultaneously protecting, restoring, enhancing, managing, and monitoring this larger landscape.

### *Alignment 2: Western Bypass<sup>2</sup>*

This alignment would bypass the existing Route 120 from east of Route 45 to west of Fairfield Road. This alignment avoids crossing through identified priority sensitive areas to the east, including the Almond Marsh area; however would require crossing the Squaw Creek Complex to the west. The portion over the Squaw Creek Wetland Complex would require a causeway on pylons. Route 120 would be widened to 4 lanes to the east from where the new road joins historic Route 120 at Sears Boulevard to the existing 4 lanes at Almond Road, and to the west, where the new road joins the historic Route 120 near the intersection of Fairfield Road.

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[1] Alignment 1 is derived from Scenario B of the Council Design Workshop, page 89.

[2] Alignment 2 is it is a hybrid of Scenario B and Scenario C of the Council Design Workshop, page 89-90.

Figure 4: Alignment 1: Limited Bypass with Split Couplet

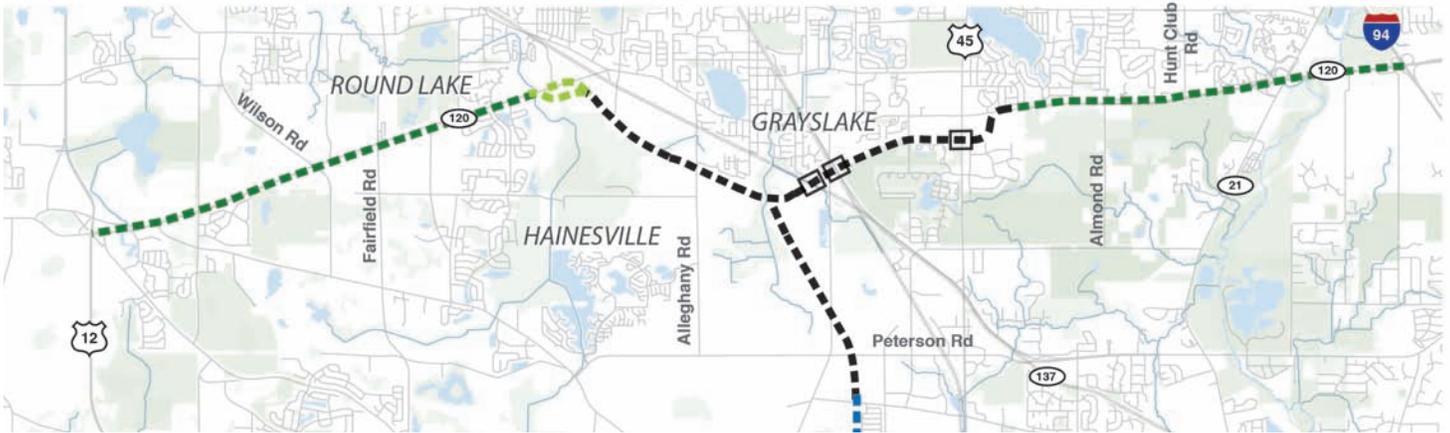
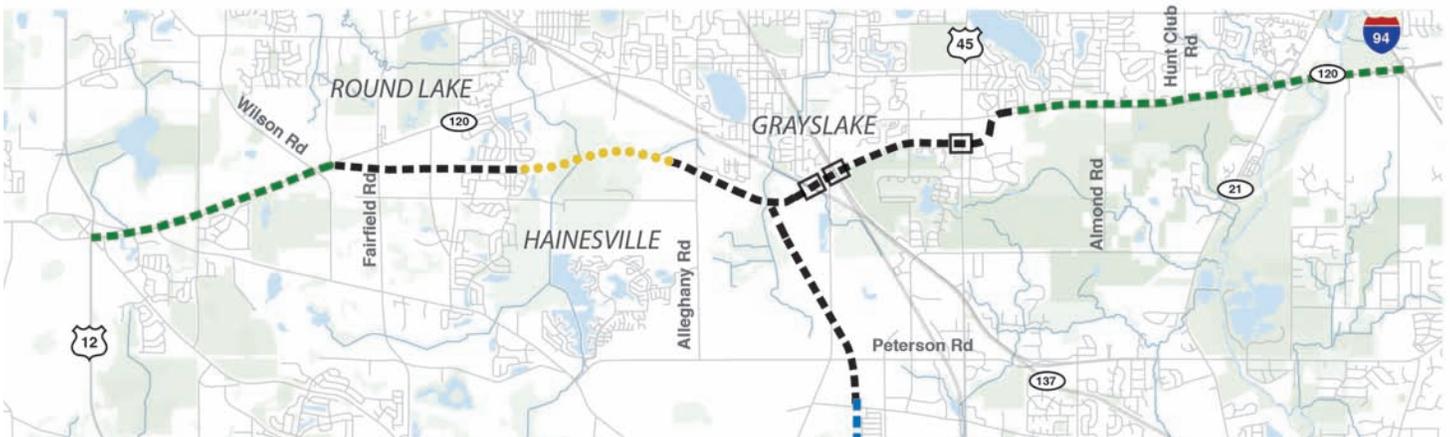


Figure 5: Alignment 2: Western Bypass



Roadway Design	
	Depressed roadway (5'-7'), berms (5'-7'), environmental treatments, with mainline depressed interchanges
	Depressed road (5'-7'), berms (5'-7'), with narrow median, environmental treatments, and mainline depressed interchanges
	At-grade roadway, widen and resurface, environmental treatments
	Elevated, open causeway on pylons through wetlands
	At-grade roadway, split couplet

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## 2. Design a Context Sensitive Roadway

### Context Sensitive Solutions

In addition to environmental performance requirements applicable to the whole Route 53/120 corridor, preliminary context sensitive design illustrations have been developed. These designs address multiple issues and are conceived as parts of an integrated response to environmental and community challenges. Context sensitive solutions consider the need to find a balance between the goals of environment and open space preservation, transportation mobility and land access. A one-size-fits-all approach to roadway design does not allow adjustments to roadways as they move through varying environments and communities.

These roadway treatments are presented as a minimum design response to site specific issues and roadway performance standards within the corridor. If design and technology improve, and better results can be obtained with other design components, the Council would encourage such design treatments.

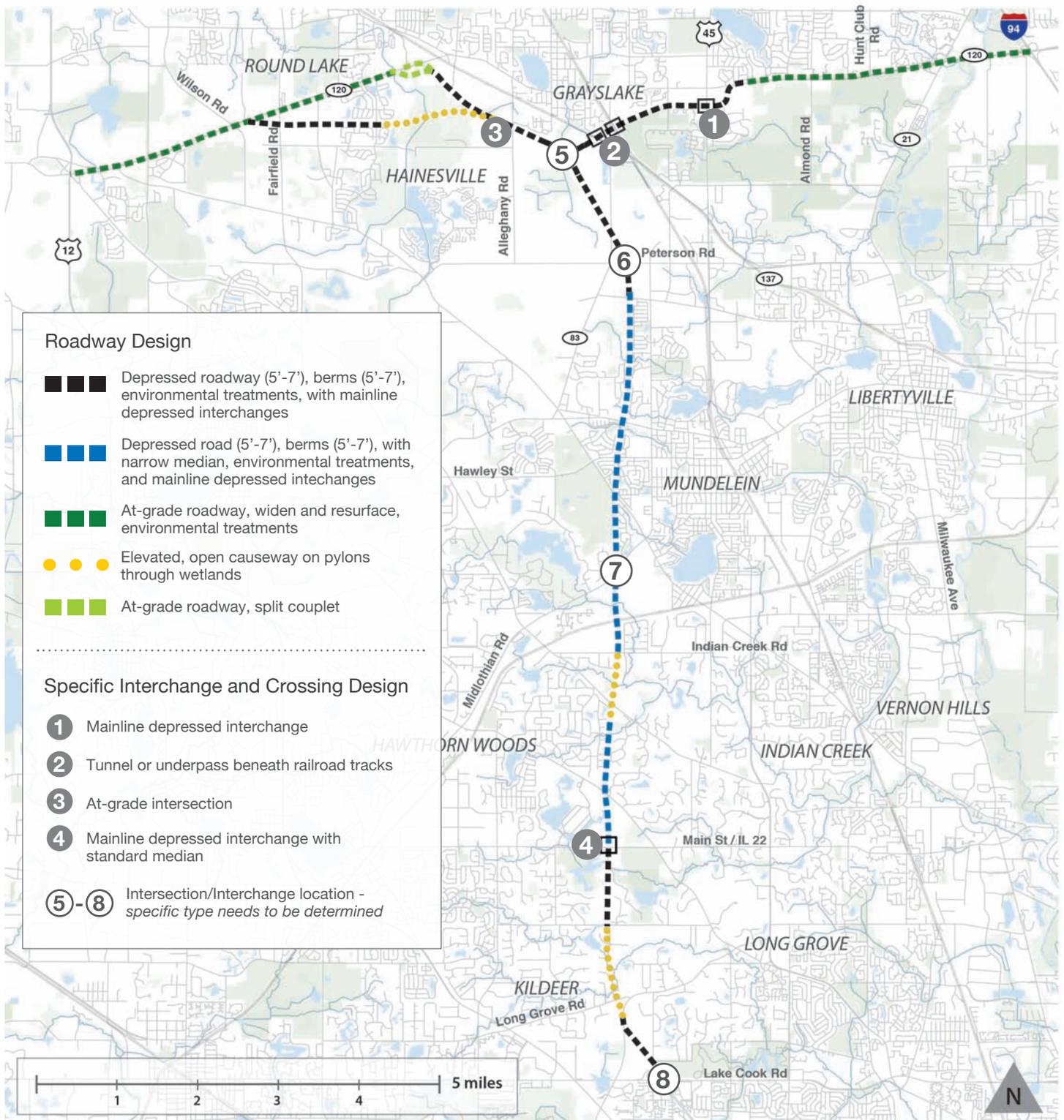
**Please note that the figures included in this document are for illustration purposes only. They are meant to communicate an environmental approach, and do not address specific engineering detail or cost.**

#### **This recommendation addresses the following Guiding Principles:**

- Seek innovative design solutions for a safe, integrated, multi-modal corridor that preserves the environment and the character of nearby communities, and enhances their economic vitality.
- Analyze potential funding options and pursue corridor concepts to the extent that they are financially viable, fiscally sustainable and equitable.
- Minimize environmental and long term development impacts of transportation infrastructure and operations.
- Promote environmental enhancements and sustainable practices in all aspects of project development, implementation and operations, and strive to improve the overall environment.
- Develop and apply innovations in all aspects of the project to create a 21st Century modern boulevard that serves as a national and international model.

## 2. Design a Context Sensitive Roadway

**Figure 6: Route 53/120 Roadway Designs**

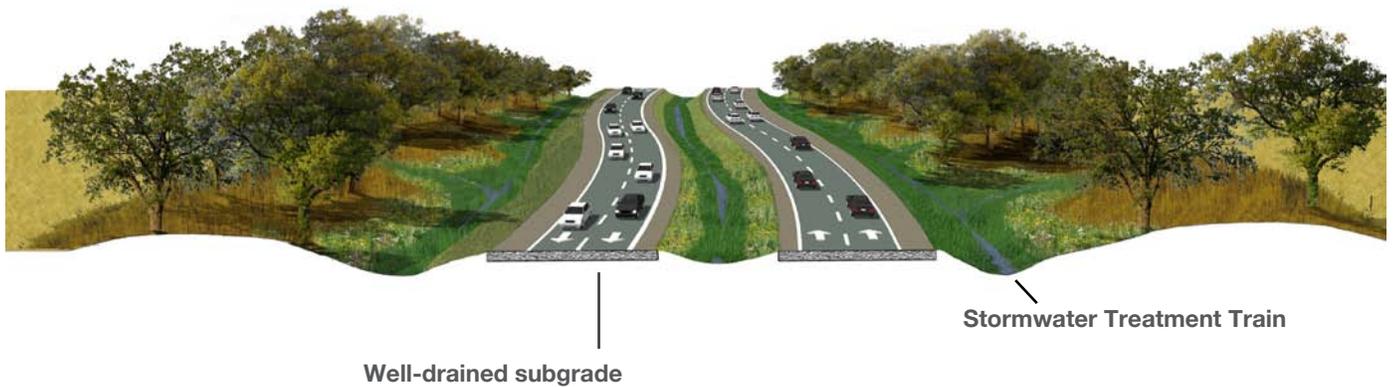


# Context Sensitive Solutions

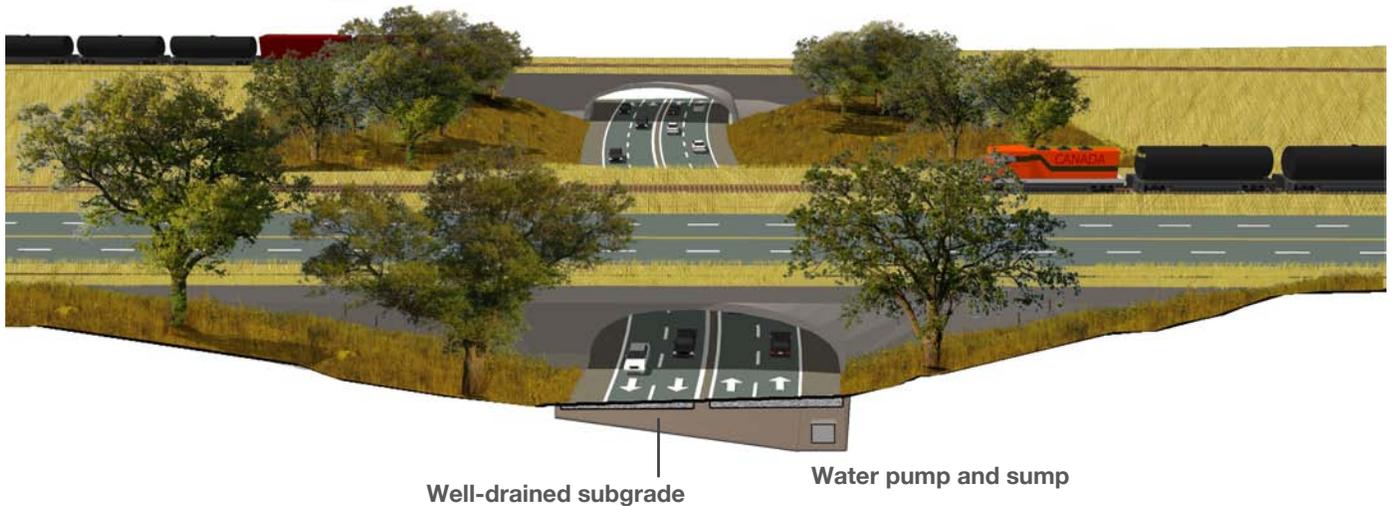
## Roadway Design for Conservation and Organic Agriculture Lands

The roadway shall be depressed below grade and bermed with wide median and perimeter stormwater treatment systems that are linked to water polishing areas outside the right of way. Where the roadway crosses existing roads and railroads without an interchange, depressed conditions continue as underpass sections. These locations include beneath Route 137 and the two rail lines to the west, and as an underpass section beneath U.S. Route 45 and eastward and follow Grayslake Route 120 plan.

- ■ ■ Depressed roadway, berms, environmental treatments, with mainline depressed interchanges
- Specifications = 5'-7' berms, 12' lanes



- Tunnel or underpass beneath railroad



## Context Sensitive Solutions

### *Roadway Design for Elevated Causeways*

These sections will be pylon-supported causeways, designed to bridge and traverse poor soils and some unavoidable wetland features. These causeways will be elevated at the midpoint of the span in order to drain stormwater toward the landward ends of the causeway, where the water will be pretreated and final polished in internal and external water polishing areas. These roadway sections are also designed to enhance aesthetics of the roadway. *(One option under consideration is to enclose these elevated causeways. This could be done using a covered bridge or a modular reinforced concrete “lid” with the possibility of a vegetated cover. Enclosure would address several performance standards and concerns for priority sensitive areas, including noise reduction, the elimination of aerosol salt spray, and, if a vegetated lid is used, elimination of stormwater runoff. )*

- ● ● *Elevated, open causeway on pylons through wetlands*
- Specifications = 12' lanes, barrier separated**



*Please note that the figures on this page are for illustration purposes only. They are meant to communicate an environmental approach, and do not address specific engineering detail or cost.*

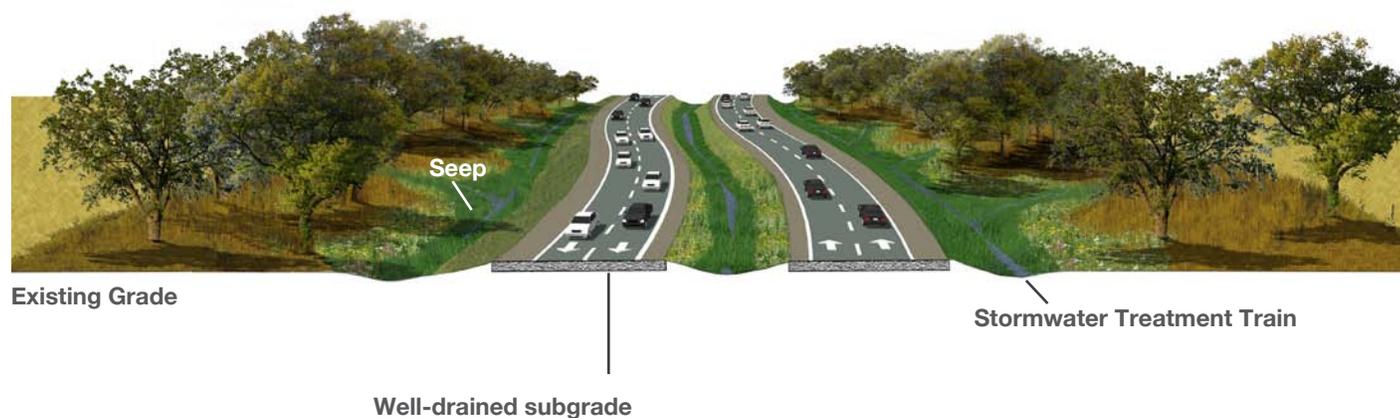
# Context Sensitive Solutions

## Roadway Design for At-Grade Segments

Roadway widening and additional lanes are proposed for sections of Route 120 on the eastern and western ends of the project area. In addition to widening, bioswales and other stormwater management features will be added to ensure these segments achieve the water quality and other hydrology performance requirements for the project. Also, it is not possible for the roadway to be depressed and bermed at every point along the corridor. Several sections of the roadway, particularly where a depressed roadway must merge at grade with other roadways, the road will need to return to ground surface grade.

■ ■ ■ *At-grade roadway, widen and resurface, environmental treatments*

*Specifications = existing grade, 12' lanes*



*Please note that the figures on this page are for illustration purposes only. They are meant to communicate an environmental approach, and do not address specific engineering detail or cost.*

## Context Sensitive Solutions

### *Roadway Design for Residential Neighborhood*

In residential neighborhoods, the roadways will be depressed below grade with elevated berms and stormwater pre-treatment features, but much narrower medians and road-margin water treatment areas to optimize the noise and visual barrier functions. Stormwater will be captured, pre-treated, and conveyed to external water polishing areas.

■ ■ ■ *Depressed road, berms, environmental treatments, narrow median with mainline depressed interchanges*

***Specifications = depressed grade 5'-7', berms 5'-7', 12' lanes, barrier separated***



*Please note that the figures on this page are for illustration purposes only. They are meant to communicate an environmental approach, and do not address specific engineering detail or cost.*

# Context Sensitive Solutions

## *Roadway Design for Split Couplet Segments on Route 120*

The roadways are at grade, installed in very sensitive manner to avoid damaging trees, wetlands or other environmental features along the routes. They are installed as entranceway features (as in the case of western leg of Route 120) to contribute to the experience of place and simultaneously to protect existing natural resources.

- ■ ■ *At-grade roadway, split couplet*  
*Specifications = existing grade, 12' lanes*



*Please note that the figures on this page are for illustration purposes only. They are meant to communicate an environmental approach, and do not address specific engineering detail or cost.*

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## 3. Respect and Preserve the Land

### Solutions for Sensitive Lands

Given the unique environmental landscape surrounding the Route 53/120 corridor project, the Council proposes a set of solutions intended to reduce long-term impacts on the environment, habitat, wildlife and sensitive lands within and near the project area. The solutions in this section are also intended to help meet the requirements of the performance standards that were presented earlier.

Solutions for land preservation and stewardship plans for priority sites would be made possible by a fund established by the Tollway for the express purpose of long-term stewardship and conservation within the central Lake County area. This fund would provide for land protection and restoration of at least 750 acres, and would also be available to cover unintended consequences.

#### **This recommendation addresses the following Guiding Principles:**

- Seek innovative design solutions for a safe, integrated, multi-modal corridor that preserves the environment and the character of nearby communities, and enhances their economic vitality.
- Minimize environmental and long term development impacts of transportation infrastructure and operations.
- Promote environmental enhancements and sustainable practices in all aspects of project development, implementation and operations, and strive to improve the overall environment.
- Develop and apply innovations in all aspects of the project to create a 21st Century modern boulevard that serves as a national and international model.

## Solutions for Land Preservation

### *Create a Lands Inventory*

At the onset of the project, a comprehensive lands inventory including all land within a minimum of two miles from the center line will be completed.

### *Create Restoration and Monitoring Plans*

Restoration, management, maintenance and monitoring plans and programs should be developed for all hot spots and other environmentally sensitive locations, including the stormwater management treatment areas, created within, adjacent to, and outside of the right of way. These plans shall meet the approval of agencies, landowners, and other stakeholders (such as Liberty Prairie Conservancy, Long Grove Open Space Foundation, and Home Owner Associations, Illinois Nature Preserves Commission, Illinois Department of Natural Resources, Lake County Forest Preserve and others).

### *Create Plans to Offset Habitat Fragmentation*

Technical and operational plans for protecting, restoring, managing, and enhancing habitat connectivity and continuity shall be created, reviewed and approved by various agencies, landowners, the Illinois Nature Preserves Commission (where appropriate) and other stakeholders, such as Liberty Prairie Conservancy, Lake County Forest Preserve District, and others as appropriate.

These plans shall indicate how to affirmatively and completely offset and compensate for the short-term, long-term and cumulative impacts of the highway that cause fragmentation of wildlife habitat. The plans shall create a network and system of wildlife crossing structures and approaches for specific locations as needed to support the safe passage of the full range of wildlife groups and species across the landscape, through waterways and drainage networks, crossed or abutting wetlands, or movement between habitat patches. As a part of this planning process, the habitats and movement patterns for particular species will be characterized to create the specific strategies to address fragmentation as a part of the a site-specific wildlife assessments used to determine the locations, specific design options and needs for wildlife crossings.

### *Preserve Land to Reduce Fragmentation*

The goal is to reconnect fragmented ecological systems, whether fragmentation that exists today or fragmentation created by the proposed roadway. Land preservation shall be concentrated in accordance with existing plans – notably in the Liberty Prairie Reserve, the Heron Creek and Egret Marsh Forest Preserves, Indian Creek Marsh, Squaw Creek area, and other important natural resource features – but can be accomplished outside the priority sensitive areas if sufficient land is not available within these areas.

## Solutions for Land Preservation

### *Create Stormwater Management Polishing Areas*

Several of the largest locations have been identified in preliminary analysis for external polishing of stormwater adjacent to the Route 53/120 corridor. In the right of way, stormwater treatment trains will be designed to pre-treat all stormwater through the removal of suspended solids and contaminants. Stormwater treatment trains utilize extended residence time through long flow path length swales, upland grass landscapes, and redundant wetland-type landscape features of varying depths. Stormwater passing through the treatment trains will be subjected to aerobic and anaerobic processes which strip and hold, or metabolize and dissipate, chemical constituents such as nitrogen, oil and grease, and many combustion byproducts.

The final elements of the stormwater treatment train are the external stormwater management polishing areas, which are designed to create final polishing of the water prior to release into receiving water bodies. In association with these polishing areas, some very specialized additional polishing strategies should be deployed to ensure the water quality meets the performance requirements.

The appropriate polishing treatment technologies, and their sizing, placement and operational needs will be determined during a later phase of roadway design. Their placement will prioritize existing drained hydric soils and surrounding restorable upland settings, but in some locations, it is likely that excavations of existing prior wetland fill areas will be required entirely, or in part, to accomplish the water quality performance requirements.

**Figure 7:** Potential Stormwater Management Polishing Areas



## Priority Sites for Restoration and Enhancement

Preliminary analysis identified several priority locations along the Route 53/120 right of way for expanded land protection and restoration. These areas include, but are not limited to, Squaw Creek Wetlands Complex, Almond Marsh, Indian Creek Wetlands and the Surrey Marsh. In order to reconnect landscapes for wildlife, habitat, human recreation, and hydrology features, thorough inventory, modeling and analysis will be necessary to identify additional restoration and land protection areas. In each of the priority locations stewardship plans will be prepared to:

- Restore and enhance the existing upland buffers such as by removal of invasive buckthorn and by restoration of oak savanna systems present.
- Restore and enhance existing wetlands through invasive plant management, restoration of water levels and hydrological linkages (such as at Almond Marsh where tile failures are increasing the flood levels in the North Almond Marsh basin, and at Arbor Vista, to reconnect tiles that are failing at Route 45).
- Restore areas of hydric soils that are now dewatered by tiles and/or ditches.

In the **Almond Marsh** area, nearly all properties are already under land protection programs; with the exception of several parcels along Route 120 where protection is still needed. The primary focus will be in recreating the failed hydraulic links, restoration, enhancement, perpetual management and conditions monitoring. A trail corridor as a pedestrian underpass under the new road at Almond Road is envisioned to connect conservation lands north of Route 120 and south of Route 120 along or abutting the Almond Road corridor.

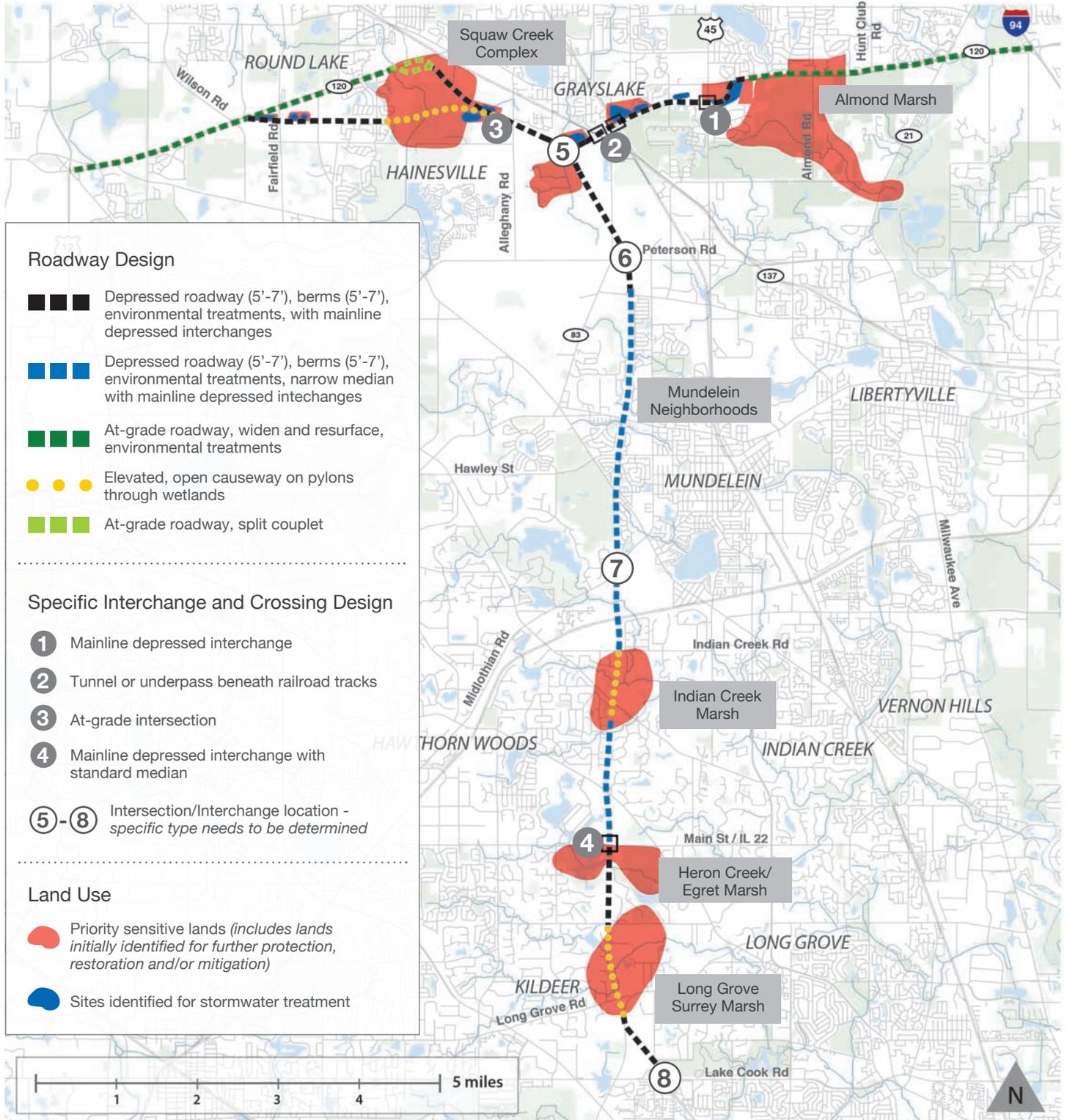
In the **Squaw Creek Wetlands Complex**, this could include the purchase of the remaining existing Sag wetland bank and the credits yielded by the bank, as well as other land protection and restoration opportunities. This program will restore large remaining drained hydric soil units, protect and restore the oak savanna along Route 120, and provide perpetual stewardship, land management and monitoring.

The **Indian Creek Marsh** is proposed to be bridged by an elevated causeway road treatment. The treatment includes the restoration and maintenance and perpetual stewardship and monitoring of the marsh, upland buffers to the marsh and stormwater treatment management areas that would be established on both ends of the elevated causeway.

The **Surrey Marsh** area is proposed to be bridged by an elevated causeway road treatment. These wetlands are in serious state of ecological decline. Some areas would be restored, some existing moderate quality marsh area would be enhanced, and a perpetual stewardship and monitoring program would be established and deployed to ensure restoration success.

The **Heron Creek/Egret Marsh** area is a priority environmental sensitive area given the close proximity of two Forest Preserves being immediately adjacent to the road right of way. The proposed interchange for Route 22 and/or McHenry Road must be designed to avoid impact to these sensitive wetland complexes protected by the Forest Preserve District.

**Figure 8: Priority Sites for Restoration and Enhancement**



## Additional Goals for the Priority Sites

Where stated, “minimize” and “reduce” assume to the greatest possible extent.

### *Grayslake Bypass: Route 53 to Routes 45 and 120*

- Alignment to rejoin Route 120 is in accordance with Alternative 3E or 6E of the Route 120/Central Lake Thruway Unified Vision.
- Minimize aerosol, ground and surface water contamination through a) reduced road footprint and meandering the roadway, b) depressing road surface into the shallow ground water table and c) asymmetric berming above grade areas along the road to reduce aerosol dispersal of salt and other contaminants.
- Reduce, capture, and cleanse contaminated stormwater so they do not impact agricultural lands.
- Move the road within the right of way farthest away from sensitive lands and legally protected nature preserves to avoid direct and indirect impacts.
- Minimize direct runoff and subsurface flows toward to farmland, protected areas, and nature preserves.
- Reduce noise impacts with depression of the road and berming.
- Minimize visual intrusion of the road.
- Minimize to the greatest extent possible cut-through traffic in the Liberty Prairie Reserve by closing any connection or providing only a right-in right-out on the Almond Road south.

### *Long Grove, Surrey Marsh to Route 22*

- Minimize impacts to slopes, oaks, and slope stability.
- Minimize impacts to wetlands.
- Minimize direct and indirect impacts to preserves, rare species, hydrology, light, noise and stream channel instability.
- Minimize contaminant effects that will encourage invasive species and further deterioration of the natural resources in these areas.
- Restore and enhance the existing upland buffers, including removal of invasive buckthorn and restoration of oak savanna systems.
- Restore and enhance existing wetlands through invasive plant management, restoration of water levels and hydrological linkages.
- Restore areas of hydric soils that are now dewatered by constructed ponds, tiles and/or ditches.
- Reduce noise and visual impacts.
- Develop an innovative interchange in the vicinity of Route 22.

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### *Indian Creek and Squaw Creek Wetland Complex*

- Minimize impacts to slopes, oaks, and slope stability.
- Minimize impacts to wetlands.
- Minimize to the greatest possible extent direct and indirect impacts to preserves, rare species, hydrology, light, noise and stream channel instability.
- Minimize contaminant effects that will encourage invasive species and further deterioration of the natural resources in these areas.
- Reduce noise and visual impacts.
- Restore and enhance the existing upland buffers such as by removal of invasive buckthorn and by restoration of oak savanna systems present.
- Restore and enhance existing wetlands through invasive plant management, restoration of water levels and hydrological linkages.
- Restore areas of hydric soils that are now dewatered by tiles and/or ditches.

### *Residential Area Treatments for Optimizing Environmental Sensitivity in All Remaining Locations*

- Avoid and minimize impacts to existing natural resources and hydrological features including recharge locations.
- Slow vehicle average speeds down to reduce aerosol contaminant mobility, wildlife mortality impacts from vehicle collisions, and to reduce congestion.
- Provide connections of forest, savanna, and wetlands through restoration to provide for increased, improved, and extensions of existing habitat and ecosystems.
- Identify stormwater runoff management and polishing areas throughout the right of way and future median area.
- Minimize and contain surface, ground and aerosol waters within the right of way.
- Direct all stormwater and intercepted ground water in all reaches of the highway and direct them to a natural appearing depressed stormwater treatment train.
- Create wildlife crossings over the roadway and beneath the roadway and coordinate their placement where additional conservation and recreational connections can be made across the landscape.
- Minimize noise impacts.
- Protect agricultural lands and consider options for growing crops for water cleansing and energy production.
- Protect watersheds areas that support base flow.
- Use wildlife hazard fencing.
- Be the first climate friendly roadway on earth that has offset its total embedded greenhouse gas (GHG) emissions.

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## 4. An Innovative Funding Plan for an Innovative Road

### A New Approach to Financing

Just as the Council's recommended design, environmental preservation, and context sensitive features for the Route 53/120 corridor will be breaking new ground, we are proposing a funding concept that is also groundbreaking for an Illinois toll road. That is, instead of relying only on toll revenues from the extension and the core system, it combines the use of tolls along with contributed capital from promising local, state and federal sources. In addition, we recommend that the schedule for completion be accelerated by two years, thus reducing the assumed cost inflation and accelerating collection of tolls to help pay for the improvements.

It must be emphasized that these funding recommendations are predicated on the implementation of all of the design elements, performance standards and environmental safeguards listed elsewhere in this resolution.

**The Council will be responsible for developing regional consensus on whether the Tollway should move forward, the scope and configuration, the design and elements, and how to finance the project.**

#### **This recommendation addresses the following Guiding Principles:**

- Analyze potential funding options and pursue corridor concepts to the extent that they are financially viable, fiscally sustainable and equitable.
- Cooperate with agencies and municipalities to deliver the Council's work in a transparent and accountable manner.

## 4. An Innovative Funding Plan for an Innovative Road

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The Council struggled to develop a reasonable plan for funding this project. Some wanted the new road to completely pay for itself with toll revenues, but at least initially that is not possible. It should be noted, however, that none of the extensions the Tollway has built could have been done without using revenue from the rest of the tollroad system. The Tollway operates as a system of roads that work collectively to move interstate travel (trips passing through Illinois) and most notably serves daily commuters across and throughout northern Illinois. Given the importance of regional, statewide and national travel, the Tollway and State do not consider the viability of a single road financing itself as the sole determinant for building extensions or rehabilitating existing roads. It takes a few years for revenues from new tollroads to begin to cover the debt required for that new road.

The difficulty with funding costly projects is nothing new. While we are proposing a funding framework that we believe is practical and attainable, we recommend that the Tollway and its partners continue to discuss options to find the appropriate funding mix necessary to complete the project in a timely manner. The Route 53 extension as recommended by the Council will yield significant benefits not only in Lake County, but for the region. We are pleased with the progress achieved by the Council and look forward to working with the Tollway to build a project of which we can all be proud. Along with the environmental protections integrated as part of the road design, we now have a reasonable funding concept and the consensus to move forward.

## Estimated Project Costs and Revenues

This document includes planning-level cost estimates based on 2020 dollars. Costs include 5% annual escalation from 2012 to 2020. The tolled portion for each scenario includes an assumed \$200-\$350M for right of way. Cost estimates include environmental design features, such as tunnels, depressed roadway sections, berms, and storm water treatment which are captured in the “Roadway Construction” list item. As well, funds have been included for land preservation, restoration and long-term stewardship. An additional 4% of construction costs is included for environmental and noise mitigation.

### *Cost Estimation Methodology*

The methodology used to estimate costs for the Route 53/120 project combines this experience with a number of additional factors, including;

- **A Look Back** – considering bid tabulations (actual costs) associated with 2011 construction completed by the Illinois Department of Transportation for comparable facilities.
- **A Look Forward** – using cost estimates produced for the Elgin O’Hare West Access – a future project that includes items that are similar to Route 53/120.
- **Industry Expertise** – employing professional engineers who use tested and accepted industry assumptions in building realistic cost estimates.

### *Financial Commitment to the Community Character and Environmental Standards*

The Blue Ribbon Advisory Council recognizes the extraordinary natural resources and human communities that lie within the proposed corridor. To ensure that these natural resources and the character of the human communities are protected from impacts of the road, significant dollar investments have been allocated in the following three line items of the budget.

#### **Environmental Sensitive Roadway Design and Construction \$262,710,000**

There are innovative design characteristics to minimize wetland impacts, mitigate and reduce stormwater pollution, light pollution, noise pollution, air pollution and improve community character. These are critical components to improving the environmental impact of the roadway construction. The cost of these components are included in the road construction line item including the following:

- Depressed roadway through most of the corridor.
- Elevated roadway on pylons through sensitive wetland areas.
- Underpasses at key intersections (air pollution reduction, community character preservation).
- Berming (noise pollution reduction, stormwater capture and treatment, aerosol contaminate reduction).
- Stormwater treatment train.
- Trail connections, underpasses and overpasses (community character and connectivity)
- Compensatory wetland mitigation.
- Threatened and endangered species surveys.
- Tree replacement.

#### **Environmental and Noise Mitigation \$78,360,000**

In addition to the specific components of improved road design included in the road construction budget, the project has identified required additional environmental enhancements within the right of way.

- Additional noise mitigation.
- Enhancements to create and preserve native ecosystems within the right of way.
- Ongoing enhancement and maintenance for all natural areas within the right of way.
- Funding for monitoring against defined performance standards (50 years).

#### **Restoration and Stewardship Fund \$81,000,000**

In addition to the funds required for the environmental components included in the road construction, and stewardship within the right of way, the Tollway and some combination of State, Lake County and/or local governments commits to putting in place funding for:

- At least 750 acres of land protection and restoration.
- Fund for stewardship and unintended consequences (50 years).

The monitoring and stewardship will involve partnerships with forest preserve districts, the Department of Natural Resources, the Nature Conservancy, and other conservation partners. This project will establish appropriate protocols for longterm maintenance and stewardship of the affected programs and restoration areas. The actual legal funding structures may include:

- Sureties for performance.
- Establish a conservation endowment or trust fund.
- Right of way working lands maintenance funding.

Protection and enhancement of environmental resources and human communities is contained in three of the Council's seven guiding principles. This unprecedented investment in the protection of natural and human resources is reflective of the Council's commitment to the natural and human heritage found along this road corridor.

### Baseline and Cost Estimates

Following is baseline and cost estimate information regarding the estimated cost ranges for the Route 53/120 project.

**Figure 9:** Baseline Estimates for Alignments 1 and 2

Baseline Estimates	Alignment 1	Alignment 2
<b>Total Cost</b>	<b>\$2.220B - \$2.513B</b>	<b>\$2.388B - \$2.706B</b>
Cost Range for TOLLED Portions	\$1.969B - \$2.244B	\$2.293B - \$2.603B
Cost Range for NON-TOLLED Portions	\$251M - \$269M	\$95M - \$103M
<b>Revenue</b> (2025-2040 gross annual revenue based on \$0.20 per mile for passenger cars)	\$40M - \$65M	\$60M - \$95M
<b>Bonding Capacity</b> (25-35 year term)	\$200M - \$230M	\$360M - \$410M
<b>Funding Needed for Total Project (from Other Sources)</b>	<b>\$1.990B - \$2.313B</b>	<b>\$1.978B - \$2.346B</b>
Funding Need for TOLLED Portions	\$1.739B - \$2.044B	\$1.883B - \$2.243B

**Figure 10: Cost Estimates for Alignments 1 and 2 (Low end of range\*)**

	<b>Alignment 1</b>	<b>Alignment 2</b>
Corridor Plan**	\$1,000,000	\$1,000,000
Roadway Construction***	\$1,171,450,000	\$1,276,270,000
Toll and ITS Infrastructure	\$26,550,000	\$40,720,000
Maintenance of Traffic	\$28,260,000	\$27,330,000
Environmental and Noise Mitigation	\$78,360,000	\$88,120,000
Engineering	\$412,240,000	\$447,920,000
Construction Contingencies	\$222,500,000	\$226,920,000
Restoration and Stewardship Fund	\$81,000,000	\$81,000,000
Right-of-Way	\$200,000,000	\$200,000,000
<b>Total</b>	<b>\$2,221,360,000</b>	<b>\$2,389,280,000</b>

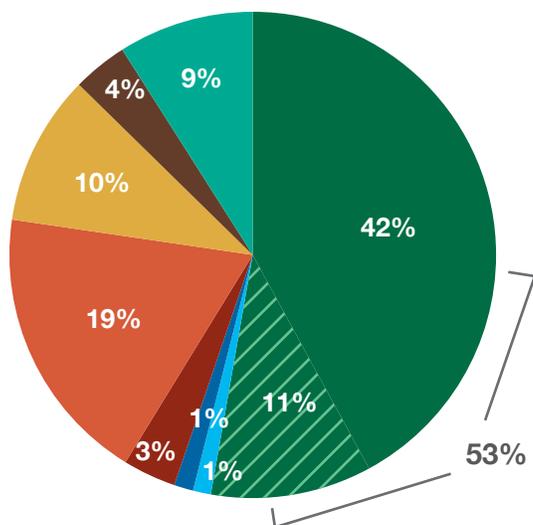
\* This cost breakdown shows the low end of the range of project cost estimates. For the full cost range, please see the Baseline Estimates, page 54.

\*\* The Corridor Plan cost estimate is not depicted in the charts below because it represents less than 0.05% of the total cost.

\*\*\* Roadway Construction includes roadway items, bridges and retaining walls, and supplemental environmental components.

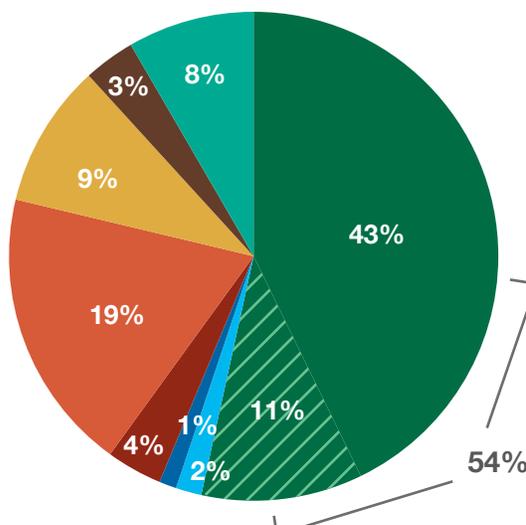
**Figure 11: Cost Estimate for Alignment 1**

**\$2,221,360,000**



**Figure 12: Cost Estimate for Alignment 2**

**\$2,389,280,000**



- Roadway construction
- Supplemental environmental
- Toll and ITS infrastructure
- Maintenance of traffic
- Environmental and noise mitigation
- Engineering
- Construction contingencies
- Restoration and stewardship fund
- Right of way

### Menu of Funding and Financing Options

The following table represents a number of options for funding and financing the Route 53/120 project. All options shown in this menu are based on Alignment 2. Menu items 1-4 were developed by CMAP.

Figure 13: Menu of Funding and Financing Options

Menu of Options		Cost	Gross Revenue	Bonding Capacity (Rate and term shown to left)
1	<b>Value Capture: Special Service Area (SSA)</b> 2020\$. Assumes SSA tax rate of 0.50%. Shows original and expanded VC area. Expanded area applies a lower tax rate of 0.21% in Cook County. Ranges reflect standard bonding and TIFIA bonding. Excludes existing residential.		--	Smaller VC Area = \$20M - \$66M Expanded VC Area = \$69M to \$176M
2	<b>Value Capture: Tax Increment Finance (TIF) District</b> 2020\$. Assumes 50% diversion to underlying districts. Shows original and expanded VC area. Ranges reflect standard bonding and TIFIA bonding. Excludes existing residential.		--	Smaller VC Area = \$35M - \$269M Expanded VC Area = \$193M - \$626M
3A	<b>0.25% Lake County Sales Tax</b> All bonding capacity assumes 2020\$. Ranges reflect standard Lake County bonding (20 year) and TIFIA bonding.		\$24M - \$30M	\$192M - \$287M
3B	<b>0.50% Lake County Sales Tax</b> All bonding capacity assumes 2020\$. Ranges reflect standard Lake County bonding (20 year) and TIFIA bonding.		\$49M - \$60M	\$384M - \$573M
4	<b>Lake County Motor Fuels Tax (Four-Cents)</b> All bonding capacity assumes 2020\$. Ranges reflect standard Lake County bonding and TIFIA bonding.		--	18 MPG = \$116M - \$184M
				35.5 MPG = \$59M - \$93M
				54.5 MPG = \$38M - \$61M
5	<b>Congestion Pricing</b> Additional annual gross revenue shown. Bonding capacity assumes 6% rate and 25-35 year term.	N/A	\$10M - \$20M	\$115 - \$135M (1.5X Coverage)
6	<b>Increase Toll Revenue through Indexing</b> Apply 2% annual increase to passenger cars: .20 in 2025, .26 in 2040. Assumes 6% rate and 25-35 year term	N/A	\$0M - \$15+M	\$58M - \$93M (1.5X Coverage) \$44M - \$70M (2X Coverage)
6A	<b>Congestion Pricing Combined with Indexing</b> These two options are not additive. However, when combined, they produce a greater benefit than when used alone. Indexing would apply 2% annual increase to passenger cars: .20 in 2025, .26 in 2040. Assumes 6% rate and 25-35 year term	N/A	\$10M - \$20+M	\$138M - \$171M (1.5X Coverage)
7	<b>Use Inside Shoulder as 3<sup>rd</sup> Lane on Rt. 53 During Peak</b> Assumes Hybrid Scenario, .20 per passenger car. Additional annual gross revenue shown. Bonding capacity assumes 6% rate and 25-35 year term.	\$138M - \$201M	\$0M - \$5M	\$8M (1.5X Coverage) \$6M (2X Coverage)
8	<b>Add Lane in each direction (for six lanes) on Rt. 53</b> Assumes Hybrid Scenario, .20 per passenger car. Additional annual gross revenue shown. Bonding capacity assumes 6% rate and 25-35 year term. Revenue is higher than menu option 7, but appears to be the same due to rounding.	\$172M - \$266M	\$0M - \$5M	\$17M - \$21M (1.5X Coverage) \$12M - \$16M (2X Coverage)
9A	<b>Toll Existing 53 – widen and reconstruct</b> Cost assumes new eight-lane from I-90 to Lake Cook Rd. Additional annual gross revenue shown. Bonding capacity assumes 6% rate and 25-35 year term.	\$380M - \$418M	\$75M - \$100M	\$483M - \$556M (1.5X Coverage) \$363M - \$417M (2X Coverage)
9B	<b>Toll Existing 53 – reconstruct only</b> Cost assumes reconstructed six-lane from I-90 to Lake Cook Rd. Additional annual gross revenue shown. Bonding capacity assumes 6% rate and 25-35 year term.	\$280M - \$308M	\$70M - \$95M	\$471M - \$544M (1.5X Coverage) \$353M - \$408M (2X Coverage)
9C	<b>Toll Existing 53 – reconstruct only and improve 53/290/90 interchange</b> Cost assumes reconstructed six-lane from I-90 to Lake Cook Rd., including improvements to the interchange (approx \$1.310B). Additional annual gross revenue shown. Bonding capacity assumes 6% rate and 25-35 year term.	\$1,590M - \$1,618M	\$70M - \$95M	\$471M - \$544M (1.5X Coverage) \$353M - \$408M (2X Coverage)

<b>Menu of Options</b>		<b>Cost Range</b>	<b>Gross Revenue</b>	<b>Bonding Capacity</b> (Rate and term shown to left)
10	<b>Longer Term Borrowing</b> Increase in bonding capacity by changing to a 35 year term rather than 25 year term. Would require legislative approval.	N/A		\$59M (1.5X Coverage) \$43M (2X Coverage)
11	<b>Lower Cost Borrowing</b> Shows impact of 1% reduction in interest rate over 25-35 year term using the Hybrid Baseline scenario	N/A		\$58M - \$79M (1.5X Coverage) \$44M - \$60M (2X Coverage)
12	<b>Add Toll at IL Route 132 to and from the south</b> Assumes Hybrid scenario, .95 IPASS and \$1.90 rates for passenger cars beginning in 2025. 2040 gross revenue shown. Assumes 6% rate and 25-35 year term	Minimal Cost (gantry only)	\$10M - \$15M	\$80M - \$94M (1.5X Coverage) \$60M - \$71M (2X Coverage)
13A	<b>IL Route 132 Toll AND Increase Waukegan Toll</b> Assumes Hybrid scenario, Passenger car rates beginning in 2025: .95 IPASS and \$1.90 cash at IL 132; \$1.75 IPASS and \$3.50 cash at Waukegan. Assumes 6% rate, 25-35 year term	Minimal Cost (gantry only)	\$30M - \$50M	\$269M - \$317M (1.5X Coverage) \$202M - \$238M (2X Coverage)
13B	<b>IL 132 &amp; Increased Waukegan + Tolling at Border</b> Assumes Hybrid roadway scenario. All elements of 13A, plus extending Tollway to the state line. Assumes new ramp plazas at Russell Road (state line) and US-41, with passenger car rates: .30 IPASS and \$.60 cash. Assumes 6% rate and 25-35 year term	Minimal Cost	\$35M - \$55M	\$301M - \$354M (1.5X Coverage) \$226M - \$265M (2X Coverage)

# Proposed Financial Framework

The proposed financial framework includes tolling recommendations, other revenue sources and revised cost assumptions that together reduce the shortfall.

## *Council's Tolling Recommendations*

- On the new Route 53
- Other Tolls in Lake County
- Congestion Pricing
- Tolls on 53, South of Lake Cook Road to I-90
- Accelerated Opening of Road

### **On the New Route 53**

The Council recommends that the extension of Route 53 be a four-lane tolled parkway. It is assumed that passenger car tolls would be set at a minimum of 20 cents per mile, with higher tolls charged when necessary to manage demand to a prescribed operating threshold.

### **Other Tolls in Lake County**

The second issue that should be addressed as part of the funding mix is a toll system in Lake County that is equitable and uniform. While change is never easy, we recognize that we have to be willing to address issues of fairness. We support the principle that everyone using the Tollway should pay for its use. The Tollway should address opportunities to balance tolling along I-94 in Lake County so they are equitable and uniform for the users. This could include collecting tolls on currently un-tolled movements and adjusting tolls at all access points to better balance all tolls in Lake County. These changes will be critical in funding this project and should be made as soon as practical, without waiting for the completion of Route 53.

### **Congestion Pricing**

Congestion pricing should be implemented by the Tollway, whereby tolls are varied based on the level of congestion at various times of day to guarantee free flow travel speeds for those who pay. This can result in more efficient use of the roads and minimize the need for additional costly expansion. The Council recognizes that congestion pricing can make travel prohibitively expensive for lower income drivers. Equity is one of the core values embodied in the Council's guiding principles, and it is important to recognize the issue of equity and address it directly. The Tollway and State should consider social equity impacts

from congestion pricing and take appropriate action to mitigate them without compromising the congestion-reducing purpose of congestion pricing. There are several examples from other states that should be considered, including Minnesota's gas tax credit that was enacted when that state increased its gas tax a few years ago.

### **Tolls on Existing Route 53**

We recommend that the section of Route 53 south of Lake Cook Road to its connection with I-90 (Jane Addams Tollway) be tolled. The reconstruction of that segment is not currently funded in the state's road program, however given the age of the existing infrastructure it reasonable to assume that improvements to this road will be needed. Over 100,000 vehicles per day now travel in the segment of existing Route 53 between Lake Cook Road and Dundee Road. This high traffic volume causes a significant amount of congestion in the peak periods at the Lake Cook Road and Route 53 interchange, wasting time, money and fuel. There are obvious benefits of the Route 53 extension to the users of Route 53 and communities in northwest Cook County, and it is reasonable that tolls from the Cook County section be implemented to not only pay for the eventual reconstruction of that section, but for the north extension as well. Additional coordination is necessary with the Federal Highway Administration and Illinois Department of Transportation regarding the use of toll revenue on the existing Route 53. Additional improvements to the Tollway's existing Interstate 90 at Route 53 interchange should also be considered as the use of toll revenue from the existing roadway is prioritized.

Tolling the existing Route 53 facility will require upgrades to the roadway including reconstruction and adding tolling infrastructure. The Council's illustrative funding scenario does not include the cost of upgrading the existing I-90 interchange, although those costs are available in the funding and financing matrix. Because the high cost of the interchange upgrade, if interchange upgrades are a condition of tolling existing Route 53, it will need to be eliminated from consideration.

### **Accelerated Opening of Road**

If, as the Council recommends, the timetable for construction is accelerated by two years, it will enable some tolls to be collected two years earlier, resulting in additional revenue to support the project.

### *Other Revenue Sources*

#### **New County and Local Sources**

- Value capture
- Sales tax
- Motor fuel tax

#### **State Share**

- ROW contribution
- State Annual Program/  
Future Capital Program

#### **Federal Funds**

- Highway and transit funds
- Other, such as wetlands  
conservation, and bike paths

#### **Revenues from Tollway System**

- Existing toll road resources
- Systemwide toll measures
- Indexing tolls

### **New County and Local Sources**

Building an innovative 21st century road cannot be done without a serious commitment to the environment and the local character of Lake County. These commitments add to the cost and go above and beyond what the Tollway can fund without additional support. The Council recommends that there should be a reasonable financial contribution from the Lake County area to help pay for the additional design and environmental provisions, and also recognize the benefit from economic development that will result from the extension of Route 53.

Various forms of value capture should be explored by Lake County and area communities. Value capture utilizes a portion of the private property value created by public infrastructure investments to fund part of the cost of that infrastructure. As a part of the overall funding mix, we support some form of value capture for this project. The illustrative funding scenario (on pages 64 and 65) includes two possible value capture methods: tax increment financing (TIF) and special service area. In addition to value capture funding from communities directly adjacent to the proposed facility, countywide methods such as a 0.25% sales tax or a motor fuel tax (assuming a fleet average of 35.5 mpg) were also explored. This should not be taken as a recommendation of the Council, but merely one possible combination of these tools.

We know that western Lake County will continue to struggle to attract non-residential development without a better transportation system, but we also recognize that if the business costs are too high, we limit our economic development opportunities. Continued discussion is necessary to determine the most appropriate value capture method. State statutes do not currently allow multijurisdictional value capture options; legislation will be needed to create a vehicle for local funding of transportation improvements that cross multiple municipalities.

### **State Contribution**

The Council recommends that the State contribute to the project costs in two ways: land acquisition for the right of way and upgrades to the non-tolled portions of Route 120. The State should provide for the costs of land acquisition for the project, some of which have already been incurred by IDOT.

In addition, the Council recommends seeking some funding through the annual state road program (composed of state and federal sources), as well as the next state capital program to support the project.

Additionally, those sections of Route 120 that are not expected to be tolled should be funded by the State. While in the past the Tollway has not received funding through the road program, there is no theoretical reason that it can't be done and there are examples from other states where it is being done. The Council requests support and assistance from area legislators to work with the Governor, IDOT and the General Assembly to maximize State assistance to complete this project.

### **Federal Funds**

The Council recommends that appropriate sources of federal funds be sought to support this project. Federal surface transportation program sources should be thoroughly explored, especially those that encourage innovative, context sensitive highways. Federal environmental protection and clean water programs should also be examined for sources of support. Many federal funds are delivered via the State, and the Tollway and Lake County should request assistance from the State Congressional delegation in identifying the best sources of federal support.

An important caveat regarding federal involvement: the use of federal funding sources will require federal involvement in all future phases of this project, which may eliminate the possibility of expediting the process and accelerating the timeline for construction and opening.

### **Tollway System Funds**

After all other funding sources are determined, remaining funds necessary to fully fund the project should come from the overall Tollway system. The Tollway should be considered and funded as a complete system, and the improvements proposed for this project contribute the functioning of the overall system. Similar to users of I-94 paying for improvements to other area projects, this project will be part of the Tollway system and should be supported in part by overall system revenues. Some resources may be available as part of the Tollway's previously approved capital program.

If capital program funding is insufficient, a system-wide toll increase should be considered, just as was done to fund the Elgin-O'Hare and other elements of the Tollroad capital program. The Council acknowledges that revenues from a system-wide toll increase cannot be used solely to support this project. A portion of the additional revenue from a system-wide toll rate increase scenario would need to be assigned toward addressing the Tollway's existing needs as a priority, as well as consideration of other system expansion projects and new or expanded interchange projects.

The Council recommends regular adjustments in passenger car tolls on the project consistent with changes in consumer prices and costs for road construction and maintenance. This practice, commonly referred to as indexing, is already scheduled to be applied to commercial vehicle toll rates on the Illinois Tollway system and the project. Within the menu of funding options, the estimate for increased revenues from indexing tolling rates include only those revenues generated by the proposed facility, not the entire Tollway system.

### *Methods to Revise Cost Assumptions*

The Council proposes several potential modifications to the cost and borrowing assumptions that could reduce the total anticipated cost, thereby reducing the funding needed. We understand that for planning purposes, the project team used conservative assumptions to prepare estimates. We respect that, and suggest that these possible cost reduction strategies are still reasonably conservative.

- Detailed design may impact cost escalation and overall project cost estimates
- Accelerate construction (move midpoint to 2018)
- Explore options to lower the cost of financing
- Revise plan to rebuild Route 120 east of Almond Road
- Other

### **Refined Costs with Detailed Design**

The original project cost estimates were based on opening the extension in 2025 and also assumed a 5% annual construction escalation from today through mid-point of construction. Given that the project is at least six years away from being constructed, we believe that the current construction bid climate offers opportunities to lower the cost of escalation. The cost estimates are based on years of construction price indices in the Chicago Metropolitan area. While some years during the mid-2000's experienced hyperinflation due to a variety of national and international variables, more recent inflation has been below 5%. Should the current market conditions remain, savings can be realized.

### **Accelerate Construction**

Another idea worth pursuing is to fast track this project given the level of consensus we have reached and move up the mid-point of construction by two years from 2020 to 2018. This would eliminate two years of projected five percent annual cost escalation in the out years that was initially assumed, thereby significantly reducing the estimated overall costs.

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### **Explore Lower-Cost Financing Options**

The current cost estimates for debt service assume a six percent interest rate and 25 year term. The Council expects that the Tollway will seek to issue debt at the most favorable times and might be able to achieve a lower interest rate. It is also possible that the Tollway might be given the authority to issue debt for a longer term than is presently allowed. Either of these changes could result in savings for the project, but it won't be known until the debt is issued. Also, the TIFIA program (FHWA Transportation Infrastructure Finance and Innovation Act) may bring better financing terms, specifically if done in tandem with value capture, which is an emerging policy on the national level.

### **Revise Plan to Rebuild Route 120 East of Almond Road**

The options considered by the Council included reconstructing the east section of Route 120 from Almond Road to I-94. This four lane divided highway section is currently under the jurisdiction of IDOT and was an area of concentration for the Lake County Unified Vision Study. While a variety of roadway alignment options have been considered, including eliminating the work between Almond Road and I-94, additional analysis will be required in future phases of this project to finalize the alignment and cost. Some savings may be realized through the use of the existing roadway.

### **Other Options**

We encourage the Tollway to aggressively research and develop improved project delivery techniques that could lower the cost borne by the Tollway. At this point, cost estimates for the project show a range from low to high. There is obviously uncertainty in these estimates due to variables that are currently unknown. The Council recognizes this and expects that there will be opportunities for cost savings as new and better techniques are developed to achieve the required design, environmental and performance standards. Cost savings should be pursued in future phases of project development without compromising design and performance standards.

## Draft Funding Scenario for Alignment 2

**This funding scenario concept has been developed by the Council for illustrative purposes only to demonstrate how the funding might be achieved. The Council encourages the Tollway and others to scrupulously consider critique and improve upon these ideas and estimates.**

Taken together, dollar estimates can be attached to each of the recommendations outlined in the Council’s proposed financial framework. The best-guess estimates presented here are offered as a concept for assembling the funds needed to complete this innovative project. The Council encourages the Tollway and others to scrupulously consider critique and improve upon these ideas and estimates. The next phases of planning and design will require significant refinement for all costs and financing options.

**Figure 14:** Revised Cost Assumptions for Alignment 2.

<b>Project Cost Estimate</b> (detailed on pages 54 and 55)	<b>\$2.39B</b>
<b>Revised Cost Assumptions</b>	
Refine/Reduce 120 Improvements*	\$59M
Accelerate Midpoint to 2018 (provides approx 10-11% savings)	\$217M
Refine Cost Escalation (cost assumes no escalation for next two years)	\$ Unknown
Contingency Reductions** (cost includes 9.8% contingency rather than standard 18%)	\$ Included
<b>Revised Project Cost Estimate</b>	<b>\$2.11B</b>

\*There are still many variables and options along the IL 120 Corridor. It may be premature to overstate potential savings from refinements along this section.

\*\* The current contingency in the project is 9.8% of the total project cost. This represents 22% of the construction cost. A typical project at this phase would include a 30% construction contingency.

**Figure 15:** Revenue Options for Alignment 2.

<b>Revised Project Cost Estimate</b>	<b>\$2.11B</b>
<b>Revenue Options</b>	<b>Bonding Capacity (1.5X Coverage)</b>
Tolling New Facility (53/120)	\$360M
Other Lake County Tolls (IL 132 Toll, Increased Waukegan, Tolling at Border)	\$301M (minimal cost)
Tolling for Existing 53 (reconstruct and toll Route 53 from Lake Cook Road to I-90, excludes cost of upgrading I-90 interchange)	\$191M (net revenue when accounting for additional cost)
Indexing and Congestion Pricing	\$138M (no additional cost)
Revenue Earlier (accelerated project assumes revenues one year earlier)	\$60M
New County and Local Sources (hypothetical example includes TIF, includes TIF value capture, 0.25% sales tax, motor fuel tax @ 35.5 mpg)	\$286M (no additional cost)
<b>Revised Revenue Total</b>	<b>\$1.34B</b>
<b>Additional Funding Needed from State, Federal and Tollway Sources</b>	<b>\$776M</b>
State Funding (in addition to transfer of existing right of way)	\$ ???
Federal Funding	\$ ???
Tollway System Funding	\$ ???

#### 4. An Innovative Funding Plan for an Innovative Road

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# 5. Create a Corridor Plan and Implementation Strategy

## Planning for Land Use, Transportation and Open Space

The Council recommends a coordinated corridor plan be developed that integrates land use, transportation, economic development, and open space. This corridor plan should be consistent with the Guiding Principles and all other recommendations in the Council's Resolution. **A corridor planning effort should accomplish the following:**

- Utilize a market-driven approach to assess the feasibility of future land use change, including analysis of employment trends, potential commercial and industrial development, and the housing mix that is likely to occur if the proposed Route 53/120 is built.
- Balance economic development, open space, and community character goals across municipalities to encourage development of vibrant communities in central Lake County.
- Formulate a multi-jurisdictional economic development strategy to ensure the best possible economic future for central Lake County. Address planning for development desired by targeted industries as well as business attraction strategies.
- Provide strategies for communities to encourage mixed-use, pedestrian-friendly and/or transit-supportive land uses where feasible in order to reduce congestion, air pollution, vehicle miles traveled, and GHG emissions.
- Design the land use and transportation system to facilitate walking and biking, transit, increase local connectivity, and manage the increased local road traffic that will likely follow completion of the road and associated new development.
- Develop an integrated open space system that not only includes the protection and restoration of conservation lands, but also meet residents' and workers' needs for recreation and open space in the corridor.

### This recommendation addresses the following Guiding Principles:

- Enhance mobility and accessibility, and relieve congestion, in the Central Lake County Corridor.
- Minimize environmental and long term development impacts of transportation infrastructure and operations.
- Promote environmental enhancements and sustainable practices in all aspects of project development, implementation and operations, and strive to improve the overall environment.
- Promote diversity in all aspects of project development, implementation and operations.
- Develop and apply innovations in all aspects of the project to create a 21st Century modern boulevard that serves as a national and international model.
- Cooperate with agencies and municipalities to deliver the Council's work in a transparent and accountable manner.

## Why Is a Coordinated Plan So Important?

In addition to making corridor improvements that facilitate mobility, multi-billion dollar road infrastructure improvements will have significant secondary effects on the nearby communities of central Lake County. On the positive side, the improved access brought by the road will stimulate economic and residential development. On the adverse side, new roads can stimulate rapid and unplanned development, traffic can increase dramatically on ill-prepared existing roads, and sensitive ecological areas can be irreparably damaged. Coordinated planning efforts can ensure that adverse side effects are dramatically limited.

### *Planning for Market-Feasible Development*

CMAQ's analysis of current local plans indicates that the area is envisioned to develop into retail, office and industrial environments, and residential uses that are primarily single-family homes. However, these plans were developed independently, without coordination among jurisdictions and without the benefits of a comprehensive market study. If the anticipated capacity for commercial development, particularly retail and office development, is totaled for each plan, the sum is far greater than what could reasonably be developed within the corridor at typical densities. Analyzing the market potential across communities will allow municipalities on the corridor to better plan for future development and meet their community goals.

### *Managing Development Patterns*

The Council intends for the facility to be a modern 21st Century parkway, encouraging multi-modal transportation, and preserving important environmental and community assets. This is in contrast to the existing and planned area development patterns, which are more typical of the late 20th century and are low-density developments of separated, single-use districts dominated by auto-centric design and form. Choices about the character of future development along the corridor can foster a more vibrant, mixed-use, and livable community for the 21st century.



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## Cooperative Implementation

Developing solutions to the land use challenges that a new road brings will require a cooperative corridor plan that develops an integrated solution that local governments want and are able to implement. The corridor has a complex governmental structure, with 20 municipalities and unincorporated Lake County areas within the two-mile corridor that would be affected by the new facility. Because of this, participation from local governments and central Lake County community members is critical. Local decision makers will be at the forefront of implementation, and public support gained through dialogue and public contributions will bolster successes.

Coordinated land use planning along the length of the proposed corridor is necessary to align future growth with community goals and provide a future that residents of Lake County desire. The corridor plan should include stakeholder outreach and involvement to help develop implementation concepts, focusing on cooperative implementation at the local level. The outcome of intergovernmental coordination and joint planning will result in a cooperative vision document with local community support.

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# Next Steps

## Initiate the Corridor Plan

The Council recommends that the full scope of the corridor planning process is determined, and that as soon as possible a commitment is obtained from the Tollway, local municipalities, Lake County, and CMAP to move forward. The corridor plan should be complete 12 to 18 months after full funding is realized. The planning effort should actively engage each municipality in the corridor, and the completed plan should be adopted by the County and each corridor municipality.

In order to make the corridor study official, a memorandum of understanding setting up the study management structure and scope should be developed among the entities including the municipalities, Lake County, the Tollway, and other key stakeholders, which should be approved within several months of the release of the Council's Resolution. Recognizing the "environment" as a significant stakeholder, representation on the Corridor Planning Committee from independent environmental organizations is required. The environmental agendas will be given sufficient resources to fully participate in a professional manner. Lake County and the corridor municipalities, with the cooperation of the Tollway, should apply for assistance through the CMAP's Local Technical Assistance program (LTA) via the upcoming round of applications, due in August 2012. The LTA will not be a sufficient source of resources but it would provide a beginning point and complement other sources of funding. The Tollway, CMAP, Lake County and other key partners will be responsible for obtaining funding for the plan.

## Determine How to Finance the Project

The Council recommends that a revised cost estimate will need to be determined in conjunction with the detailed design concept to capture opportunities for cost savings through efficient design elements. The Council agrees that the project should be funded through the use of tolling, which should include congestion pricing and indexing of toll rates. The Council recommends that funding from local sources will be a necessary component to fund the project. The Council supports tolling existing Route 53 from Lake Cook Road to I-90 and a cooperative approach to develop a tolling plan that is equitable and uniform for all access points in Lake County; including adding tolls to existing untolled access points, adding tolls at the state border and adjusting the rates at the mainline Waukegan Plaza on the Tri-State Tollway. The Council also supports the use of Tollway system-generated revenues to enable this project which is vital to the region's mobility, economic development and quality of life.

## Develop a Detailed Design Concept

The Council concludes that the project has sufficient technical merit and financial feasibility to develop a more detailed design concept. This concept will reflect all of the roadway design and key features, and all of the performance requirements, outlined in this Resolution. Therefore, the concept will be developed in sufficient detail to fully understand the environmental, community and transportation impacts of construction, and to fully understand the capital and operating costs, and appropriate funding plan, for further consideration by the Council. This design intent document will include a plan view with pavement edge, sidewalks, trails, overpasses, underpasses, vegetation, landscaping and preservation elements. A perspective sketch of each interchange and overpass should be included to illustrate placement and character of the facility and right of way.

Included in the development of the detailed design concept will be thorough analysis of existing traffic conditions and projected traffic growth. Analysis of existing traffic conditions in the study area may include traffic counts, travel time surveys, trip origin-destination surveys, and assessments of drivers' willingness to pay. A more detailed analysis of the proposed configuration and operating characteristics will also be conducted with respect to capacity, reliability and maintenance, safety and revenue considerations, and other risk factors that may be associated with a tolled facility.

Examination of non-tollway alternatives for meeting mobility needs in central Lake County should be given thorough consideration during the next planning phase. This should include the consideration of land use solutions that reduce vehicle travel demand and congestion, in addition to a standard "no build" option that considers improvements and/or widening on existing roads.

The design concept should also consider all potential trade-offs associated with modifying the project design in order to find the appropriate cost-benefit balance.

## Continued Council Member Involvement

Any steps forward with the proposed Illinois Route 53/120 project will involve the local communities of central Lake County as partners. The project shall engage the public and stakeholders at each stage, and opportunities for input and involvement will be tailored to the project stage and level of activity. Members of the Blue Ribbon Advisory Council will be kept informed of all activities and encouraged to remain involved. Should the project proceed to the point of construction, the Illinois Tollway will convene a Local Advisory Committee in accordance with the Toll Highway Act, where current members of the Council would be excellent candidates for the new advisory body.

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## Secure Local, State, and Federal Authorizations

### *Secure Local, State and Federal Authorizations*

In order to proceed to the final stages of planning, design and construction for Route 53/120 a series of local, state and federal authorizations may need to be pursued including, but not limited to:

- Illinois General Assembly action to provide the Illinois Tollway the same level of immunity from tort liability as the Illinois Department of Transportation (IDOT). This action would be requested for only the Route 53/120 facility because it more closely aligns with a suburban, arterial roadway than a typical toll facility.
- Changes to allow extended borrowing term up to 35 years.
- Legislation to support final local funding programs such as value capture, multi-jurisdictional TIF-like districts, and special service areas.
- When the final alignment is identified for the entire project, Illinois General Assembly authorization is required to give the Tollway direction to expand the Illinois Tollway system to the specified project limits, which may include accommodations for final transit recommendations, defining the limits of system expansion along both Route 53 and Route 120 and extending the authorization to include portions of the existing Route 53 south of Lake Cook Road.
- Federal authorization to allow tolls to be added to existing federally funded roadways.
- Transfer of land, rights or other property held by the State of Illinois for the purpose of constructing and operating this project.
- Countywide referenda or other authority to support final funding recommendations.



# **Summary Report: The Council's Background Work**



# Context for a New Road in Lake County

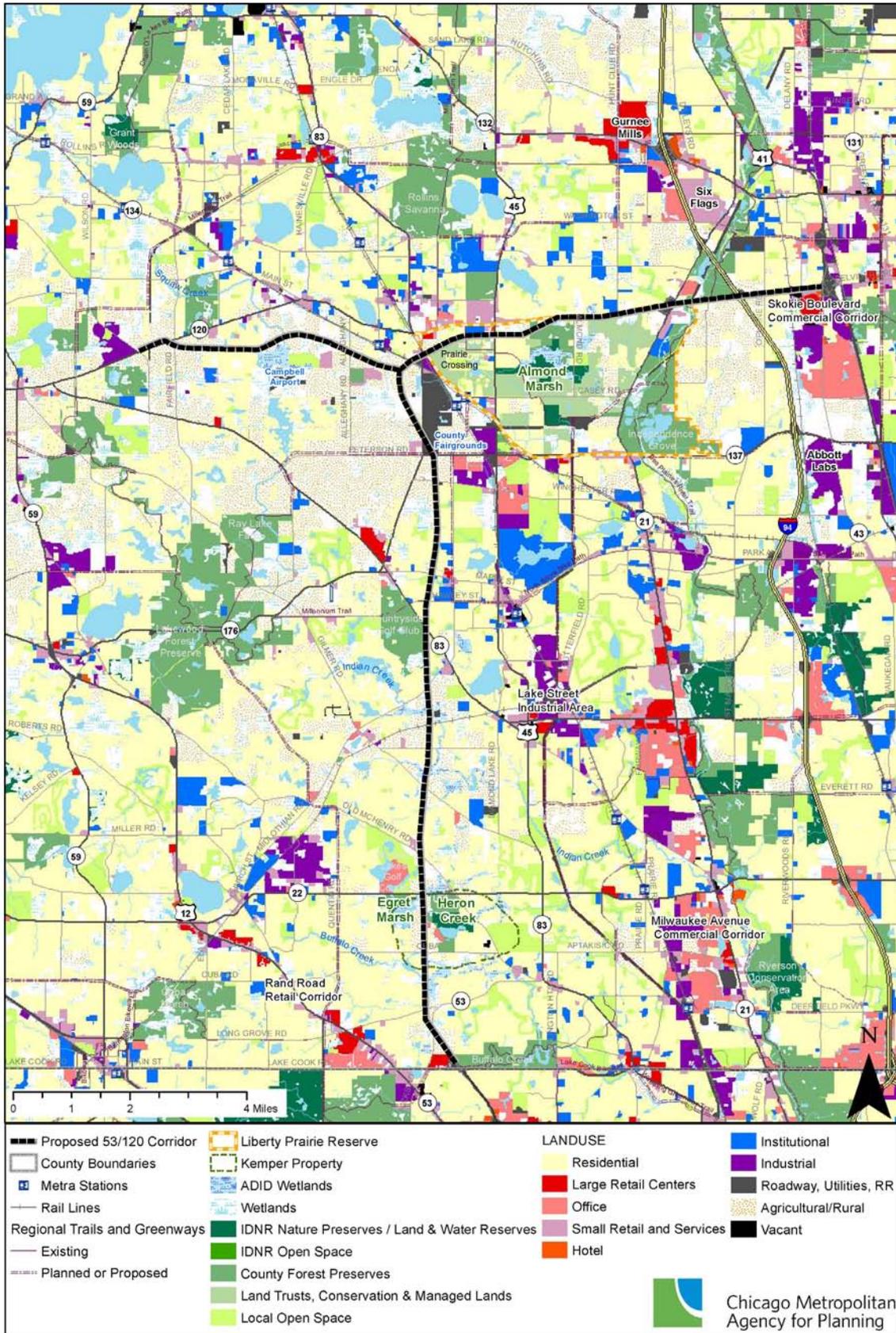
## Community Context for Lake County

### *Current Development Patterns*

Land use in central Lake County is characterized by low-density development, both rural and suburban. Within two miles of the proposed facility, over 50 percent of the land is agricultural, open space, open water, or vacant; over 36 percent is residential, and of that nearly all is developed as single-family homes and townhomes (89 percent).



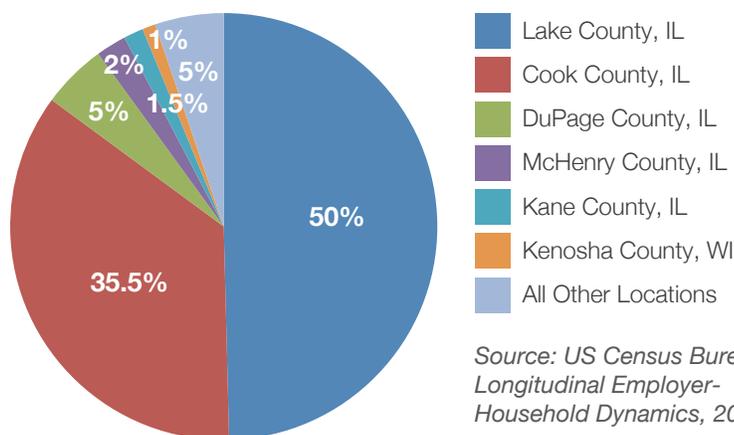
Figure 16: Existing Land Use and Environmental Features for the Proposed Lake County Corridor



## Commuting Patterns

While the largest employment clusters are located in the southeast and east-central sections of the county, residential development has occurred farther west and north, especially along the Route 120 corridor. This mismatch between “home” and “work” for many residents of Lake County means more driving.

**Figure 17:** Where do Lake County Residents Work?



Source: US Census Bureau. Longitudinal Employer-Household Dynamics, 2009.

**Nearly half of the residents of Lake County and over 110,000 non-residents also work in the county, meaning many work trips may be entirely reliant on local roads.**

Source: IL Dept of Employment Security

## Conservation Lands

Lake County is known for its conservation ethic, and with good reason. The county is home to more threatened and endangered species than any other county in Illinois.<sup>1</sup> Within two miles of the proposed Route 53/120 corridor, there are many species recognized as threatened or endangered. Protected lands within the corridor area total over 8,100 acres, including Illinois Nature Preserves, municipal parks and open space, township holdings, Lake County Forest Preserves, and conservation easements. Additionally, there are four Audubon Important Bird Areas, totaling over 2,200 acres, and 14 Illinois Natural Areas Inventory Sites of nearly 1,700 total acres.

[1] Lake County Forest Preserves. [www.lcfd.org/conservation](http://www.lcfd.org/conservation).



**Almond Marsh in Lake County Illinois Nature Preserve is a wetlands and wildlife bird sanctuary and Great Blue Heron Rookery.**

## Planning for Future Growth

The proposed Route 53/120 project has been under evaluation since the 1960s. In recent years, many municipalities within the vicinity have incorporated the facility, particularly the Route 120 improvements and proposed bypass, when updating municipal plans. Independently, these jurisdictions have planned for significant increases in commercial, retail, office and industrial development along the corridor. Taken together, the planned employment capacity far exceeds the forecast for growth in the central Lake County area.

- At typical development densities, build out of planned new retail areas within the corridor has the potential to double the existing retail square footage in all of Lake County.
- Housing units and population near the corridor would increase at a significantly lesser rate of four to five percent, in part due to the large-lot zoning in many communities near the corridor.
- More acreage has been allocated to industrial than office, but the existing industrial base in Lake County and the low average density of industrial development means that proposed industrial land uses would only increase approximately 25 percent over existing industrial square footage.
- Housing units and population near the corridor would increase at a significantly lesser rate of four to six percent, in part due to the large-lot zoning in many communities near the corridor.

**Figure 18:** Future Land Use Change within Two Miles of the Proposed Route 53/120 Corridor

Future Land Use Change	Future Added Acres		Estimate Development	
	from**	to**	from**	to**
Residential	5,200	6,510	8,220 Units	12,450 Units
Retail/Commercial	2,420	3,050	31,210,000 Sq Ft	38,300,000 Sq Ft
Open Space	1,720	1,420	1,720 Acres	1,420 Acres
Industrial	1,670	2,360	19,700,000 Sq Ft	21,920,000 Sq Ft
Office	840	1,350	14,510,000 Sq Ft	26,340,000 Sq Ft
Mixed Use *	120	120	1,190 Units 1,350,000 Sq Ft	1,190 Units 1,350,000 Sq Ft
Government & Institutional	90	130	No Data	No Data
Utility/Waste Facilities	20	20	No Data	No Data
Agricultural Land***	2,890	N/A	N/A	N/A

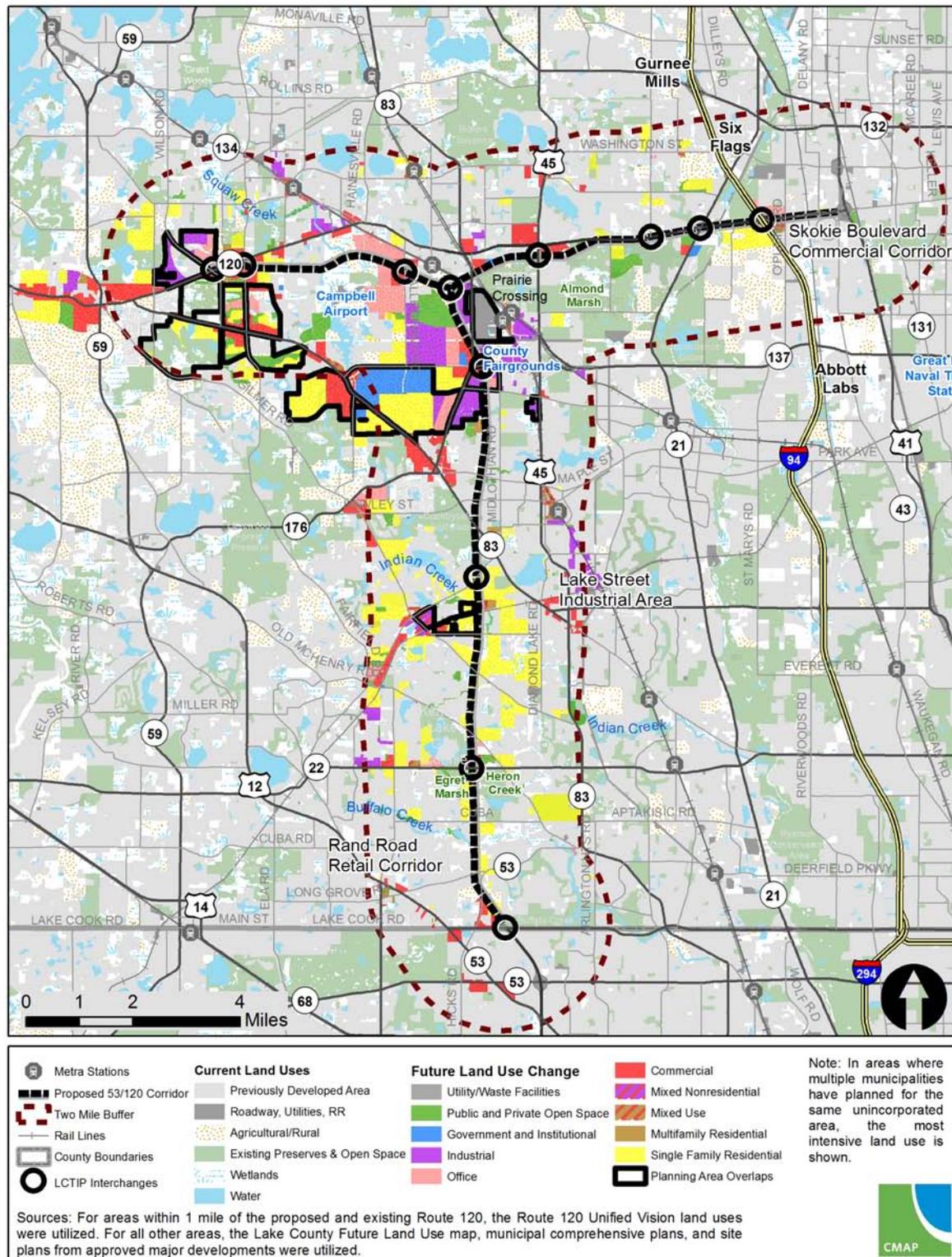
Sources: CMAP analysis of CoStar Data, municipal and county Comprehensive Plans and approved major developments.

\* Mixed use refers to downtown or transit-oriented developments. Mixed Use Housing Unit and Retail/Commercial SF totals are not included in the Residential and Retail/Commercial SF totals in Figure 1. All areas proposed for future mixed use had no other proposed land uses, so there is no difference between the scenarios.

\*\* The "From" and "To" scenarios represent the sum of acreage and estimated square footage when the least and most intensive proposed land uses are chosen for all areas. Multiple proposed land uses occurred only in unincorporated areas where the planning areas of two or more municipalities overlapped.

\*\*\* Agricultural land does not represent a new or added land use, but instead is a total of existing agricultural acres that are not converted to developed acres in the most intensive scenario.

Figure 19: Proposed Land Use Changes in the Central Lake County Corridor



Given current development patterns and constraints, it is unlikely that all of the area designated for retail in the comprehensive plans will be developed, but it is important to consider the direction planned for the corridor is quite different from existing patterns.

Planning for the 53/120 facility offers the opportunity to review land use plans across multiple municipalities and create a collaborative process where individual communities work together to direct development to some areas, preserve open space in other areas, and share potential fiscal and economic benefits. Without a coordinated approach, development will occur in a disjointed pattern across multiple communities on the corridor, presenting the potential to negatively impact the goals of preserving community character and conserving natural and agricultural areas. Additionally, this kind of scattered development can lead to increased auto trips, total vehicle miles traveled, and congestion.

## Transportation Context for Lake County

### *Longstanding Transportation Needs*

Given the project's nearly 50-year history, a mobility need in central Lake County has been identified for some time. Significant congestion currently exists on the arterials in the study corridor, especially in the eastbound and southbound directions in the morning peak and in the westbound and northbound directions in the evening peak. Recent population and employment growth trends have added to the travel demands, with the greatest population growth occurring at the northern part of the project area and the greatest employment growth occurring on the southern part. One focus point of the council's discussions is a large bottleneck that occurs at the current terminus of Route 53 at Lake Cook Road at the southern edge of Lake County. Illinois Department of Transportation traffic data show a total of around 100,000 vehicles a day either enter onto Lake Cook Road from northbound Route 53 or enter onto southbound Route 53 from Lake Cook Road at this location. This is one example of many locations that would be expected to experience significant travel improvement with the addition of the new facility.

Travel demand modeling was performed by project staff to estimate the current and predict the future vehicular transportation conditions in Lake County. The modeling for future years was done within the context of GO TO 2040, the Chicago region's long-range transportation plan. The model predicted over a 30 percent increase in the number of miles traveled and over a 40 percent increase in the time spent traveling in Lake County between 2010 and 2040. Time spent traveling in congested conditions in Lake County was predicted to double by 2040 to total over 130,000 hours a day without the Route 53/120 project. With the project, the 2040 conditions improved significantly with the model estimating countywide time in congestion reduced about 23 percent compared to base 2040 conditions.

## Environmental Context for Lake County

There is perhaps no location that presents a greater challenge for the construction of an environmentally sensitive roadway than the proposed corridor for Route 53/120. Lake County has the greatest diversity of unique habitat and species of concern, more than any other county in the State of Illinois.

### *Lakes and Wetlands*

Lake County has extensive wetlands and hydric soils. The corridor intersects six EPA-identified wetlands with “exceptionally high functional value,” meaning that they provide stormwater storage, harbor rare species, or meet other criteria. In many cases, however, the wetlands in and around the right of way have been degraded and are also in poor ecological condition. At the same time a number of wetland complexes along the right of way, such as the marsh by Surrey Lane along Buffalo Creek and the marsh associated with Indian Creek, appear to be seriously degraded and good candidates for ecological restoration.

Central Lake County has nearly 20 lakes that would receive stormwater runoff from the proposed Route 53/120 project. Runoff from a new facility can cause a number of significant impacts to these lakes, causing water quality degradation and changes in the amount and frequency of water entering the lakes, which can have significant impacts on shoreline stability, aquatic nuisance plant growths, fisheries, and the values of lake-front real estate.

### *Protected Lands and Fragmentation*

Within Lake County, and specifically within two miles of the right of way, are many publically protected conservation lands and state dedicated nature preserves. These areas contain the best remaining important examples of the healthiest ecosystems in Lake County and provide critical habitat. Lake County is home to the largest number of state and federal threatened, endangered and special concern species of any county in Illinois. According to the Illinois Department of Natural Resources (IDNR) natural

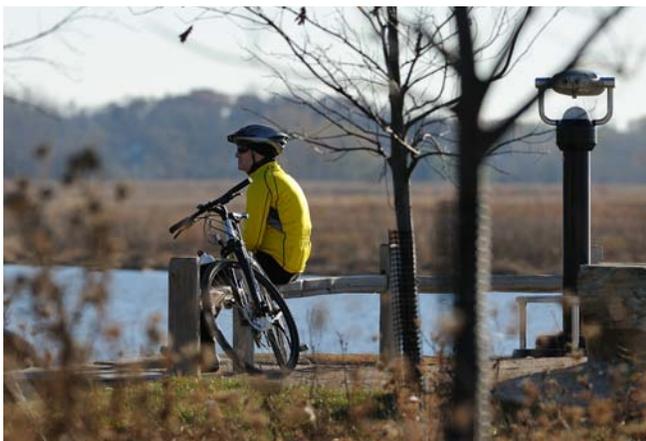


Figure 20: Natural Lands within Two Miles of the Project Corridor

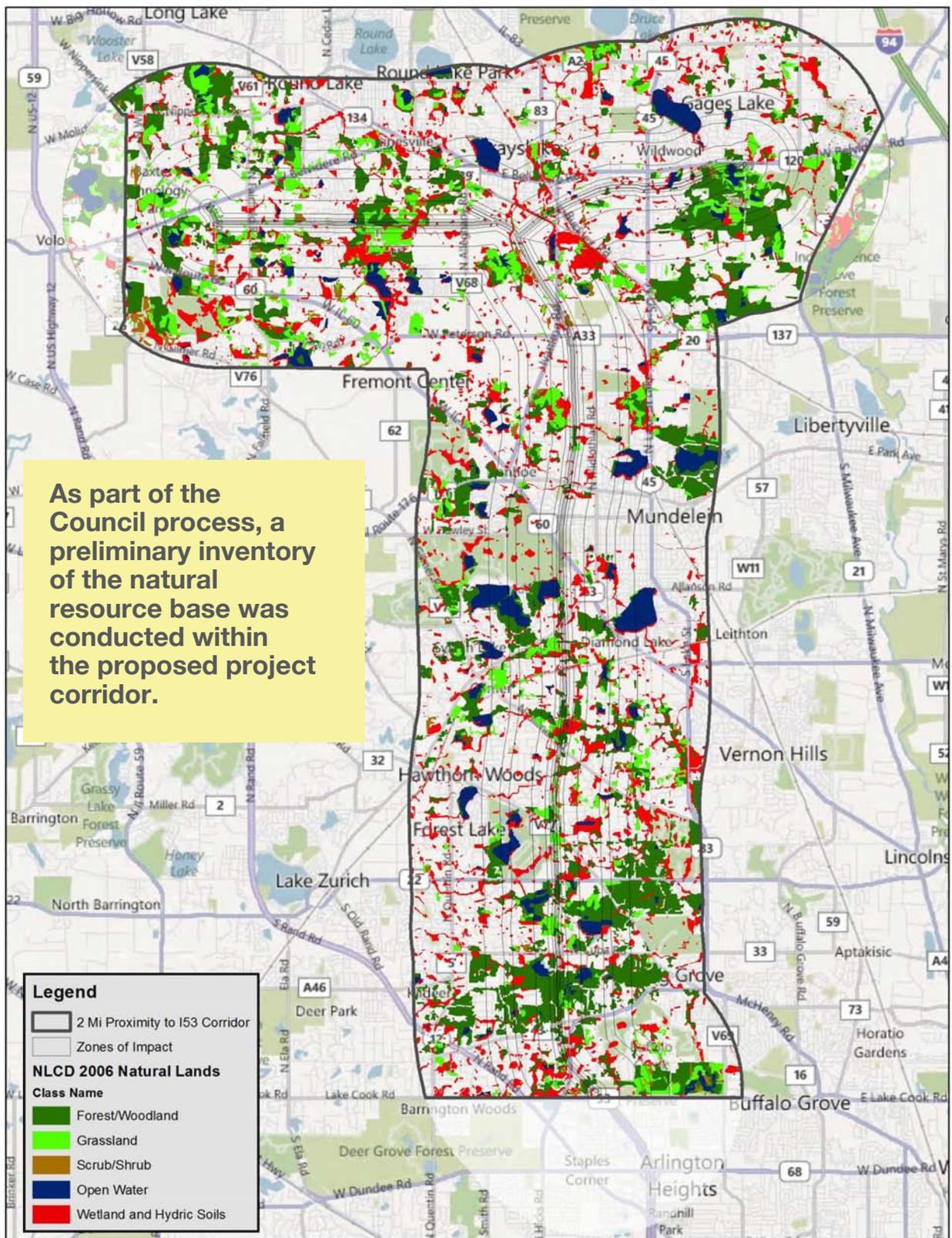
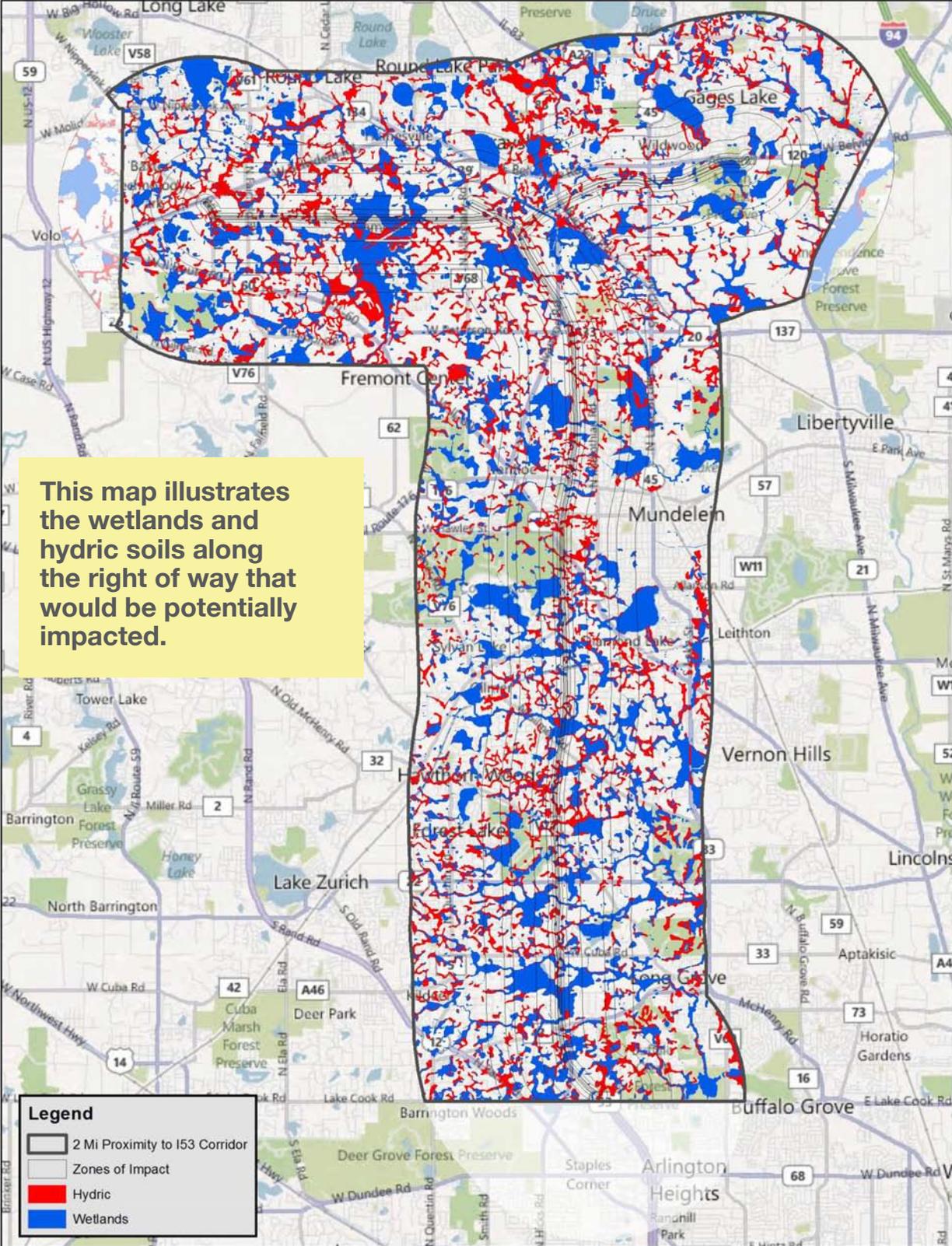


Figure 21: Wetlands and Hydric Soils within Two Miles of the Project Corridor



heritage database, over 54 populations of these “status” species and their critical habitats are found within the zone of impact of the proposed roadway, and many are found within or immediately adjacent to the right of way. The only IDNR site for the recovery of five state threatened and endangered fish species sits less than 200 yards south of the right of way.

The long-term survival of many of these species and ecosystems is dependent on maintaining minimally fragmented blocks of habitat. Rare grassland, wetland and forest breeding birds use many of these habitats. A new roadway poses a huge challenge to mitigating existing fragmentation and preventing future habitat fragmentation within the project corridor.

#### **Lake County Forest Preserve District**

The Route 53/120 corridor traverses through the center of Lake County and along the borders of several parcels (including Almond Marsh, Heron Creek, and Egret Marsh) owned and managed by the Lake County Forest Preserve District. Through the generous support of county tax payers, the District has spent millions of dollars protecting and restoring land and ecosystems for the benefit of Lake County. Lake County Forest Preserves house endangered species, high-quality wetlands and other sensitive habitats. Land preservation has been a priority

for Lake County residents and land acquisitions have mirrored these values. The preserves also provide numerous recreational opportunities including recreational trails, bird watching, fishing, playgrounds, and golf.

#### **The Liberty Prairie Reserve**

The eastern portion of the Route 120 bypass lies immediately north of an important national model for land stewardship and conservation, the Liberty Prairie Reserve. This 3,300-acre complex of protected state, county, township, and private lands is within a 5,800-acre planning area with more opportunities for land protection. The Liberty Prairie Reserve is a unique private-public partnership that protects a working landscape including several high quality Illinois Nature Preserves, productive farmland and small communities. Over the past 25 years, there have been more than \$100 million in public and private investments made in the Liberty Prairie Reserve.

#### **Prairie Crossing**

Prairie Crossing, a well-known and highly regarded conservation subdivision, is on the western edge of the Liberty Prairie Reserve. The Prairie Crossing farm is the largest certified organic farm in Lake County (over 100 acres) and sits immediately adjacent to the right of way.



**The uniqueness of the Lake County environment and the private-public investment to date in its protection and stewardship require that any future road project be designed, constructed and operated to the highest possible environmental standards.**

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## Financing Context for Lake County

Many financing and funding options for the proposed Route 53/120 corridor were discussed in various levels of detail by the committee, including traditional funding sources, tolls and pricing, innovative financing tools, stakeholder support and participation, and private financing.

### *Traditional Federal and State Funding*

There currently appear to be few opportunities for using traditional funding sources to pay for the Route 53/120 project. At the national level, the potential for a new federal transportation bill has been hotly debated in Congress, and its scale and structure remain uncertain. The backdrop of a growing imbalance between infrastructure needs and financial resources will likely make funding new projects more difficult, and federal transportation funding cannot be relied upon as a funding source. In Illinois, the current fiscal year 2012-2017 Proposed Highway Improvement Program puts the focus on preservation and maintenance of the existing Illinois Department of Transportation system. Funding for the Route 53/120 project is not included in the program. State priorities and funding availability would have to change significantly to allow for funds to be directed to this project.

### *Using Tolling as a Funding Source*

Tolling was assumed to be a funding source for the project. Many different tolling scenarios were discussed and analyzed, including the following:

- Standard tolling at rates comparable to other start-up projects around the country
- Indexing the toll rates to inflation
- Congestion pricing
- Tolling the existing segment of Route 53 between I-90 and Lake Cook Road

All tolling scenarios assumed electronic tolling with no cash collection. Compared to standard tolling, congestion pricing was viewed favorably by the Council as a way to reduce congestion on the facility during peak periods and generate additional revenue. A scenario for tolling of existing Route 53 using rates consistent with the extension of Route 53 at \$0.20/mile and restructuring the roadway for tolling generates additional funding.

One of the other options discussed was the TIFIA program which offers federal credit assistance for eligible projects of national and regional significance. The assistance can take the form of a loan, loan guarantee, or line of credit for up to 33 percent of project costs, all of which can boost cash flow to cover project debt. However this program is highly competitive and has seen overwhelming demand, especially in recent years.

Stakeholder support and participation in the form of value capture, sales tax, and motor fuel tax were also discussed by the Council. The analysis found that all three sources have varying levels of revenue potential but there would be significant legislative, policy, and equity issues with each.

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# Scenario Planning for the Facility

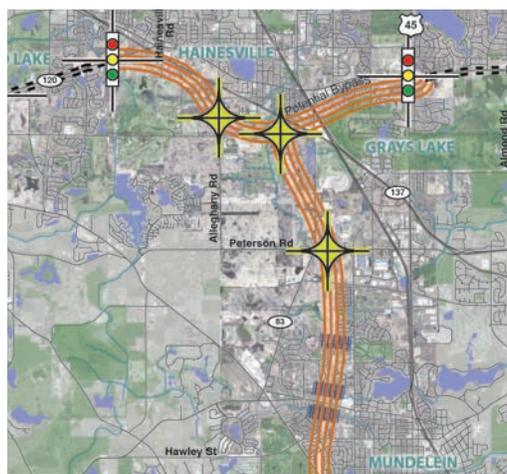
## What is Scenario Planning?

Scenario planning is a powerful tool for better understanding the likely costs and benefits of new policy and investment decisions, as well as discovering the long-term impacts of existing plans and trends. Scenario planning works through a process of identifying specific planning issues and then modeling potential solutions into “scenarios” which represent these possible future alternatives. The range of potential solutions can include proposed policy and investment decisions as well as ideas generated from the public, other planning efforts or elsewhere. The scenario planning process uses community goals and guiding principles to help determine a set of evaluation criteria or indicators that measure a scenario’s performance. This can include a community’s desired outcomes, financial feasibility, or environmental impacts among many other things. By evaluating and comparing scenarios and their outcomes, scenario planning can aid decision-making and help to determine a preferred course of action when there are many possible ways forward.

## Scenarios for Route 53 and Route 120

Five scenarios were created during the Route 53/120 project. These scenarios explore options for access, roadway and intersection design, environmental enhancements, and land use policies for adjacent development. The Council used these scenarios and their performance outcomes to better understand the range of solutions for the design of the proposed Route 53/120 facility. The following pages include summaries of each scenario.

**Figure 22:** Example Scenario Map



**Scenarios are often illustrated using maps that highlight land use and transportation. Supplemental graphics are also useful in order to visualize a scenario’s on-the-ground appearance.**

# Scenario A

In **Scenario A** Route 53 is a four-lane untolled arterial roadway. Travel speeds are kept low at 35 miles per hour, and travelers may access adjacent roadways at signalized intersections. This option includes a proposed bypass of Grayslake and joins with existing Route 120 to the east of Grayslake and to the west of Hainesville. This option is the most integrated with the existing land uses, is the lowest cost to construct, but provides the lowest amount of congestion relief and no potential for generating toll revenue.

Scenario A: Route 53 Cross-Section



Scenario A: Route 53 Plan View

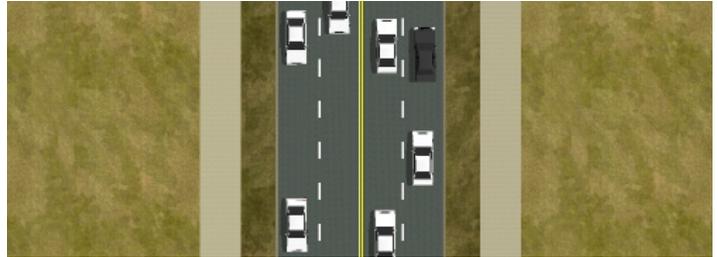
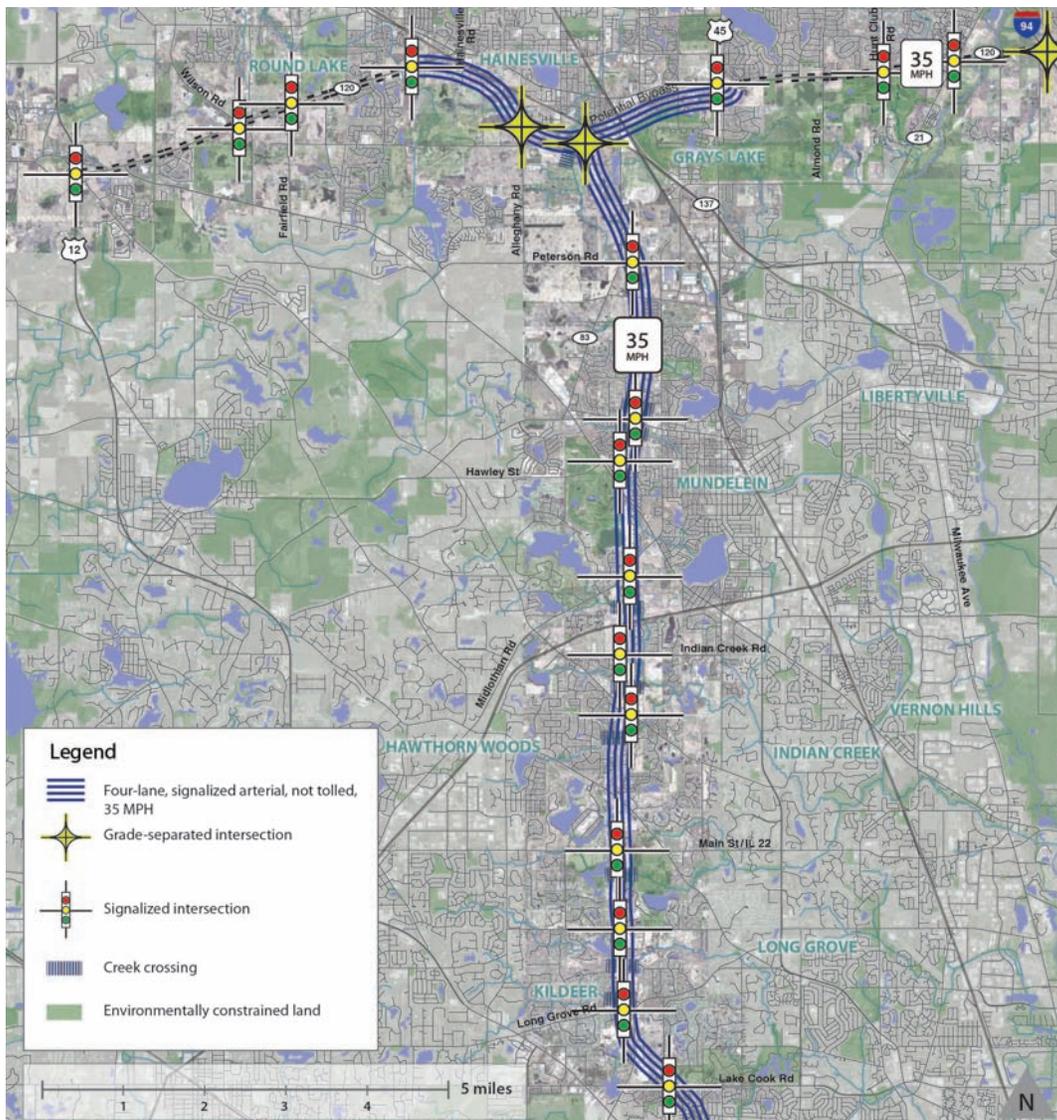


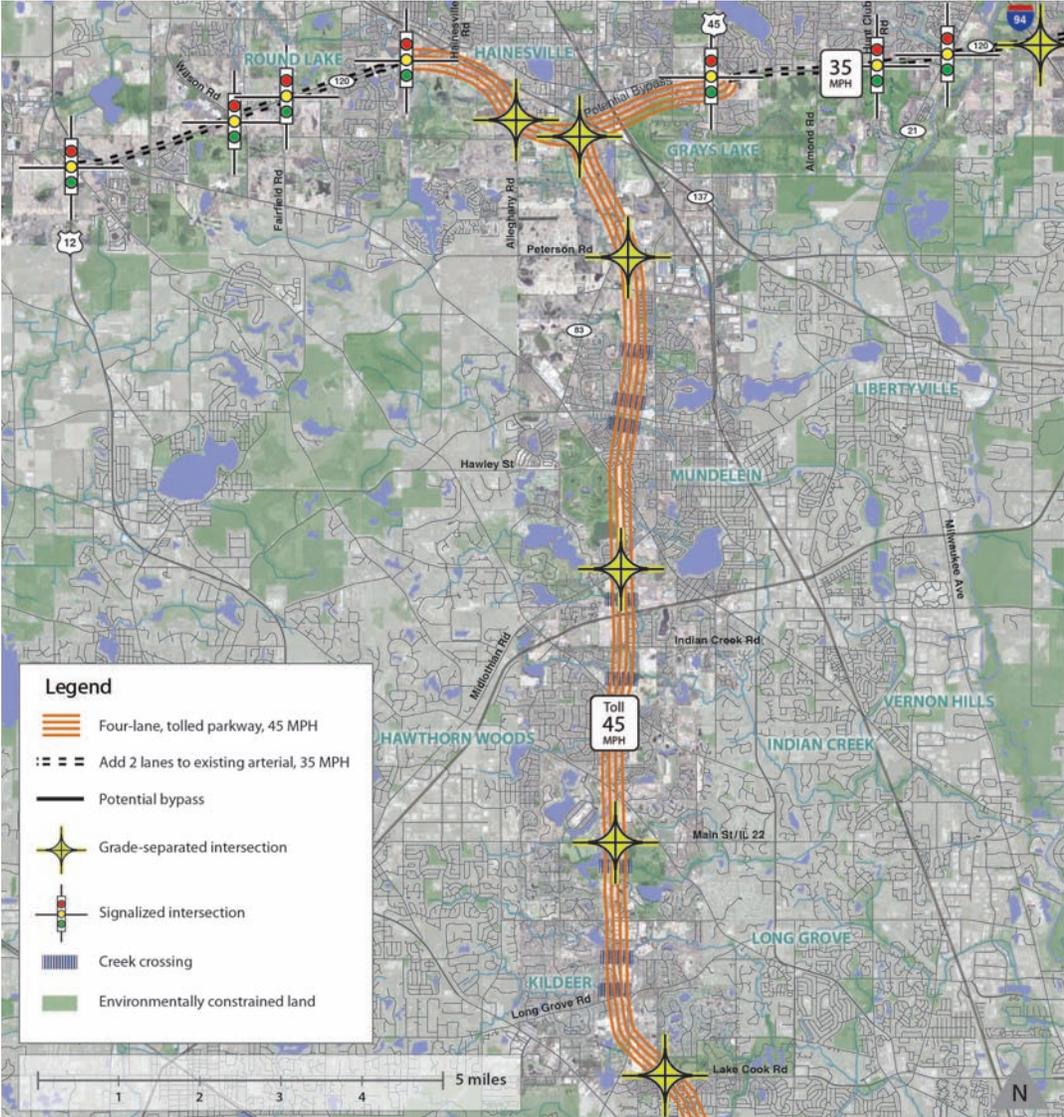
Figure 23: Scenario A Map



**Scenario A Highlights:**

- Lowest environmental disturbance
- Lowest cost to construct
- Lowest amount of new paved roadway surface
- Lowest travel speed
- Lowest reduction in travel congestion
- Most roadway intersections
- Bypass of Grayslake

Figure 24: Scenario B Map



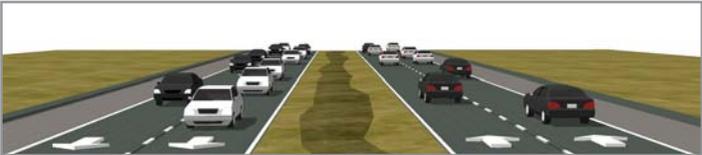
**Scenario B Highlights:**

- Low potential environmental impacts
- Moderate amount of new paved roadway surface
- Travel speed of 45 MPH and 35 MPH
- Moderate reduction in travel congestion
- Grade-separated intersections along Route 53 and part of 120
- Bypass of Grayslake
- Widens existing Route 120 east of Grayslake and west of Hainesville

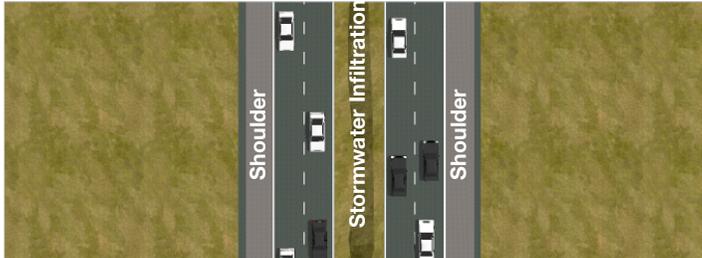
# Scenario B

In **Scenario B**, Route 53 is a four lane tolled parkway. Grade-separated intersections allow for controlled access to adjacent roadways. Travel speeds are 45 MPH along all tolled segments of Routes 53 and 120. Un-tolled segments of Route 120 are expanded by two lanes, with signalized intersections and travel speeds of 35 MPH. This option includes a proposed bypass of Grayslake, which joins with existing Route 120 to the east of Grayslake and to the west of Hainesville.

Scenario B: Route 53 Cross-Section



Scenario B: Route 53 Plan View



# Scenario C

In **Scenario C**, Route 53 and Route 120 are four lane tolled parkways. Grade-separated intersections allow for controlled access to adjacent roadways. Travel speeds are 45 MPH along Routes 53 and 120. The scenario footprint and paved areas created are both slightly lower, compared to scenarios D and E. Potential environmental impacts and congestion relief are moderate.

Scenario C: Route 53 Cross-Section



Scenario C: Route 53 Plan View

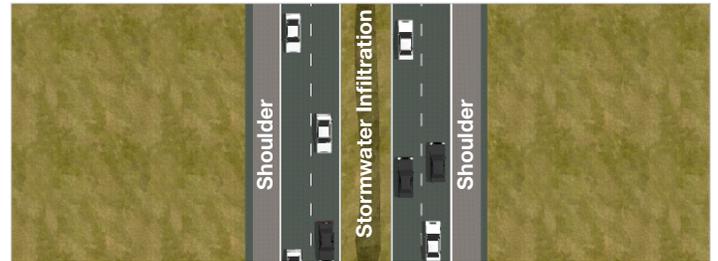
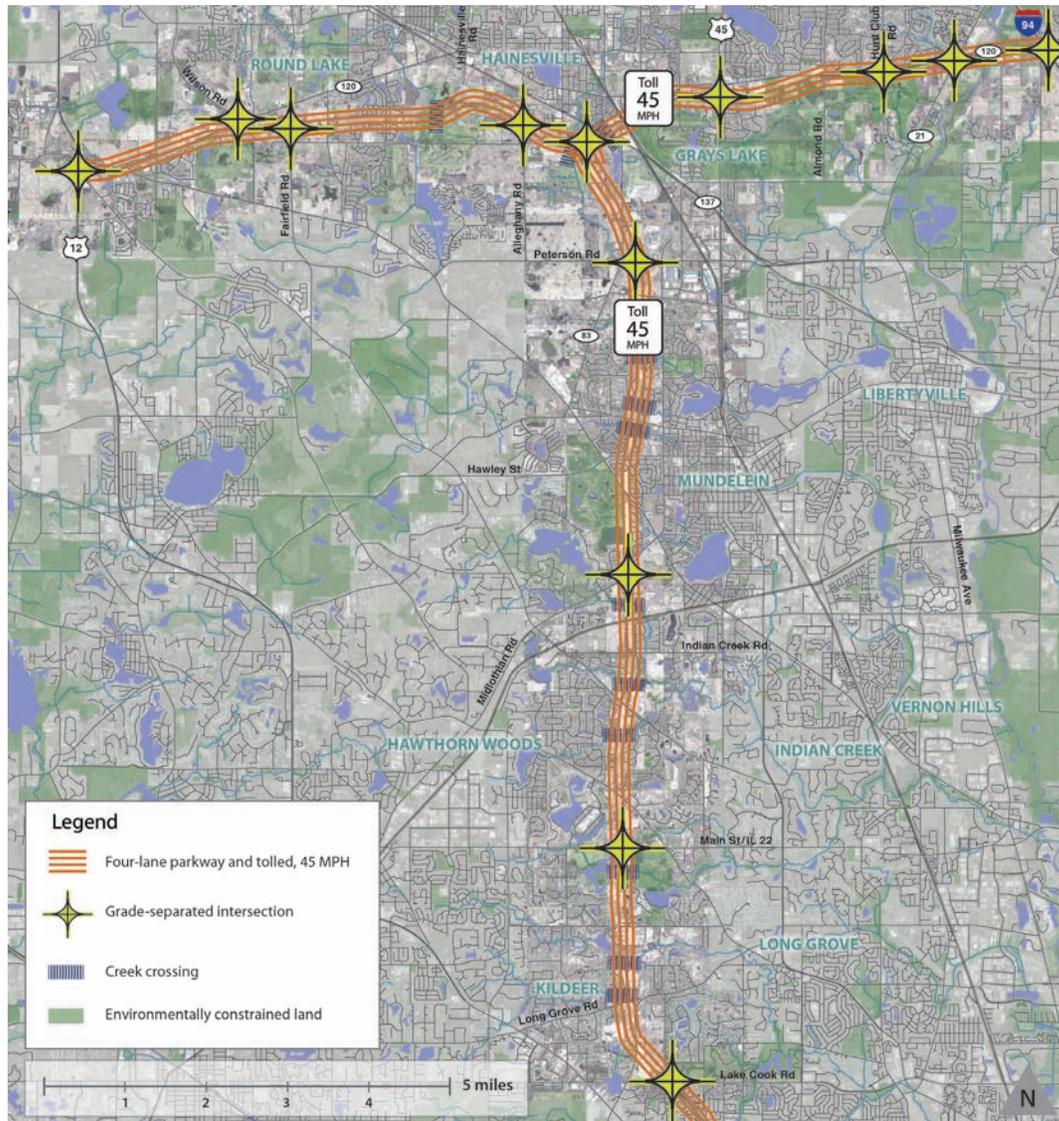


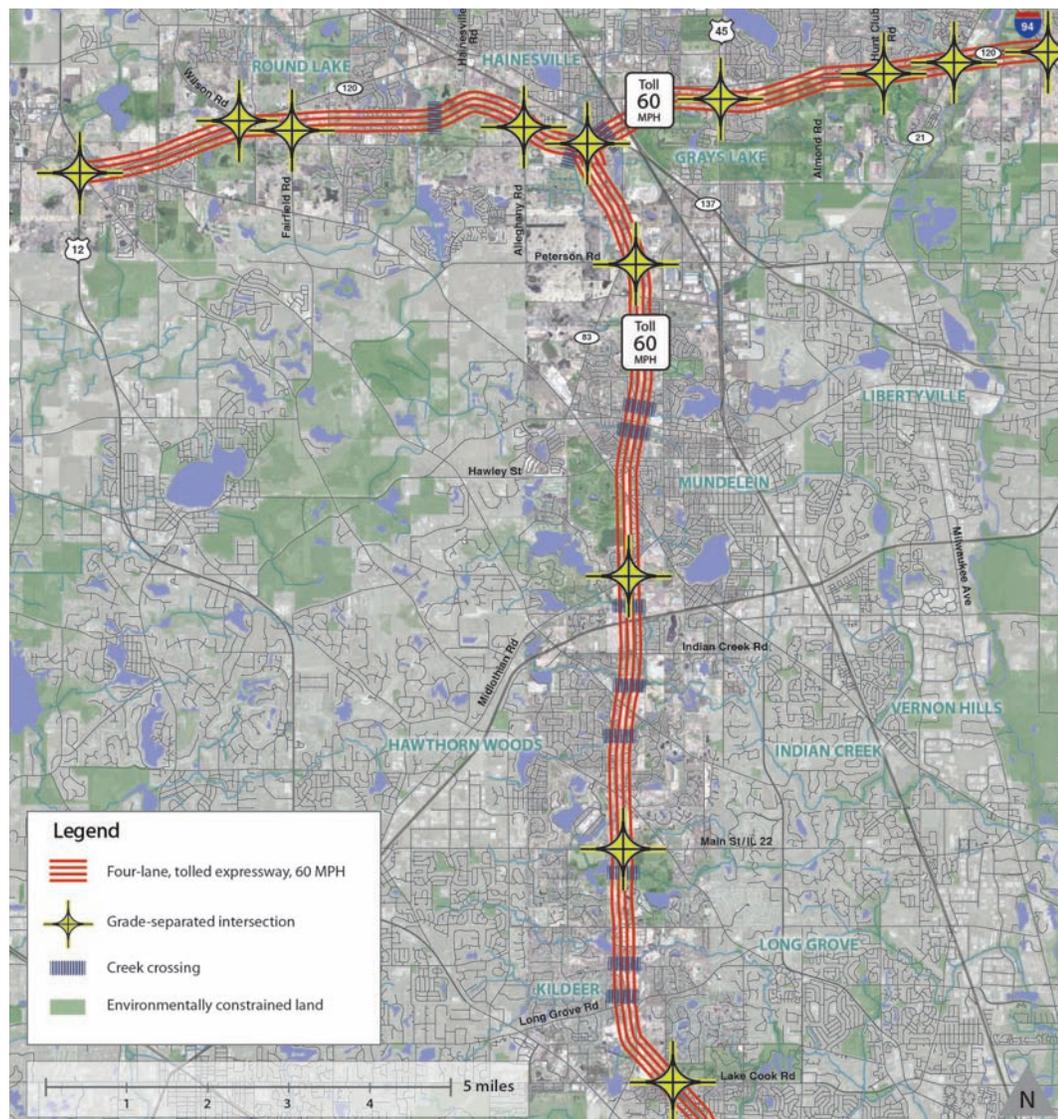
Figure 25: Scenario C Map



**Scenario C Highlights:**

- Moderate potential environmental impacts
- Moderate-to-high new paved roadway surface
- Travel speed of 45 MPH
- Moderate reduction in travel congestion
- Grade separated intersections along the length of Routes 53 and 120
- Tolls collected on Routes 53 and 120

Figure 26: Scenario D Map



**Scenario D Highlights:**

- High potential environmental impacts, similar to scenario E
- Moderate-to-high new paved roadway surfaces
- Travel speed of 60 MPH
- Moderate-to-high reduction in travel congestion
- Grade separated intersections along the length of Routes 53 and 120
- Tolls collected on Routes 53 and 120

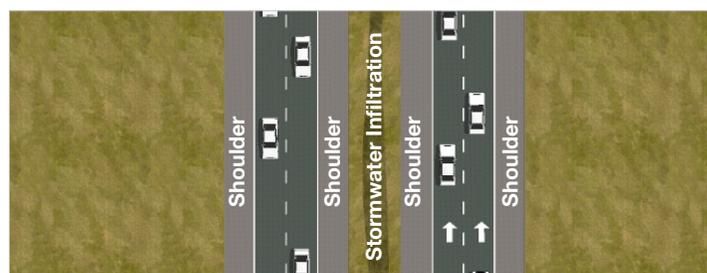
## Scenario D

In **Scenario D**, Route 53 and Route 120 are four lane tolled expressways. Travel speeds are 60 MPH along Routes 53 and 120. Grade-separated intersections allow for controlled access to adjacent roadways. The scenario footprint, potential environmental impacts, and new paved area are virtually equivalent to Scenario E.

Scenario D: Route 53 Cross-Section



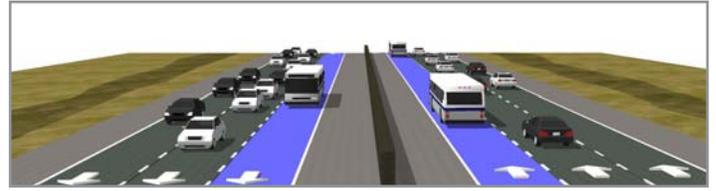
Scenario D: Route 53 Plan View



# Scenario E

In **Scenario E** both roads are tolled expressways. Route 53 is six lanes - four general travel lanes and two managed transit lanes - which can be used for bus rapid transit during peak times. Travel speeds are 60 MPH on both roads and all intersections are grade separated. This scenario is the most expensive to construct, it provides the greatest congestion relief, and is the only option with managed transit lanes. The scenario footprint, potential environmental impacts, and new paved area are virtually equivalent to Scenario D.

Scenario E: Route 53 Cross-Section



Scenario E: Route 53 Plan View

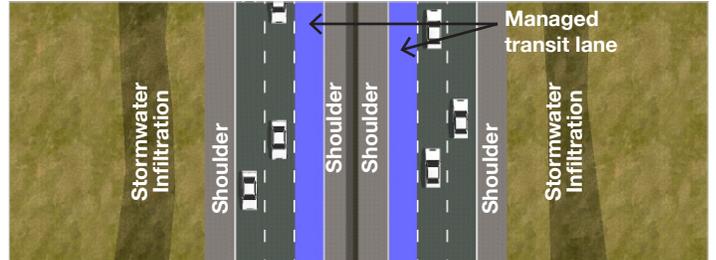
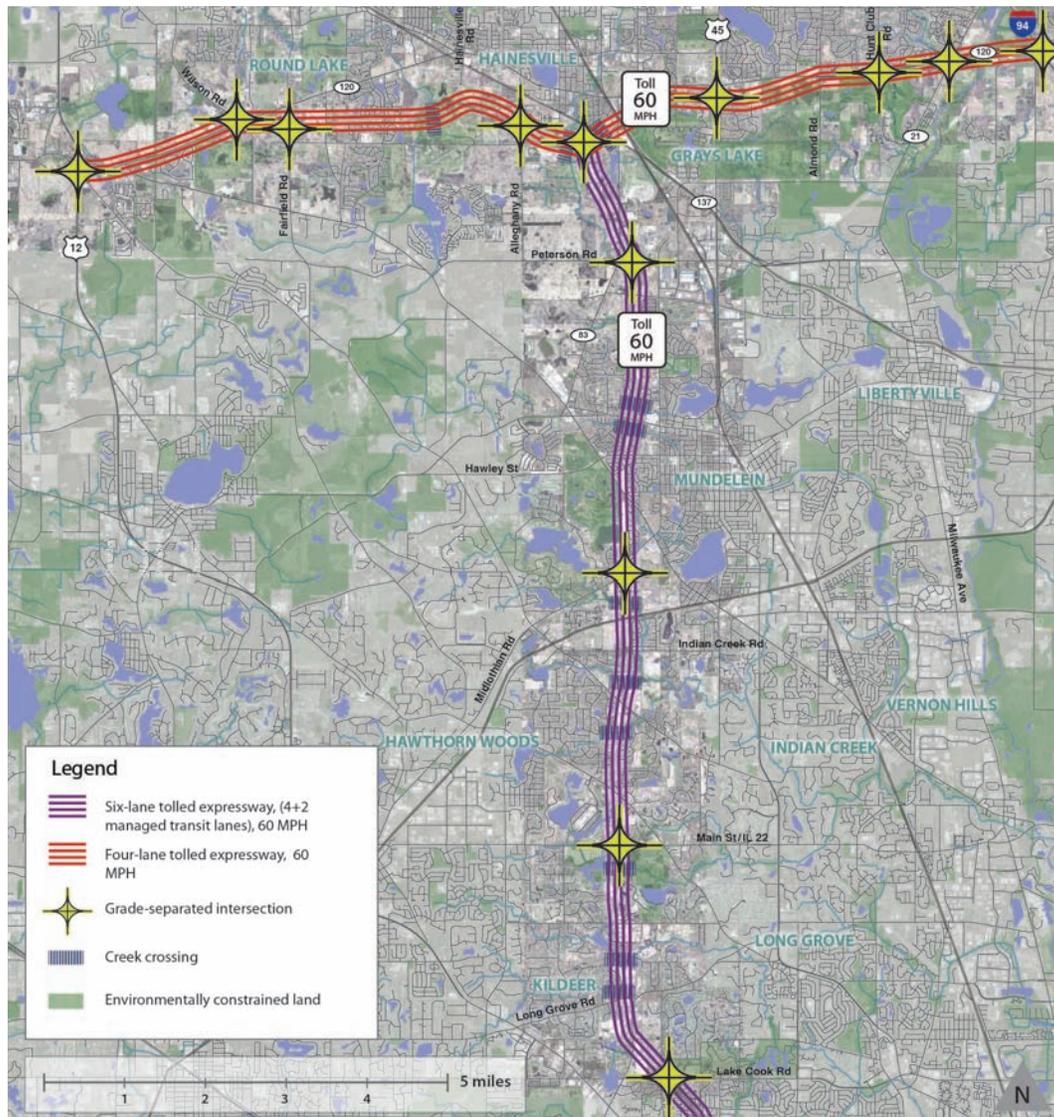


Figure 27: Scenario E Map



**Scenario E Highlights:**

- High potential environmental impacts, similar to scenario D
- Maximum new paved roadway surfaces
- Travel speed of 60 MPH
- Highest reduction in travel congestion
- Grade separated intersections along length of Routes 53 and 120
- Tolls collected on Routes 53 and 120

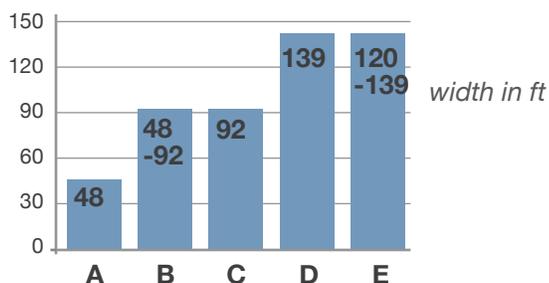
# Comparing Scenario Performance

## Indicator Evaluation

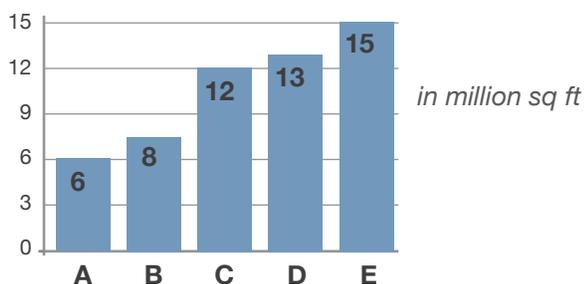
To evaluate the performance of the five initial test scenarios created for the facility, a set of indicators (or criteria) were used for comparison. The guiding principles, created earlier in the process, were integral to the scenario analysis and informed the selection of indicators and questions that were evaluated. Using indicators allows comparison in “like” terms and shows the relative benefits and costs of one solution compared to another.

### How Much Development?

1. How large is the scenario footprint?

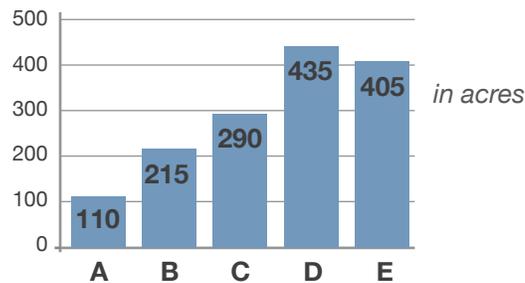


2. How much paved area is created, including travel lanes and shoulders?

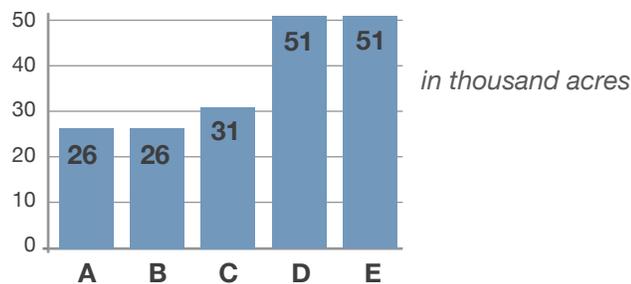


### Impact on the Environment?

3. How much environmentally sensitive land potentially could be DIRECTLY impacted?



4. How much environmentally sensitive land potentially could be INDIRECTLY impacted?

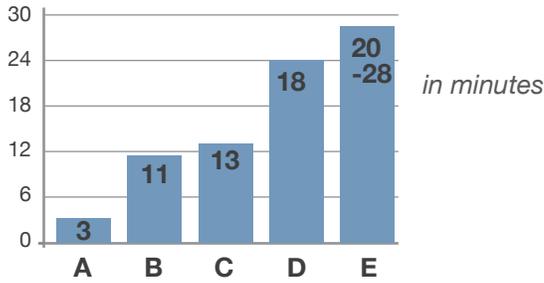


#### Notes:

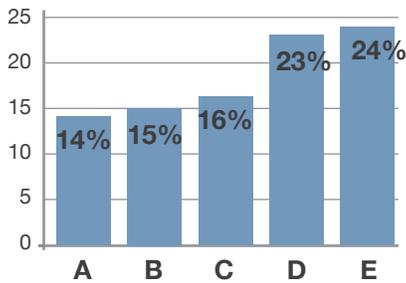
1. Approximate width of the scenario in feet (ranges are shown for scenarios that have different footprints for 53 and 120).
2. Approximate amount of pavement included in the scenario, including travel lanes and shoulders.
3. Projected acres of environmentally sensitive land that potentially could be impacted within the right of way.
4. Projected acres of environmentally sensitive land that potentially could be impacted within two miles of the right of way.

### Reduced Congestion?

5. How much time could be saved on a typical trip from Waukegan to Schaumburg?



6. What percentage of congestion reduction compared to the 2040 no-build option?



### Cost and Revenue?

7. How much will new construction cost?



8. What is the potential toll revenue?



**Notes:**

- 5. Time saved on a typical trip from Waukegan to Schaumburg. Current travel time (2010) is approximately 74 min. Future travel time (2040) under the no-build option is approximately 99 min.
- 6. Percent drop in congested vehicle hours traveled in Lake County, compared to the 2040 no-build option.
- 7. Estimated construction cost in 2020 dollars.
- 8. Estimated gross total annual revenue in 2025 (construction dollars are invested (2020) before revenue is realized (2025)).

# Design Considerations for the Environment, Community and Transportation

## Why Is Design So Important?

In a growing region like Lake County, a new road can provide increased access to new markets and alleviate congestion. The potential benefits however, will be realized by communities' coordinated planning efforts and the application of the best practices in roadway design and community integration.

New roads can have many implications – not simply transportation solutions or issues, they affect communities, local streets, and the environment around them. In addition, a new roadway presents an opportunity to influence economic development in central Lake County. There are different ways that the road design can help or hinder to attract the types of growth that local communities want. Residential growth and economic development occur in response to improved access that the road brings, particularly around interchanges. However, new roads can also stimulate rapid and unplanned development, cause increased traffic on existing roads that are not prepared, and sensitive ecological areas can be irreparably damaged. A combination of careful roadway design and coordinated planning for desired land use around new interchanges can reduce unintended consequences for nearby neighborhoods and the environment.



## Environmental Considerations

Roads have a strong impact on the land, not only directly adjacent to a new roadway, but beyond the construction zone.

### *Types of Environmental Impacts*

**Direct** – within the right of way

- Wetlands filled
- Upland forest habitat lost
- Agricultural land and grasslands lost

**Indirect** – beyond the construction zone, salt and hydrology impacts

- Wetlands impaired by runoff, salt, and watershed modifications
- Tree mortality and soil quality changes from wind-borne de-icing salt
- Erosion of downstream channels and streams

**Intrinsic** – impacts to environmental services performed by a healthy, natural landscape, provided to us at no cost by nature

- Water cleansing
- Air purification
- Pollination of crops

### **Measured Potential Impacts of a New Roadway**

- Wetland impacts
- Water resources impacts
- Upland habitat impacts
- Wildlife species and biodiversity impacts
- Threatened and endangered species impacts
- Conservation land impacts
- Noise and light impacts
- Contaminant impacts
- Agricultural land impacts

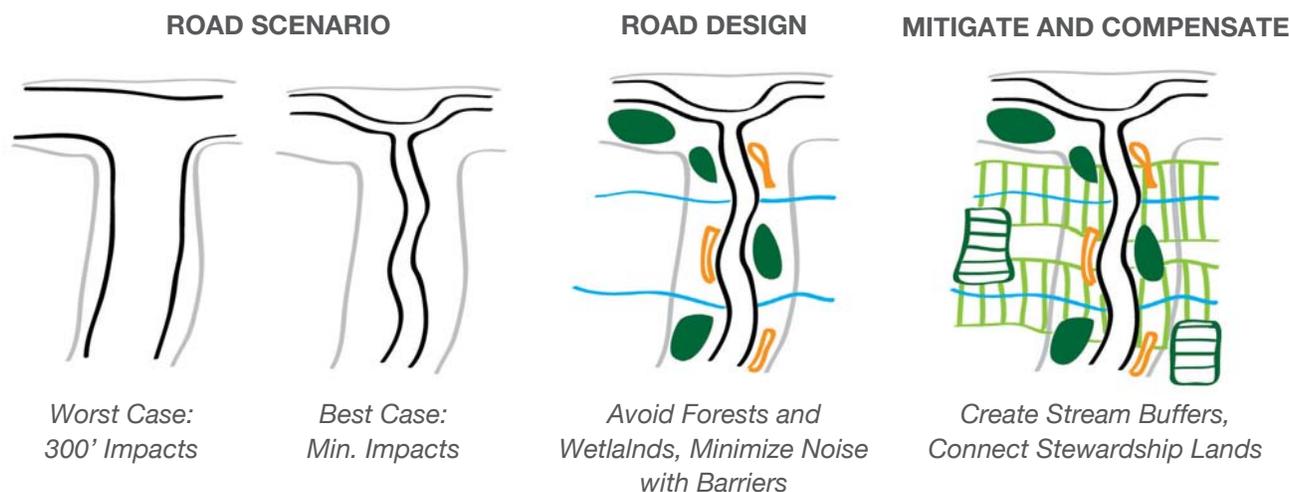


## Reducing Environmental Impacts

Several road design concepts can reduce the potential environmental impacts of a new road.

- **Steady traffic flow:** Stop and go traffic contributes disproportionately higher emissions whenever drivers are quickly accelerating or braking. Steady-flowing traffic will have reduced potential impacts.
- **Lower speed:** High speeds create more noise, spread contaminants farther (including salt and combustion byproducts), and require more paved area for the safety of drivers.
- **Smaller road:** Reducing the length and width of the new roadway will reduce the potential impacts to wetlands, nature preserves, and agricultural lands.
- **Stormwater treatment:** Capturing and treating stormwater runoff along the roadway ensures better water quality by the time the water reaches nearby wetlands, lakes and streams. This can be done by directing stormwater runoff to the median and roadside swales for capture, holding and pre-treatment, then releasing the water to nearby grasslands or wetlands for polishing.

**New road construction should follow a thoughtful process from beginning to implementation, one which seeks to protect and incorporate natural features using best practices to “avoid, minimize, mitigate and compensate.”**



## Community Considerations

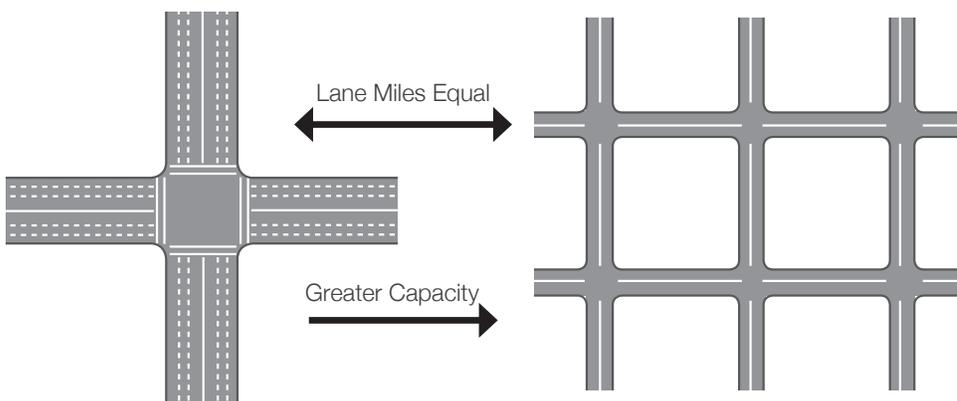
### *Roads Have a Strong Impact on Growth and Development*

- Transportation and land use affect each other.
- Integrated land use and transportation planning can reduce some of the potential negative effects of increased highway capacity.
- Development character determines which transportation options are realistic.

### *Roads Bring Change*

New roads can have a wide range of effects on the surrounding neighborhoods and commercial areas.

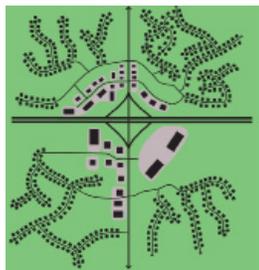
- A new road can **link people to the larger area** – people may relocate near the new highway because they can use the highway to get to work and to places to shop.
- A new road can **spur growth and development** – new businesses may open near the highway because they can access new markets.
- A new road can **refocus areas of community growth** – existing off-highway businesses may experience new challenges competing for customers.
- A new road can **introduce new traffic challenges** – traffic may concentrate around highway intersections. Without additional connections, local trips increase congestion on the highway.
- A new road can **interrupt access** – the highway may act as a barrier. Like railroad tracks or a river, it can decrease access that might have existed previously.



A connected street network reduces traffic congestion by providing multiple routes to get places. Conversely, a disconnected street network increases traffic congestion by funneling traffic onto only a few access points and streets.

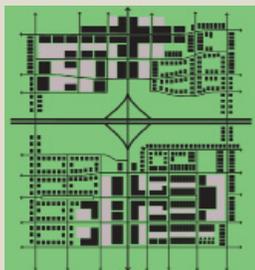
### Urban Center Land Use Patterns

Traditional



- Commercial uses radiate from the interchange
- Residential uses are separated and have few access points

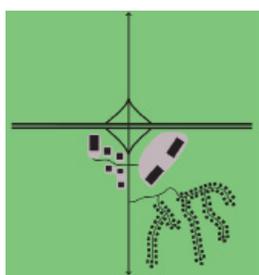
Best Practices



- Street connectivity
- Residential neighborhoods connected to commercial centers
- Mix of housing types
- Multiple road options for crossing the highway
- Parking designed behind or next to buildings in shared lots, in a park once configuration
- Buildings face street
- Space provided for future transit

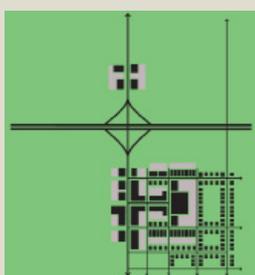
### Typical Town Center Land Use Patterns

Traditional



- Oriented to the interchange
- Residential is separated via one access point connecting to the main arterial

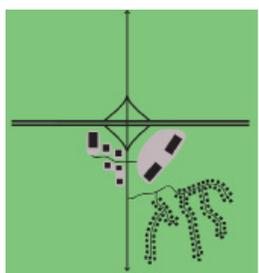
Best Practices



- Street connectivity
- Identifiable center to the community
- Residential access to commercial uses
- Mix of housing types
- Multiple road options for crossing the highway
- Buildings face street
- Space provided for future transit

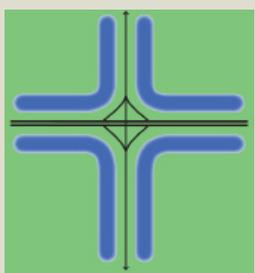
### Sensitive Natural Area Land Use Patterns

Traditional



- Development occurs without sensitivity to natural areas
- Growth may take the form of strip development along the access roads and slowly encroach on natural areas

Best Practices



- Sensitive natural areas are protected and remain undeveloped
- Other adjacent, less sensitive areas may accommodate additional development as needed

# Transportation Considerations

## *An Evolving Approach to Transportation: from “Moving Cars” to “Moving People”*

Transportation planning is evolving. Traditional principles of transportation planning aim to move cars, and when roads become choked with traffic, the traditional approach is either more pavement or more efficiency. But a range of alternate “lateral” approaches to improving the transportation system are emerging.

First is the consideration of moving people instead of moving cars. This shift in perspective opens up the wide range of multi-modal solutions that can get people to where they need to go. Second is to improve the quality of travel, to see a road not just as a connection but as a place in itself, and one that exerts great influence over nearby places (neighborhoods, vacant land, centers of employment and activity). Third, we can view traffic and congestion in a holistic way as a land use issue. The goal might change to moving fewer people fewer miles – locating housing nearer to employment centers, retail and services, grocery stores, and recreational opportunities to reduce the need for driving long distances. And finally, transportation planning is evolving to see its mission not to eliminate traffic congestion, but to manage it. Tollways are one example of the management approach. By charging a premium for greater mobility, toll roads offer drivers the option to choose whether to pay for access to roads that are typically less congested or more direct.

## *Shifting Priorities: The Access and Mobility Spectrum*

Traditional transportation planning adheres to a belief that improving the flow of traffic, known as a road’s level of service, is the central goal of the transportation system. This thinking is being revised with holistic planning that accounts for behavioral change.

The level of service does not tell the complete story of a roadway’s capacity. Actual capacity increases beyond predicted capacity when people’s behaviors change. And people change their behavior when they have viable options. Behavior change is the missing ingredient that is not traditionally included in transportation planning or analysis. Compared to the level-of-service mentality, where roadways “fail” when they reach the point of congestion, many other factors can greatly expand the system’s capacity to connect people to where they need to go.

## Conventional Approach

An approach based on automobile capacity.

### MOVE CARS

More Lanes  
More Roads  
More Cars  
System Management



# Quality Growth Approach

An approach based on human and environmental quality standards and changing patterns of use.

## IMPROVE QUALITY OF TRAVEL

Streets as Center-pieces  
Business Friendly  
Traffic Calming & Ecological Restoration  
Access, Not Mobility  
Driver-Eye View

## MOVE PEOPLE, NOT CARS

Walking  
Transit  
Biking

## MOVE LESS PEOPLE, FEWER MILES

Land Use  
Road Network  
Congestion Pricing  
Telecommuting  
Sizing of Destinations  
In-Town Living

## MANAGE, NOT "SOLVE"

Lane Limits  
Change Standards



.....

# The Council Design Workshop

## At the Workshop

After the scenarios were created, a design workshop was conducted in February for the Council members in order to discuss potential solutions and alternatives for the Route 53/120 facility and prioritize the guiding principles. At the workshop, each of the five scenarios and their indicator results were presented, along with the design considerations. Council members were asked to grapple with the issues and trade-offs related to the options available, and were encouraged to think creatively and combine elements to create “hybrid” scenarios. In the end, three hybrid scenarios were created and instant polling revealed the Council’s top three guiding principles: **innovative design solutions**, **minimize environmental impacts**, and **promote environmental enhancements and sustainable practices**.



When asked which scenario best promotes the top three principles (*innovative design solutions, minimize environmental impacts, and promote environmental enhancements and sustainable practices*), **Scenario B** was the most common choice.



**Hybrid Scenario #1 Outcomes:**

- 45 MPH, 4 lanes
- Limited Route 120 bypass
- Environmental congestion pricing
- Innovative model that conveys the character of Lake County
- Stormwater infiltration
- Consider no interchange at Long Grove due to nearby wetlands

**Hybrid Scenario #2 Outcomes:**

- “Lake County Greenway”
- 45 MPH, 4 or 6 lanes
- Consider economic development at interchanges
- Underground at Route 53/120 intersection
- Possible transit lane

**Hybrid Scenario #3 Outcomes:**

- 4 lanes
- 55 MPH at the south end, reduced to 45 MPH north of Midlothian Road
- Incorporate “wiggles” to avoid most priority sensitive areas
- Route 120 tolled for new areas only
- Aim for least environmental impact
- Include pedestrian crossings
- Noise abatement

## Workshop Outcomes

### *A Consensus (Conceptual) Scenario*

From the three hybrid scenarios created by the Council members, a consensus (conceptual) scenario emerged. A consensus scenario is not a detailed design for the facility, but will assist Council members in crafting a common vision for the future of the corridor. The consensus scenario includes common themes from the three hybrid scenarios which favored a roadway with a smaller footprint, innovative environmental mitigation and enhancements, and slower speeds.

- All three workshop scenarios opted for lower speed and smaller footprint facilities than the most extensive test scenario (scenario E).
- The Long Grove wetlands are of particular interest and concern to Council members.
- An innovative roadway design could enhance Lake County’s identity as a leader in conservation. There seemed to be strong cohesion on this point during the presentation and discussion of workshop scenario results.
- Lane management and congestion pricing (in a variety of possible forms) were very popular options. One workshop group proposed “environmental congestion pricing.”
- Any potential roadway must seriously consider and address the environmental impacts, both direct and indirect.





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# Appendix

The appendix for the Route 53/120 Project Resolution and Summary Report is available online as a PDF. To view and download these supplemental materials, as well as the Council's Resolution & Summary Report, please visit the Illinois Tollway's Community Outreach page (<http://www.illinoistollway.com/construction-and-planning/community-outreach/illinois-route-53-120-blue-ribbon-advisory-council>) or the Fregonese Associates project page ([www.fregogo.com/route53](http://www.fregogo.com/route53)).

## **Appendix A: Documents Prepared by Project Staff**

1. Eco-Restoration Memo (Mike Sands/Steve Apfelbaum)
2. Future Land Use Change Analysis and Impacts Memo (CMAP)
3. Proposed Work Plan for Central Lake County Corridor Plan (CMAP/Fregonese Associates)
4. Value Capture Analysis Memo (CMAP)
5. Lake County Sales and Motor Fuel Tax Estimates Memo (CMAP)

## **Appendix B: Letters Received in Response to the Council's Work**

6. CNT and ELPC, May 17, 2012
7. CISCO, May 16, 2012
8. Lake County Building and Construction Trades Council, May 16, 2012
9. Northwest Municipal Conference, May 16, 2012
10. Metropolitan Planning Council, May 15, 2012
11. WRD Environmental letter to Conserve Lake County, May 9, 2012
12. Village of Wauconda, May 9, 2012
13. Resolution of Support from Village of Libertyville, May 8, 2012
14. Openlands, Conserve Lake County, Lake County Audubon, May 8, 2012
15. Illinois Department of Transportation, May 7, 2012
16. Metropolitan Planning Council, April 20, 2012
17. League of Women Voters-Lake County, April 20, 2012
18. Sierra Club, NRDC and others, April 18, 2012
19. CNT and ELPC, April 18, 2012
20. David Stolman, Jeff Braiman, Maria Rodriguez, April 17, 2012
21. Village of Hainesville, April 17, 2012



## ILLINOIS ROUTE 53/120 Project Overview

The Illinois Route 53/120 Project is proposed to be a 21st century urban highway – **a modern boulevard with a small footprint to protect the natural environment and preserve the character of Lake County.** It is envisioned as a multi-modal, sustainable and innovative transportation system that will address specific needs for congestion relief and provide greater connectivity.

### The current proposal includes the following improvements:

#### Extension of Illinois Route 53 – four lanes at 45 mph

- From Lake Cook Road to just south of Illinois Route 120

#### Upgrade of existing Illinois Route 120 (west end) – four lanes

- From U.S. Route 12 to west terminus of Illinois Route 120 Bypass

#### Illinois Route 120 Bypass – four lanes at 45 mph

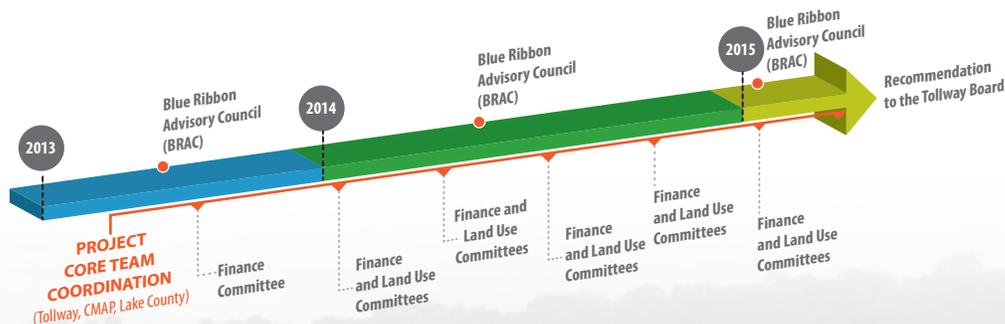
- From east of Wilson Road to east of U.S. Route 45

#### Upgrade of existing Illinois Route 120 (east end) – four lanes

- From east terminus of Illinois Route 120 Bypass to the Tri-State Tollway (I-94)

## Current Phase of Work

The current phase of this project builds on the recommendations and framework outlined by the Blue Ribbon Advisory Council (BRAC). The Illinois Tollway, the Chicago Metropolitan Agency for Planning (CMAP) and Lake County will partner on a combined, two-pronged effort to examine the feasibility of the project with respect to financing and land use. To facilitate this effort, new Finance and Land Use Committees will help provide a recommendation to the Illinois Tollway Board of Directors as to whether the Tollway should continue to move forward with the project.



To determine the feasibility, the analysis will focus on five key study areas: design, environmental, financing, operations and regulatory. CMAP's Land Use Plan will feed into the design, environmental and financing aspects of the analysis. The outcome of this effort will help to answer the overarching questions "Is the project feasible?" and "Should the Tollway build the project?"

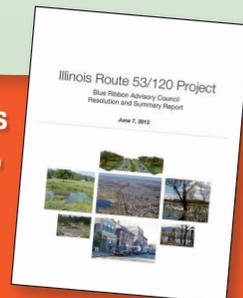


## BACKGROUND

An Illinois Route 53 northern extension has been considered since the 1960s. However, due to the lack of consensus among various interests, the project has not yet come to fruition. The Illinois Tollway established the Illinois Route 53/120 Blue Ribbon Advisory Council (BRAC) in 2011 to develop regional consensus on whether the Tollway should move forward with the project. The BRAC outlined its work and findings in the June 7, 2012 Resolution and Summary Report, which concluded that there is consensus for the Tollway to move forward with the project and provided the scope, configuration and design elements of the new roadway. The report also suggested potential methods for financing the project. The BRAC identified necessary next steps for the project, which serve as the basis for this current phase of work.

The BRAC defined a set of guiding principles to ensure the outcomes are clearly defined and the project fulfills its goals. The most important of these principles is to use innovative and environmentally beneficial design solutions to strike a balance between improving mobility and access while minimizing negative environmental and long-term developmental impacts.

To view the BRAC's recommendations, as captured in the **June 2012 Resolution and Summary**, please go to the "Construction/Planning" section of [www.illinoistollway.com](http://www.illinoistollway.com) click on "Community Outreach", then click on "Illinois Route 53/120."



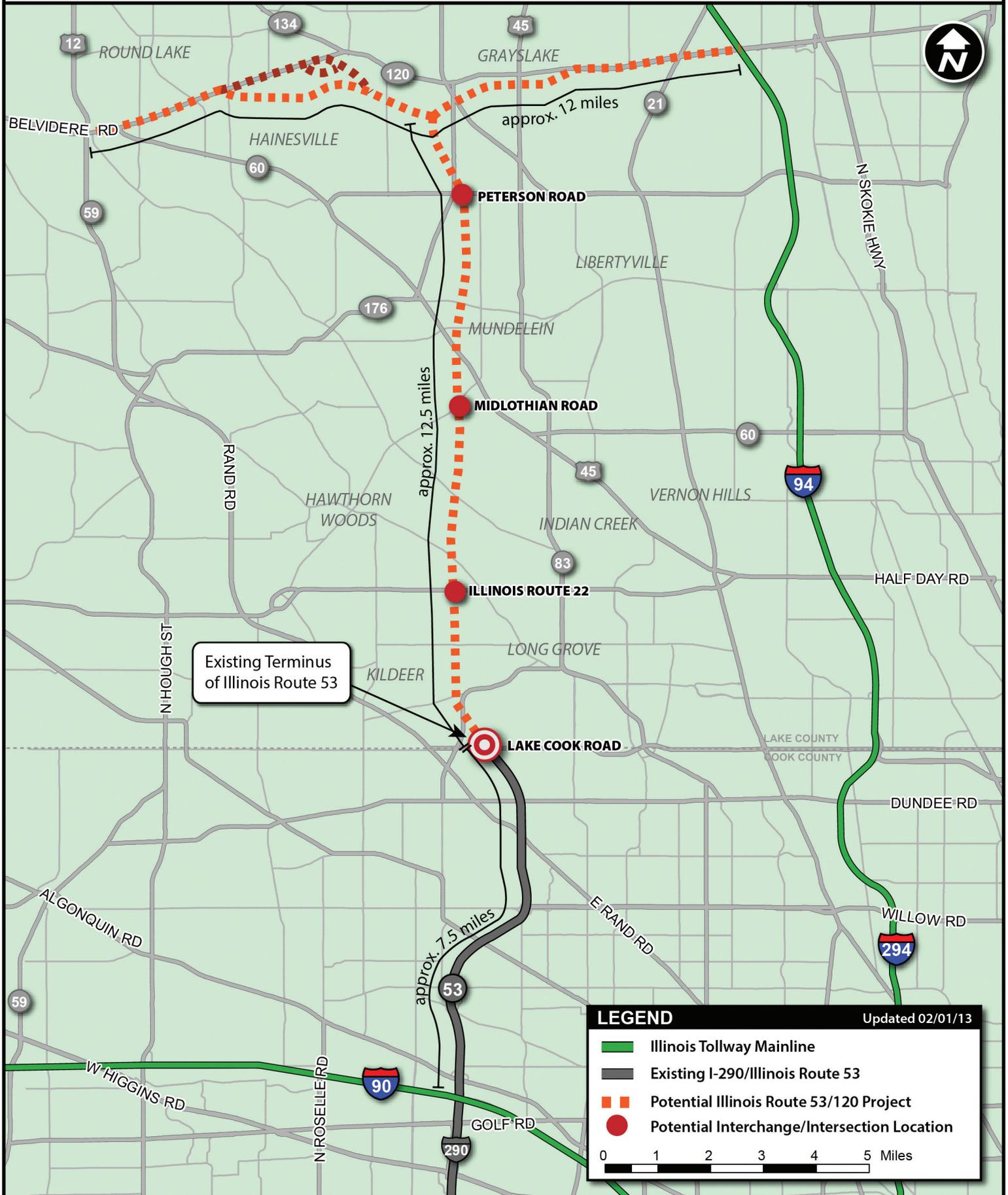
Chicago Metropolitan  
Agency for Planning



Lake County

Printed on recycled paper.

# Potential Illinois Route 53/120 Project



DRAFT

As of February 2013, subject to change.



*Move Illinois:  
The Illinois Tollway Driving the Future*

# NEWS

**FOR IMMEDIATE RELEASE**

**March 12, 2015**

**ADVISORY COMMITTEE VOTES TO RECOMMEND FUNDING PLAN  
FOR THE ILLINOIS ROUTE 53/120 PROJECT**

*Committee also recommends the Illinois Tollway lead additional studies  
needed to move the project forward*

**DOWNERS GROVE, IL** – A committee convened by the Illinois Tollway today voted on recommendations to fund the extension of Illinois Route 53 north into Lake County and to support Tollway-led work to keep the project moving forward.

With a vote of 21-2, the project's Finance Committee approved a package of funding recommendations that are projected to generate between \$745 million to \$993 million toward the Illinois Route 53/120 Project. The recommendations also request that the Illinois Tollway move forward with the next engineering and environmental studies required to advance the project. These studies would include a comprehensive examination of the roadway alignment, access points, design, project impacts and mitigation issues well before construction.

The recommendations would help close the funding gap created from the difference between the project's cost – estimated at \$2.35 billion to \$2.65 billion in 2020 dollars – and toll revenue generated from the project. The Illinois Route 53/120 Project is proposed to be a 21<sup>st</sup> century urban highway in central Lake County – a modern boulevard with a small footprint to protect the natural environment and preserve the character of the area while addressing the need for congestion relief and greater connectivity.

Because tolling the roadway itself is expected to generate only \$250 million to \$330 million in bonding capacity, the committee sought additional ways to fund the project through a variety of local sources and innovative revenue streams.

Key elements of the committee's recommendations include:

- Leveraging a portion of the increase in adjacent, new non-residential land values to financially support the protection and restoration of natural resources in the corridor via an Environmental Restoration and Stewardship Fund.
- Adding Lake County to the state's current 4-cent-per-gallon county motor fuel tax and committing 50 percent of revenues to the Illinois Route 53/120 Project (the other 50 percent would be committed to other transportation priorities in Lake County).
- Indexing and congestion pricing of tolls along Illinois Route 53/120 as a pilot for eventual implementation along the entire Tollway system.
- Restructuring tolls along the Tri-State Tollway (I-94) in Lake County to raise revenue, improve tolling equity and mitigate and minimize diversion onto local roads. This could be accomplished by adding a new mainline toll plaza and/or tolling existing I-94 access points that are not currently tolled.

“Planning for the extension of Illinois Route 53 has been stalled for years due to various funding challenges and a lack of consensus,” said Lake County Board Chair Aaron Lawlor. “Today’s vote of approval represents a major step forward in order to make the project a reality and address a critical transportation need in Lake County.”

“These recommendations in combination with the project’s land use work will enable us to advance a truly innovative transportation solution for central Lake County,” said BRAC Co-chair George Ranney. “This is a project that protects community and environmental concerns while creating a ‘modern parkway’ envisioned for the region by local and regional leaders.”

In 2012, the Illinois Route 53/120 Blue Ribbon Advisory Council (BRAC), made up of local elected officials, transportation and planning agencies and a diverse group of environmental, civic, business and labor representatives, reached a regional consensus recommending the Illinois Tollway move the project forward as a 21<sup>st</sup> century “modern boulevard” with design and environmental requirements that will protect the natural environment while preserving the character of Lake County. The Illinois Tollway, Lake County and the Chicago Metropolitan Agency for Planning (CMAP) have been partnering on the current phase of analysis to examine the feasibility of the project with respect to financing and land use for the proposed new roadway.

“The Illinois Tollway appreciates the time and effort volunteered by these community leaders who remain committed to building the Illinois Route 53/120 Project,” said Illinois Tollway Executive Director Kristi Lafleur. “Their recommendations will be critical in helping our Board review this project to determine if and how the agency should proceed.”

The funding recommendations are outlined in a report that will be presented to the Illinois Tollway Board of Directors for consideration. The Tollway Board will review the report and decide if and how the agency should proceed.

To view the committee’s report and other documents related to the BRAC’s previous work, visit to the “Construction/Planning” section of [www.illinoistollway.com](http://www.illinoistollway.com) and select “Community Outreach.”

### **Illinois Route 53/120 Finance Committee**

Aaron Lawlor	Lake County and Co-Chair BRAC
George Ranney	Co-Chair, BRAC
Charles Witherington-Perkins	Village of Arlington Heights
Jeffrey Braiman	Village of Buffalo Grove
Michael Ellis	Village of Grayslake
Stephen Park	Village of Gurnee
Linda Soto	Village of Hainesville
Joseph Mancino	Village of Hawthorn Woods
Mike Talbett	Village of Kildeer
Tom Poynton	Village of Lake Zurich
Matt Dabrowski	Village of Lakemoor
Heather Rowe	Village of Libertyville
Angie Underwood	Village of Long Grove
Steve Lentz	Village of Mundelein
Jim Schwantz	Village of Palatine
Tom Rooney	Village of Rolling Meadows

George Monaco  
Linda Lucassen  
Dave Brown  
Burnell Russell  
Doug Maxeiner  
Wayne Motley  
John Yonan  
Jim Heisler  
David Stolman  
Brad Leibov  
Michael Stevens  
Marty Buehler

Village of Round Lake  
Village of Round Lake Park  
Village of Vernon Hills  
Village of Volo  
Village of Wauconda  
City of Waukegan  
Cook County Department of Transportation and Highways  
McHenry County  
BRAC Founding Co-Chair  
Liberty Prairie Foundation  
Lake County Partners  
Lake County Transportation Alliance

**About *Move Illinois***

The Illinois Tollway's 15-year, \$12 billion capital program, *Move Illinois: The Illinois Tollway Driving the Future*, will improve mobility, relieve congestion, reduce pollution, create as many as 120,000 jobs and link economies across the Midwest region. *Move Illinois* will address the remaining needs of the existing Tollway system; rebuild and widen the Jane Addams Memorial Tollway (I-90) as a state-of-the-art 21st century corridor; construct a new interchange to connect the Tri-State Tollway (I-294) to I-57; build a new, all-electronic Elgin O'Hare Western Access and fund planning studies for the Illinois Route 53/120 Project, Illiana Expressway and other emerging projects.

**About the Illinois Tollway**

The Illinois Tollway is a user-fee system that receives no state or federal funds for maintenance and operations. The agency maintains and operates 286 miles of interstate tollways in 12 counties in Northern Illinois, including the Reagan Memorial Tollway (I-88), the Veterans Memorial Tollway (I-355), the Jane Addams Memorial Tollway (I-90) and the Tri-State Tollway (I-94/I-294/I-80).

###

ATTACHMENT 6

# Illinois Route 53/120

## Feasibility Analysis | March 2015

## Final Voting Record

The official voting record of the Finance Committee’s decision to approve the Final Report and Recommendations is below. Votes were cast in-person at the Finance Committee’s final meeting on March 12, 2015.

Vote	Name/ Representing	Vote	Name/ Representing
Yes	Aaron Lawlor, Lake County	Yes	Dave Brown, Village of Vernon Hills
Yes	Jeffrey Braiman, Village of Buffalo Grove	Yes	Burnell Russell, Village of Volo
Yes	Michael Ellis, Village of Grayslake	Yes	Frank Bart, Village of Wauconda
Yes	Stephen Park, Village of Gurnee	Yes	Wayne Motley, City of Waukegan
Yes	Linda Soto, Village of Hainesville	Yes	John Yonan, Cook County Department of Transportation and Highways
No	Joseph Mancino, Village of Hawthorn Woods	Yes	Charles Witherington-Perkins, Village of Arlington Heights
Yes	Mike Talbett, Village of Kildeer	Yes	Jim Heisler, McHenry County
Yes	Tom Poynton, Village of Lake Zurich	Yes	David Stolman, BRAC Founding Co-Chair
Yes	Matt Dabrowski, Village of Lakemoor	Yes	Brad Leibov, Liberty Prairie Foundation
Yes	Terry Weppler, Village of Libertyville	Yes	Michael Stevens, Lake County Partners
Yes	Steve Lentz, Village of Mundelein	Yes	Marty Buehler, Lake County Transportation Alliance
No	George Monaco, Village of Round Lake		

George Ranney, Co-Chair, BRAC – Recuse

Angie Underwood, Village of Long Grove – Abstain

Linda Lucassen, Village of Round Lake Park – Abstain

***A motion was made by Aaron Lawlor, Lake County and seconded by David Stolman, BRAC Founding Co-Chair to finalize and adopt the final report as drafted and to submit the report for the Tollway Board’s consideration.***

## Team Acknowledgements

The Illinois Tollway worked in partnership with the Chicago Metropolitan Agency for Planning (CMAP) and the Lake County Division of Transportation in implementing the work of the Finance Committee. In addition to Tollway consultants TranSystems, Christopher B. Burke Engineering, and Parsons Brinckerhoff, others also assisted in the Committee’s work, including Public Financial Management, AECOM, and CDM Smith.

# Table of Contents

## Finance Committee Final Report and Recommendations

### Volume 1

<b>Executive Summary</b> .....	7
<b>1.0 Background and Introduction</b> .....	11
<b>2.0 Finance Committee Process</b> .....	11
<b>3.0 Project History: A brief look back at how we got here</b> .....	15
<b>4.0 Need for Project: Why it is important to work together</b> .....	17
<b>5.0 A New Look at Project Benefits</b> .....	21
5.1 <i>Market Demand</i> .....	21
5.2 <i>Congestion Relief</i> .....	22
5.3 <i>Travel Time Savings</i> .....	22
<b>6.0 Assessing Project Scope and Cost</b> .....	23
6.1 <i>BRAC Design Standards</i> .....	25
6.2 <i>BRAC Environmental Performance Standards</i> .....	25
6.3 <i>BRAC Proposed Environmental Restoration and Stewardship Fund</i> .....	26
<b>7.0 Establishing the Project Funding Gap</b> .....	27
<b>8.0 Finance Committee: Funding Options and Findings</b> .....	29
8.1 <i>First Understanding the Landscape: Financial Realities</i> .....	29
8.2 <i>A Good Starting Point: BRAC Proposed Funding Options</i> .....	30
8.3 <i>Digging into Details: Finance Committee Working Groups</i> .....	31
8.3.1 <i>Tolling Options along Illinois Route 53/120</i> .....	31
8.3.2 <i>Tolling Strategies along I-94 in Lake County</i> .....	32
8.3.3 <i>Combined Effect of Tolling Strategies for Illinois Route 53/120 and for I-94</i> .....	33
8.3.4 <i>Financing Options</i> .....	33
8.3.5 <i>Lake County Motor Fuel Tax</i> .....	34
8.3.6 <i>Value Capture</i> .....	35
8.4 <i>Compilation of Working Group Findings</i> .....	36
<b>Finance Recommendations</b> .....	39
<b>9.0 Final Recommendation</b> .....	39
9.1 <i>Innovative Local Contribution</i> .....	40
9.2 <i>Local Support for Innovative Tolling Strategies</i> .....	41
9.3 <i>State Contribution is Essential</i> .....	42
9.4 <i>Seek Federal Funding</i> .....	42
9.5 <i>Allocation of Funding</i> .....	42
9.6 <i>A Financially Sustainable Tollway System</i> .....	43
9.7 <i>Legislative Action Required</i> .....	43
9.8 <i>Continued Stakeholder Commitment and Involvement Required</i> .....	43
<b>Conclusion</b> .....	45
<b>Attachment A</b> .....	47
<b>Attachment B</b> .....	51

### Volume 2

<b>Appendix A – Finance Committee Meetings</b>	
<b>Appendix B – Lake County Tolling and Motor Fuel Tax Working Group</b>	
<b>Appendix C – Value Capture Working Group</b>	
<b>Appendix D – Environmental Restoration and Stewardship Fund Working Group</b>	
<b>Appendix E – User Survey Report</b>	

The proposed Illinois Route 53/120 project offers the opportunity to dramatically improve mobility for people and businesses and to grow the economies of Lake County communities and the entire region. The Chicago Metropolitan Agency for Planning (CMAP) in the GO TO 2040 Regional Comprehensive Plan ranked this project the highest among all priority projects in its effect on region wide congestion. However, for several decades, it has been impossible to create broad consensus behind the project because of different perceptions about whether the benefits of an Illinois Route 53/120 project would be outweighed by the negative impacts to local communities and to the unique natural resources of the area. For the first time, thanks to the pivotal work of the Blue Ribbon Advisory Council (BRAC), there is now broad consensus about the parameters under which this project could proceed and have the support of a wide spectrum of people and organizations that care about Lake County's future. This strategic project is closer than it ever has been to being implemented.

The next phase of moving this project forward has been proceeding through the work of two committees – the Finance Committee and the Land Use Committee. The Finance Committee was formed and tasked to determine the project's financial feasibility and to develop a recommendation to the Illinois Tollway Board concerning how the project could be funded.

Based on the Tollway's Feasibility Analysis, the project is estimated to cost between \$2.3 billion to \$2.65 billion. The revenues from the road itself are expected to support \$250 million to \$330 million in bonding capacity to support the cost of the road (all dollar values expressed in year 2020 dollars).

Understanding the realities of existing funding sources, the Finance Committee recognizes that a successful financial plan for the Illinois Route 53/120 project must rely on a variety of funding sources, including new revenue streams. Consequently, the Finance Committee supports and recommends the following funding tools for the project:

### **Value Capture:**

This method involves the creation of a new and innovative funding mechanism (the Sustainable Transportation Fund) that would collect 25 percent of the increase in real estate tax revenue from parcels of land close to the road developed for non-residential purposes upon the project's adoption in an official Tollway capital plan. The revenue would be directed to the Environmental Restoration and Stewardship Fund that is an integral part of the BRAC's recommendation for the project.

**(\$81 million - \$108 million, 2020 dollars in net present value)**

### ***County Motor Fuel Tax:***

Lake County should be added to the group of Illinois counties that already have a state administered four cents per gallon county option fuel tax. Lake County would commit 50 percent of revenues from this funding source to the Illinois Route 53/120 project, while the other 50 percent would be committed to other transportation priorities in Lake County with the highest priority being the U.S. Route 41 corridor as identified in the Lake County Consensus Plan.

**(\$34 million - \$45 million, 2020 dollars in bonding capacity)**

### ***Innovative Tolling Strategies:***

Indexing and congestion pricing of tolls are strategies recommended for the proposed road as a pilot for eventual implementation along the entire Tollway system. Also, restructuring tolls along I-94 in Lake County is recommended in order to raise revenues for the project, to improve tolling equity, and to mitigate and minimize diversion onto local roads.

**(\$380 million - \$510 million, 2020 dollars in bonding capacity)**

### ***State Commitments:***

The Committee recommends that the project be delineated as a priority in future state capital bills and that the Illinois Department of Transportation (IDOT) complete all future needed land acquisition and ensure that land already acquired by IDOT be dedicated to the project in recognition of the project's benefit to the state's economy.

### ***Tollway System Commitments:***

The Committee recommends that the project be identified as the Tollway's next top priority for new projects beyond the Tollway's current *Move Illinois* Program, and that the Tollway should evaluate system revenues needed to both fully fund this project and maintain a financially sustainable Tollway system.

In total, along with the base tolls from the road itself, the recommended funding options are estimated to generate between \$745 million to \$993 million to fund the project (2020 dollars). This leaves a funding gap of \$1.36 billion to \$1.91 billion to be addressed through system toll revenues.

The recommendations made by the Finance Committee come after the investment of a tremendous amount of time and energy by its diverse members which reflects the broad consensus that the BRAC was able to generate. The Finance Committee believes this report will continue to build momentum for the project. Yet, many challenges remain. The Finance Committee believes leaders of not only Lake County, but also the membership from the BRAC, Illinois Department of Transportation, and the Illinois Tollway will need to continue to focus on this project so that it stays at the forefront of legislative and political discussions. This Committee concludes its work recognizing that additional analysis and work beyond that of this Committee will bring greater definition to how these funding concepts could be feasibly enabled and

effectively implemented. Further, the Committee encourages the Tollway to recognize the need for completion of the Corridor Land Use Plan and a Phase One Engineering and Environmental analysis to more comprehensively examine issues of roadway alignment, access points, design, project impacts and mitigation prior to initiating construction.

## Section 1.0 Background and Introduction

An Illinois Route 53 northern extension has been considered since the 1960s. However, due to the lack of consensus among various interests, the project has not yet come to fruition. In 2011, the Illinois Tollway (“Tollway”) initiated a unique planning process and created a Blue Ribbon Advisory Council (BRAC) to establish a program for a road that would lead to consensus on whether the Tollway should move forward with the project. In a remarkably cooperative and creative process, the BRAC successfully developed that framework which led to the adoption of the June 2012 *Resolution and Summary Report* (BRAC Report). The BRAC recommendations lay out a blueprint for the extension to be a 21<sup>st</sup> Century “modern boulevard” with design and environmental requirements that will protect the natural environment while preserving the character of Lake County. This represented a significant shift in how the County and State envision meeting Lake County’s transportation needs. Next steps outlined by the BRAC included the development of a corridor land use plan as well as a detailed financial plan in coordination with local governments. As a result, a Land Use Committee (led by the Chicago Metropolitan Agency for Planning, “CMAP”) and a Finance Committee (led by the Tollway) were formed.

## Section 2.0 Finance Committee Process

In October 2013, the Illinois Route 53/120 Finance Committee was formed and tasked to determine the project’s financial feasibility and to develop a recommendation to the Tollway Board concerning how the project could be funded. The committee was composed of county and local elected officials as well as representatives of local stakeholders (Table 1). The Finance Committee builds from the final recommendations of the BRAC as captured in the BRAC Report, recognizing its call for “an innovative funding plan for an innovative road.” Technical analysis and research required by the Finance Committee to help inform decision making were conducted through the Tollway’s Illinois Route 53/120 Feasibility Analysis consultants.

As part of the Tollway’s Feasibility Analysis, a concept level cost refinement was provided to the Finance Committee to confirm the major project elements and the total project cost. Also, the Tollway developed new toll revenue forecasts and bonding capacity estimates so the Committee could identify the project funding gap that needed to be addressed. These findings formed the basis for establishing three working groups to efficiently focus on topics that warranted more in-depth analysis and discussion. These working groups were: Lake County Tolling and Motor Fuel Tax, Value Capture, and Environmental Restoration and Stewardship Fund. In total, the Finance Committee and its working groups convened in over 20 meetings to evaluate a broad spectrum of funding options to better define how options might function, and to develop a viable package of funding recommendations for the Tollway Board’s consideration. Details of each of the Committee and working group meetings can be found in Appendices A-D.

To ensure an open, transparent and inclusive process, meetings of the Finance Committee and its working groups were all conducted in accordance with the Open Meetings Act and a time for public comment was made at the end of each meeting. The public was made aware of all meetings in advance, and minutes and presentations were made available on the Tollway's website.

**Table 1: Finance Committee Membership**

Representing	Name	Alternate	Working Group Member
Co-Chair	Chris Meister *		
Co-Chair	Doug Whitley *		
Lake County	Aaron Lawlor		T,V,E
Co-Chair, BRAC Metropolis Strategies	George Ranney	Jim LaBelle	E
Village of Arlington Heights	Tom Hayes	Charles Witherington-Perkins	V
Village of Buffalo Grove	Jeffrey Braiman	Jeffrey Berman	V
Village of Grayslake	Michael Ellis		V
Village of Gurnee	Stephen Park		T
Village of Hainesville	Linda Soto	Al Maiden	
Village of Hawthorn Woods	Joseph Mancino		V
Village of Kildeer	Mike Talbett		E
Village of Lake Zurich	Tom Poynton		V
Village of Lakemoor	Todd Weihofen	Matt Dabrowski	
Village of Libertyville	Terry Weppler	Heather Rowe	V
Village of Long Grove	Angie Underwood	Joseph Barry / David Lothspeich	E
Village of Mundelein	Steve Lentz	Dawn Abernathy	V
Village of Palatine	Jim Schwantz		
Village of Round Lake	George Monaco	Dan MacGillis	T
Village of Round Lake Park	Linda Lucassen		
Village of Vernon Hills	Roger Byrne	Dave Brown	E
Village of Volo	Burnell Russell	Eric Tison	T
Village of Wauconda	Frank Bart	Doug Maxeiner	
City of Rolling Meadows	Tom Rooney	Barry Krumstock	
City of Waukegan	Wayne Motley	Noelle Kischer-Lepper	V
Cook County Department of Transportation and Highways	John Yonan	Jennifer Killen / Mike Streitmatter	T
McHenry County	Jim Heisler		T
BRAC Founding Co-Chair	David Stolman		T
Liberty Prairie Foundation	Brad Leibov		E
Lake County Partners	Michael Stevens		V
Lake County Transportation Alliance	Marty Buehler	Suzanne Zupec	T
Illinois Department of Transportation	Erica Borggren *	Tony Small *	T
Federal Highway Administration	Robin Helmerichs *	Mike Hine *	T

T = Lake County Tolling and Motor Fuel Tax Working Group

V = Value Capture Working Group

E = Environmental Stewardship Fund Working Group

\* = Non-Voting Member

## Section 3.0 Project History: *A brief look back at how we got here*

The need for an improved transportation system in Lake County has been part of transportation planning efforts for northeastern Illinois dating back to 1962, when regional plans first identified the “Lake-Will Expressway” as a north-south circumferential interstate route. The north section of this route from Lake Cook Road to Interstate 94 has more recently come to be known as the Illinois Route 53/120 project in Lake County. These planning efforts stalled in the past due to funding challenges and lack of consensus. However, with continuing development in Lake County, and in particular central Lake County, as well as overall growth in the northeast Illinois region, traffic congestion continues to worsen. That has compelled local and regional leaders to concentrate even more on the extension of Illinois Route 53 into Lake County combined with the improvement of traffic capacity along the east-west Illinois Route 120 corridor.

The key elements of these planning efforts are summarized below:

### **Late 1960s**

Construction of Illinois Route 53 up to Dundee Road.

### **1970 to 1990**

Two environmental studies of the north extension initiated but discontinued. The Illinois Department of Transportation (IDOT) begin purchasing property for the proposed route. Approximately 65 percent of the needed right-of-way is currently owned by the State of Illinois.

### **Late 1980s**

Construction of Illinois Route 53 from Dundee Road to Lake Cook Road.

### **1998 to 2001**

A Draft Environmental Impact Statement (DEIS) was prepared as a joint effort by IDOT and the Tollway, referred to as the Lake County Transportation Improvement Project (LCTIP). The LCTIP completed a county-wide needs assessment, with two finalist alternatives emerging (Illinois 83/U.S. Route 45/U.S. Route 12 and Illinois Route 53 highway extension). The DEIS was presented at a Public Hearing in 2001, but the project did not advance further due to a lack of consensus.

### **2006**

Lake County officials establish the Route 120 Corridor Planning Council (CPC), which developed the Illinois Route 120 Unified Vision Plan which included a four-lane boulevard as the preferred design. The plan recognized the possibility of the Illinois Route 53 extension moving forward and recommended an access controlled roadway along the Illinois Route 120 corridor, if that occurred.

## **2009**

With increasing travel demand and congestion, and with concern that congestion was at or approaching economically damaging levels, Lake County included an advisory referendum in April asking if voters would support the extension of Illinois Route 53 to central Lake County. Nearly 76 percent of the voters supported that advisory referendum.

## **2010**

The Chicago Metropolitan Agency for Planning (CMAP) identified the Illinois Route 53 extension and Illinois Route 120 improvements as a priority transportation project in the GO TO 2040 Comprehensive Regional Plan.

## **2011**

The Tollway created the BRAC to establish a program for a road that would lead to broad consensus on whether the Tollway should move forward with the project. The BRAC issued their *Resolution and Summary Report* in June 2012, which laid out a blueprint for a 21<sup>st</sup> Century “modern boulevard” with design and environmental requirements that will enable the road to meet the County’s transportation needs while protecting the natural environment and preserving the community character of Lake County. Next steps outlined by the BRAC included the development of a corridor land use plan as well as a detailed financial plan in coordination with local governments.

## **2013**

Building on the recommendations in the *BRAC Resolution and Summary Report*, the Tollway and CMAP initiated a project Feasibility Analysis and Corridor Land Use Plan, respectively.

## **2013-14**

To provide guidance to the Tollway and CMAP in their efforts, a Finance Committee and a Land Use Committee were formed to provide a recommendation to the Illinois Tollway Board of Directors as to whether the Tollway should continue to move forward with the project.

While challenges remain, the combination of an unprecedented degree of collaboration and creative thinking about the nature of the road system has brought the vision of the Illinois Route 53/120 project closer to realization than ever before.

## Section 4.0 Need for Project: *Why it is important to work together*

Since the transportation planning efforts for an Illinois Route 53/120 project began in the 1960s, the population in Lake County has almost doubled, and it is projected to increase an additional 30 percent by the year 2040 (Table 2). Employment within Lake County has also experienced a similar increase over the years and is projected to increase an additional 28 percent by the year 2040 (Table 3).

**Table 2: Lake County Population Statistics**

Year	Population <sup>1</sup>	% Increase
1970	383,000	--
1990	516,000	35%
2010	703,000	36%
2040	914,000	30%

<sup>1</sup> Source: 1970-2010 US Census Bureau Data; CMAP GO TO 2040 (updated 2014). Rounded to nearest 1,000.

**Table 3: Lake County Employment Statistics**

Year	Employment <sup>1</sup>	% Increase
1970	116,000	--
1990	229,000	97%
2010	315,000	38%
2040	402,000	28%

<sup>1</sup> Source: 1970-2010 US Census Bureau Data; CMAP GO TO 2040 (updated 2014). Rounded to nearest 1,000.

As a result of this growth, travel demand in Lake County has also increased, well outpacing transportation improvements in Lake County. Traffic congestion in Lake County has become significant in many locations, particularly in the central part of the County. Congestion is no more evident than at the southern border of Lake County where about 100,000 vehicles each week day use existing Illinois Route 53.

Recognizing the need to alleviate congestion in this part of the region, CMAP included the Illinois Route 53/120 project in the GO TO 2040 Plan as one of five new Priority Capital Projects. The GO TO 2040 Plan indicates that of all the capital projects considered, the Illinois Route 53/120 project would have the highest congestion reduction benefits and the largest economic impacts in the region.

Lake County government has also placed great emphasis on the Illinois Route 53/120 project. Two of the primary goals of the Lake County Board's Strategic Plan of 2013 were enhancing economic opportunities along with reducing congestion and improving transportation<sup>1</sup>. Lake County's 2040 Transportation Plan, adopted by its Board in June 2014, includes the Illinois Route 53/120 project as part of the baseline of improvements, in line with GO TO 2040. As shown in Figure 1, if the Illinois Route 53/120 project is not completed by 2040, nearly half of the major roadways in the county will be deficient, indicating a strong need for additional north-south capacity, and additional capacity along east-west corridors such as Illinois Route 120.



<sup>1</sup> From Lake County website <https://prezi.com/fnn1eoomcr3w/lake-county-strategic-plan-progress-report/>



## Section 5.0 A New Look at Project Benefits

### 5.1 Market Demand

Given the unique nature of the BRAC recommendation which calls for a smaller capacity (four lane) and lower speed (45 miles per hour) tolled facility, many questioned the willingness of travelers to pay tolls to use the new road as well as the project's ability to effectively achieve its congestion relief and mobility goals. As a result, an early task in the Tollway's Feasibility Analysis was to conduct a user survey to gain feedback from potential users of the proposed roadway and to thereby establish an objective market assessment. Unlike public opinion polls where the objective of the survey is to assess a population's attitudes and beliefs, the user survey was a stated preference survey which assessed a consumer's preference when faced with constraints and trade-offs. In this case, the constraints and trade-offs were cost (tolls to use the road) and time (achieved travel time savings). The user survey yielded nearly 9,000 completed surveys which provided an indication of the travelers' willingness to pay tolls and propensity to use the Illinois Route 53/120 Project (Appendix E).

The results of the survey were integrated into CMAP's Pricing Model<sup>2</sup>, validated to ensure replication of existing traffic count information in Lake County, to estimate future traffic and potential toll revenue for the proposed roadway. Based on this new analysis, travel demand models estimate that the 2040 maximum traffic volume is 62,000 vehicles a day, when assumed as a four lane, access controlled facility, with a 45 miles per hour (mph) speed limit, tolled at 20 cents per mile for passenger cars. In other words, the survey results and forecast models indicate that travelers are indeed willing to pay to use the new road even if configured as a four-lane, 45 mph roadway as proposed by the BRAC. The proven demand for this road results in congestion relief and travel time savings as discussed below.

...the survey results and forecast models indicate that travelers are indeed willing to pay to use the new road even if configured as a four-lane, 45 mph roadway...

<sup>2</sup> Activity-Based Model for Highway Pricing Studies at CMAP<sup>2</sup>, prepared by PB Americas for the Chicago Metropolitan Agency for Planning, October 2011.

## 5.2 Congestion Relief

The project is expected to provide improved accessibility for central Lake County and improved mobility throughout the corridor. CMAP's GO TO 2040 Regional Comprehensive Plan ranked this project the highest among all priority projects in its effect on region wide congestion, reducing congested vehicle hours of travel by 64,000 hours daily on a regional basis. The project also has a significant benefit to local roads by reducing the number of congested vehicle hours in the corridor by 40,000 in 2040. Efforts through the Feasibility Analysis confirm extensive congestion relief on local roads throughout Lake County.

## 5.3 Travel Time Savings

With regard to travel time savings, the Feasibility Analysis estimated future travel times for a sampling of origin-destination pairs. As seen in Table 4, under a future no-build scenario, travel times are expected to continue to climb due to continued population and employment growth. But in the scenarios where the Illinois Route 53/120 project is built, travel time reductions of up to 30 percent for some trips are realized. For example, in 2040, a trip from Grayslake to Schaumburg will drop from 98 minutes to 68 minutes due to the road, a savings of 31 percent.

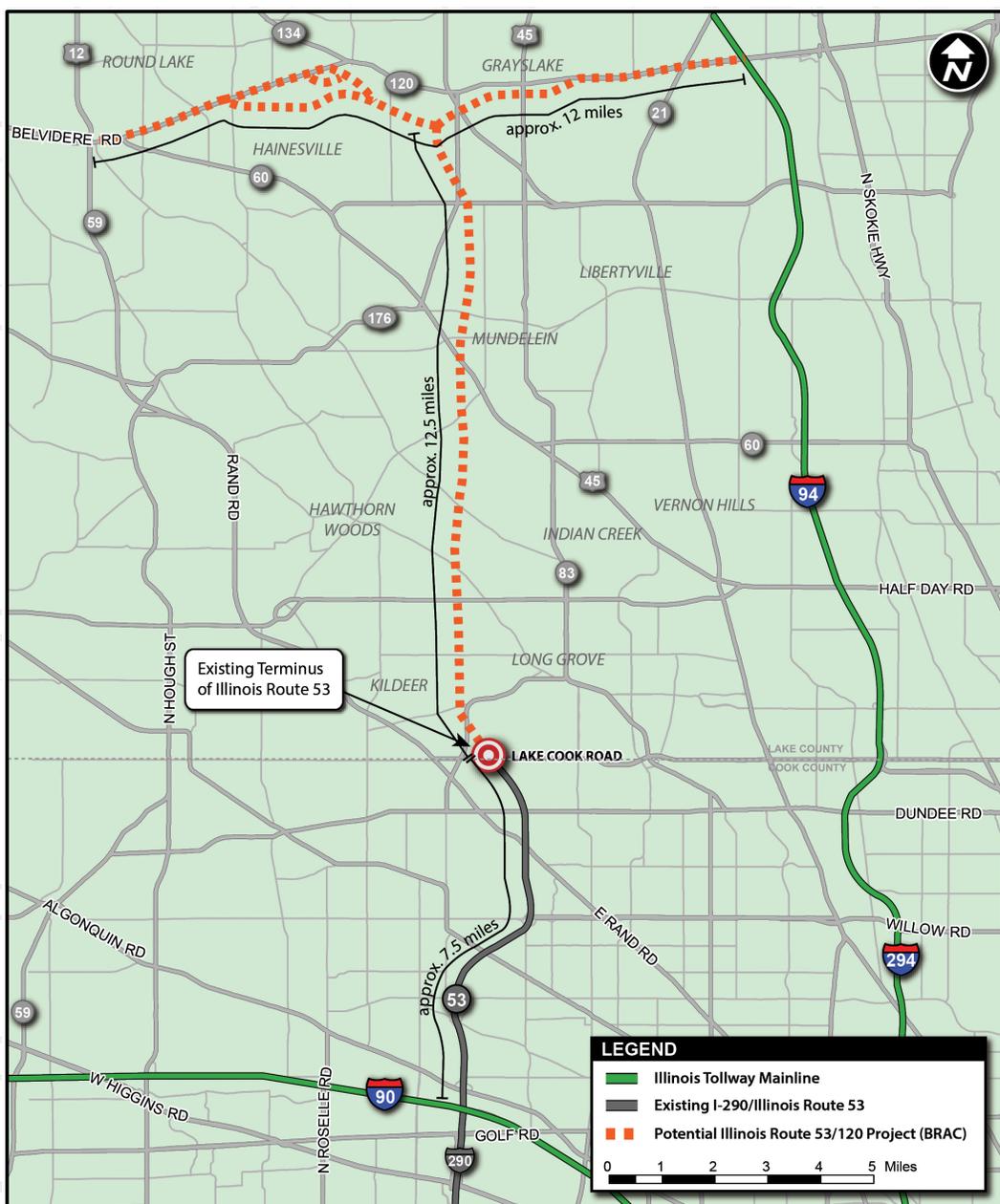
**Table 4: Examples of Travel Time Savings**

Trip (Origin to Destination)	2040 No Build (minutes)	2040 IL Route 53/120 Project (minutes)	Percent Reduction
Grayslake to Schaumburg	98	68	31%
Hainesville to Schaumburg	89	62	30%
Waukegan to Arlington Heights	98	76	22%
Mundelein to Schaumburg	84	61	27%
Volo to Arlington Heights	86	68	21%

## Section 6.0 Assessing Project Scope and Cost

For the purposes of cost estimation, the Feasibility Analysis assumed the scope of the project as that recommended by the BRAC (Figure 2). The project scope would include a new access controlled “modern boulevard” extending northward from the current terminus of Illinois Route 53 at Lake Cook Road through central Lake County to Illinois Route 120 extending from approximately U.S. Route 12 on the west to Interstate 94 on the east including a new bypass from Wilson Road to Almond Road, for a total project distance of approximately 25 miles.

**Figure 2: Project Location Map**  
Based on the BRAC Resolution and Summary Report



The Feasibility Analysis developed new planning-level cost estimates by taking a clean-slate, bottom-up approach, basing cost estimates on quantities, refinement of assumptions, and eliminating some uncertainties that were inherent to earlier estimates (Table 5).

**Table 5: Illinois Route 53/120 Feasibility Analysis Cost Estimate**

Category		Low	High
1	Roadway	\$ 631	\$ 655
2	Structures	\$ 261	\$ 362
3	Traffic Management and Tolling	\$ 51	\$ 74
4	Drainage	\$ 148	\$ 173
5	Environmental Mitigation	\$ 115	\$ 131
6	Contingency (30%)	\$ 362	\$ 418
7	Right-of-Way	\$ 225	\$ 227
8	Engineering	\$ 410	\$ 463
9	Utility Relocations	\$ 66	\$ 66
10	Environmental Restoration and Stewardship Fund	\$ 81	\$ 81
<b>TOTAL</b>		<b>\$ 2,350</b>	<b>\$ 2,650</b>

- All values in million dollars (2020)
- Costs assume 5% annual escalation

The current project cost estimate ranges from \$2.35 billion to \$2.65 billion. These costs represent the project's total capital costs, including unique design features as well as environmental elements and protections as recommended by the BRAC. The Finance Committee viewed the implementation of the BRAC recommendations, which are above and beyond current regulatory requirements, as critical to maintaining consensus on the project. These elements are estimated to cost \$325 million to \$400 million and are accounted for in the general cost categories in Table 5 along with the Environmental Restoration and Stewardship Fund. All cost estimates assume the mid-point of construction in 2020 dollars using an escalation rate of five percent annually. Also, a 30 percent contingency was used based on industry best practice<sup>3</sup>.

The current project cost estimate ranges from \$2.35 billion to \$2.65 billion.

The cost estimates were developed giving careful consideration for all the elements needed to achieve the intent of the BRAC recommendations. As a result, the cost estimates were largely shaped by the following BRAC recommendations:

<sup>3</sup> AASHTO's Practical Guide to Cost Estimating, 1<sup>st</sup> Edition, 2013

## 6.1 *BRAC Design Standards*

The BRAC recommended design standards are intended to avoid or minimize negative environmental impacts, and promote environmental enhancements and sustainable practices in response to the unique project setting. A foundational element of the BRAC's design recommendations was that the road be a four-lane, 45 mph, limited access tolled facility. Additional BRAC design standards that shaped the scope of the project include:

- Enhance the experience of road users and buffer the local communities by depressing the roadway below natural grade where feasible, and adding berms and landscaping.
- Improve the connectivity of the regional bicycle and pedestrian trail networks by creating connections within the project corridor, provide connectivity between conservation lands, and prevent fragmentation of communities.
- Provide accommodations for transit, with the possibility for bus rapid transit in the future.

## 6.2 *BRAC Environmental Performance Standards*

The BRAC provided a list of environmental performance standards with the goal of preserving, protecting and/or enhancing this unique environmental landscape, and minimizing impacts to adjacent properties. Additional environmental performance standards recommended in the BRAC Report include:

- Utilize stormwater management techniques that protect the water quality of local streams and water bodies by reducing stormwater runoff volume from the project site in innovative ways.
- Protect open space to reconnect fragmented ecosystems and prevent further fragmentation.
- Mitigate unavoidable wetland impacts at a ratio of at least 5:1.
- Minimize traffic noise by utilizing depressed roadways and berms where practical and feasible, and otherwise meeting the recommended noise abatement standards.

### 6.3 **BRAC Proposed Environmental Restoration and Stewardship Fund**

Given the number of unique and threatened ecological resources in Lake County, the proposed Environmental Restoration and Stewardship Fund (ERSF) will provide financial support for the protection and enhancement of the natural resources, including agricultural lands and water bodies, within two miles of the Illinois Route 53/120 roadway. The ERSF will also support efforts to improve the ecological health within the corridor through:

- Protection and restoration of at least 750 acres of land
- Long-term stewardship of the current and newly protected lands and other natural resources, including agricultural lands and water bodies
- Innovative investments intended to remediate ecological health issues that may arise within the corridor
- Monitoring and study to inform governance and funding priorities

These guiding principles were established based on the frame work for the ERSF developed by the BRAC. The Finance Committee work also established funding and governance recommendations for the ERSF that are included in Appendix D. The cost of the ERSF was identified by the BRAC as \$81 million.

## Section 7.0 Establishing the Project Funding Gap

Through the efforts of the Feasibility Analysis, travel demand models estimated that in 2040 the maximum traffic volume of 62,000 vehicles per day would use the road when configured as proposed by the BRAC. Using these models, forecasts were also developed to calculate the toll revenue generated by the road itself, which could be bonded against to fund the construction of the project. Assuming that the road would open in its entirety in 2023 and using standard industry assumptions for interest and inflation rates, the bonding capacity for the Illinois Route 53/120 project is estimated to range between \$250 million to \$330 million (25-year bond term, 2 to 1.5 times debt coverage respectively). A 25-year bond term and 2 times debt coverage represent standard Tollway policy. The total project cost estimate ranges from \$2.35 billion to \$2.65 billion (in 2020 dollars). With a projected bonding capacity between \$250 million and \$330 million, the project is left with a significant funding gap.

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The Finance Committee was tasked with developing a recommendation for how the funding gap could be closed.

The Finance Committee was tasked with developing a recommendation for how the funding gap could be closed. The following sections summarize the options, research and analysis that were considered by the Committee and its working groups.

## Section 8.0 Finance Committee: *Funding Options and Findings*

### 8.1 *First Understanding the Landscape: Financial Realities*

At the federal level, available funding for the Illinois Route 53/120 project is limited. While the U.S. Department of Transportation has allocated funding through its annual discretionary grant program, Transportation Investment Generating Economic Recovery (TIGER), the funding of the program has been unpredictable, generally limited and highly competitive. In 2014, the entire program only contained \$500 million in funding for transportation projects nationwide, for all modes.

At the state level, funding is also limited. The most recent state led capital program, *Illinois Jobs Now!* is near completion and the timing of a new capital program is currently unknown. Also, the Tollway's current capital program, *Move Illinois*, is fully committed to projects through 2026. Only a small portion of the overall program, \$100 million, is attributed to future planning studies including Illinois Route 53/120.

Lake County has made transportation infrastructure improvements a priority all around the county. The 2006 Transportation Summit developed a list of projects that comprised the Lake County State Highway Consensus Plan ("One Voice, One Transportation Future" Consensus Plan). Leadership throughout the county developed this consensus list to assist in coordination with IDOT and to determine which projects or studies can be completed by the County on IDOT's behalf. However, the County does not have the existing resources or ability to participate in funding Illinois Route 53/120 without jeopardizing plans to maintain roads and bridges that meet the goals of the Transportation Summit.

Recognizing that existing funding is limited at federal, state and local levels, the BRAC emphasized that a successful financial plan for the Illinois Route 53/120 project must rely on a variety of funding sources, including new revenue streams, in order to bring this project to fruition.

A successful financial plan for the Illinois Route 53/120 project must rely on a variety of funding sources, including new revenue streams.

## 8.2 *A Good Starting Point for Discussion: BRAC Proposed Funding Options*

The wide range of funding and financing options for the Illinois Route 53/120 project that the BRAC Report initially developed served as a solid starting point for the Finance Committee's study and discussions. These options included various tolling strategies, new county and local revenue streams and financing strategies.

With regard to tolling, among other concepts, the BRAC Report included congestion pricing on Illinois Route 53/120 and the rest of the Tollway system to manage travel demand. The report stated that other tolls in Lake County could be considered, though they should be equitable and uniform.

Several potential new county and local funding sources were also included in the BRAC Report. Two potential forms of value capture were suggested by the BRAC: Tax Increment Financing (TIF) and Special Service Areas (SSA). In addition, a county sales tax and a county motor fuel tax (similar to those in DuPage and McHenry Counties) were suggested as potential funding sources.

Potential state contributions mentioned in the BRAC Report include land acquisition for the right-of-way and upgrades to the non-tolled portions of Illinois Route 120. The BRAC Report also recommended the pursuit of federal funds, with the caveat that federal involvement would likely eliminate the possibility of expediting the project. This in turn would negatively impact the construction costs and delay toll revenue generation. Several other options for the Illinois Tollway system were also identified, like longer term borrowing, lower cost borrowing and systemwide toll measures, including indexing of tolls.

The BRAC Report did not reach a final funding recommendation for the Illinois Route 53/120 project. However, at the start of the Feasibility Analysis, the BRAC urged the Finance Committee to use the BRAC Report as the foundation for determining how to finance the project in a financially viable, fiscally sustainable, and equitable manner. This included developing a financing strategy, evaluating commitments to financing options, examining any legislative/regulatory hurdles, and developing a recommendation for the Tollway Board.

### 8.3 Digging into Details: Finance Committee Working Groups

In order to delve into greater detail on these ideas and issues, the Finance Committee formed working groups around concepts that were emerging as the most promising for the Committee to eventually include in its recommendations. The following sections document the analyses presented to and weighed by the working groups that form the foundation of the Finance Committee’s final recommendations in Section 9.

#### 8.3.1 Tolling Options along Illinois Route 53/120

Tolling options considered for the Illinois Route 53/120 project corridor included congestion pricing and indexing. These options were suggested by the BRAC as additional revenue sources beyond the base toll of 20 cents per mile. The working group also considered a higher base toll rate to determine how to maximize the revenue available for the project. These results are summarized in Table 6.

**Table 6: Tolling Options Considered for Illinois Route 53/120**

Item No.	Option	Bonding Capacity
<b>B</b> 5	Congestion Pricing	\$99 - \$128
<b>B</b> 6	Indexing	\$79 - \$102
<b>B</b> 6A*	<b>Congestion Pricing Combined with Indexing</b>	<b>\$128 - \$165</b>
6B	Toll Rate/Maximize Revenue (\$0.35/mile)	\$79 - \$102

**B** Original concepts from the BRAC

\* **Working group supported this item**

- All values in million dollars (2020)
- Range based on 25-year bond term and debt coverage ranging from 2 to 1.5 times

From this list, there was support for Item 6A, a combination of congestion pricing and indexing on the new roadway, and discussion of a pilot program for the Tollway. If deemed successful, this combination strategy could be implemented on other parts of the Tollway system. The working group dismissed further consideration of a higher base toll rate of 35 cents per mile as it was believed to be excessive.

### 8.3.2 Tolling Strategies along I-94 in Lake County

The working group acknowledged that toll rates along I-94 in Lake County are much lower than portions of I-94 in Cook County. It was also acknowledged that a strategy of restructuring tolls along I-94 in Lake County could help close free movements that currently permit trucks to avoid the Waukegan Toll Plaza by using alternative local routes and U.S. Route 41, which is already overburdened. The working group considered many options for new tolling strategies along I-94. These are summarized in Table 7.

**Table 7: Tolling Strategies Considered Along I-94 in Lake County**

Item No.	Option	Bonding Capacity
<b>B</b> 12	New toll at Illinois Route 132	\$70 - \$90
<b>B</b> 13A	New toll at Illinois Route 132 and increase toll at Waukegan Plaza	\$224 - \$288
<b>B</b> 13B	New toll at Illinois Route 132, increase toll at Waukegan Plaza and toll at state line	\$252 - \$324
14	New mainline toll plaza near Lake Cook Road	\$366 - \$472
<b>15*</b>	<b><i>New mainline toll plaza near Lake Cook Road combined with revisions at Waukegan Plaza and other locations</i></b>	<b><i>\$350 - \$450</i></b>
16	New tolls at Illinois Route 132, 21 and 120	\$224 - \$288
17	New tolls at Illinois Route 132, 21 and 120 combined with tolling all existing untolled ramps	\$328 - \$422

**B** Original concepts from the BRAC

\* ***Working group supported this item***

- All values in million dollars (2020)
- Range based on 25-year bond term and debt coverage ranging from 2 to 1.5 times
- Item 13B requires legislative action and approval

From the potential I-94 tolling options, the working group members supported Item 15. This item yields the highest amount of bonding capacity and provides for more toll equity along I-94 in Lake County. Should a mainline concept prove to be not feasible, the group supported Item 17 as an alternate strategy.

Options that included tolling at the state line were not supported due to the costly federal requirements associated with introducing tolls along an existing untolled, federally funded facility.

### **8.3.3 Combined Effect of Tolling Strategies for Illinois Route 53/120 and for I-94**

Given that there is a segment of drivers for which Illinois Route 53/120 and I-94 are both viable alternatives, the combined effect of Item 6A along Illinois Route 53/120 and Item 15 along I-94 are not additive. The Feasibility Analysis examined these strategies in combination to more accurately understand the overall revenue impact. The estimated incremental bonding capacity for combining these options is \$380 million to \$510 million.

### **8.3.4 Financing Options**

Two financing options were considered - longer term borrowing and lower cost borrowing (leveraging Federal TIFIA loans) - to help maximize bonding capacity. The estimated incremental bonding capacities for each of these strategies are shown in Table 8.

There was little support for either of these two options. Not only would the Toll Highway Act need to be amended to permit the Tollway to bond beyond 25 years, but extending the bonding period out to 35 years would negatively affect the Tollway's bond rating and increase the Tollway's borrowing rate. Lower cost borrowing rates were assumed to be similar to that of FHWA's TIFIA loan program. TIFIA was ultimately not recommended as it would federalize the entire project and impede the Tollway's aggressive project implementation schedule, posing cost risks not accounted for in the project cost estimate. However, the working group noted that TIFIA could be considered for stand alone off-system pieces of the Illinois Route 53/120 project to be led by another agency.

**Table 8: Other Considered Financing Strategies**

Item No.	Option	Bonding Capacity
B 10	Longer Term Borrowing	\$45 - \$56 (35 years)
B 11	Lower Cost Borrowing	\$45 - \$70

- B Original concepts from the BRAC
- All values in million dollars (2020)
  - Range based on 25-year bond term and debt coverage ranging from 2 to 1.5 times

### 8.3.5 Lake County Motor Fuel Tax

Four collar counties in northeast Illinois currently levy a local motor fuel tax: Cook, DuPage, Kane and McHenry Counties. However, Lake County does not levy such a tax. Seeing an opportunity to build on a strategy used in neighboring counties, the working group considered a four cents per gallon fuel tax as well as an indexed tax and a percentage based tax (Table 9).

**Table 9: Lake County Motor Fuel Tax Strategies Considered**

Item No.	Option	Bonding Capacity
B 4*	<b>Flat Fuel Tax (\$0.04/gallon)</b>	<b>\$67 - \$89</b>
4A	Indexed Fuel Tax ( <i>\$0.04/gallon indexed at 2.25% annually</i> )	\$101 - \$135
4B	Percentage Fuel Tax ( <i>1% Excise Tax on Fuel Revenue<sup>1</sup></i> )	\$93 - \$125

<sup>1</sup> Assumes \$3.70/gallon fuel cost (2013), inflated annually at 2.25%

- B Original concept from the BRAC
- \* **Working group supported this item**
- All values in million dollars (2020)
  - Range based on 20-year bond term and debt coverage ranging from 2 to 1.5 times

The working group ultimately supported the flat motor fuel tax option and proposed that half of the revenue generated be used to fund the Illinois Route 53/120 project, while the other half would fund countywide priority road projects with the highest priority being the U.S. Route 41 corridor as identified in the Lake County Consensus Plan. Based on that revenue, the bonding capacity for the Illinois Route 53/120 project is estimated to be \$34 million to \$45 million, assuming a 20-year bonding term with the range based on debt coverage ratios of 2 times and 1.5 times, respectively.

### **8.3.6 Value Capture**

While the BRAC considered two forms of value capture (TIF and SSA), the Finance Committee working group's focus on value capture migrated away from either of these forms due to the uniqueness of what is intended for the Illinois Route 53/120 project. The subsequent funding mechanism considered was named by the working group as the Sustainable Transportation Fund (STF).

The working group established that the STF fund would generate revenues based on 25 percent of the increased revenue from the growth in property value of new, non-residential properties within a one mile radius of the corridor and a two-mile radius at interchanges to the Illinois Route 53/120 project. The remaining 75 percent of the increased revenue generated would flow to the underlying tax districts. As a means of garnering the needed support for this concept, the working group believed it was important to tie these revenues back to the Environmental Restoration and Stewardship Fund (Section 6.3), which would protect and enhance natural resources within two miles of the roadway. Further, it was also noted that the Environmental Restoration and Stewardship Fund needed a funding source other than toll revenues, as statutory restrictions limit the use of toll revenues.

New legislation will be needed to establish this funding tool. The main topics that must be addressed in new legislation would include the formation of a multi-jurisdictional funding mechanism, definition of its governance structure, pledging these funds to the Environmental Restoration and Stewardship Fund, and building off the success of other statutes to define a funding mechanism that is effective.

Updated revenue estimates for the STF were developed by CMAP based on guidance from the working group to restrict the fund to just 25 percent of property tax revenue from new, non-residential development within the one to two-mile radius of the corridor. For this scenario, preliminary studies by CMAP resulted in a net present value range of \$81 million to \$108 million, with the range based on an equalized assessed value (EAV) increase of 2 to 3 percent.

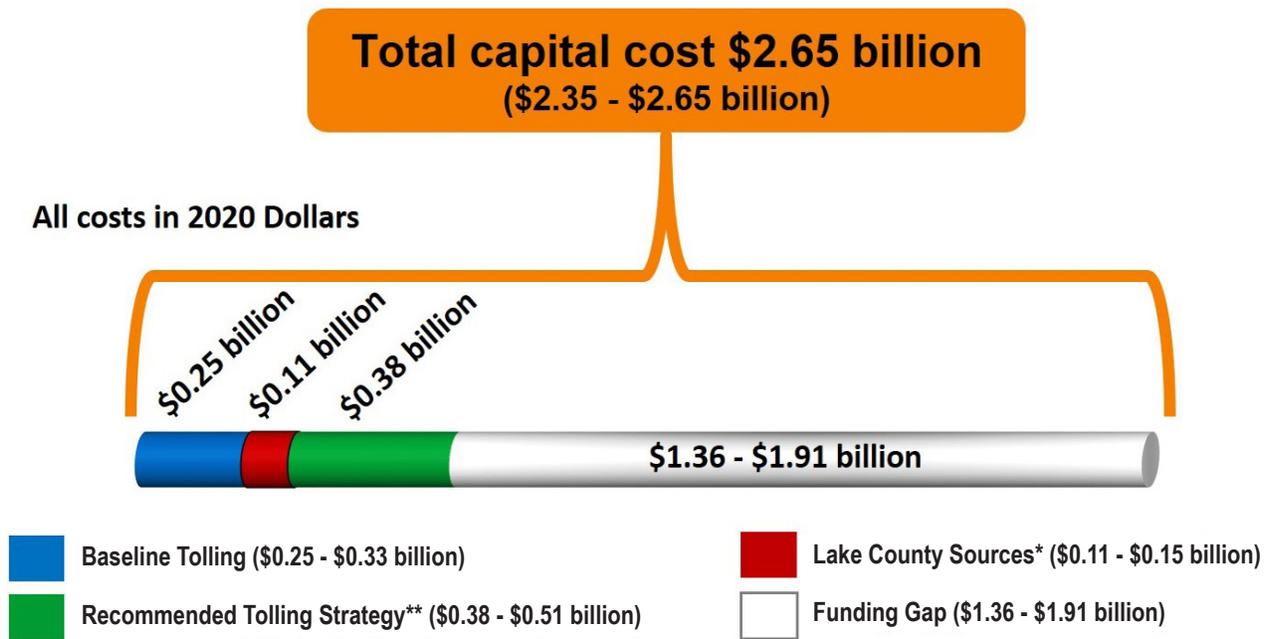
#### **8.4 *Compilation of Working Group Findings***

The Finance Committee combined the recommendations of each of the working groups into the set of funding mechanisms listed below. The estimates of funding to be generated from each are based on conservative assumptions.

- \$250 million to \$330 million of bonding capacity from the base tolling of 20 cents per mile
- \$380 million to \$510 million of bonding capacity for the recommended tolling strategy of adding congestion pricing and indexing to the Illinois Route 53/120 corridor in combination with a new mainline toll plaza near Lake Cook Road on I-94 and revisions at the Waukegan Plaza and other locations
- \$34 million to \$45 million of bonding capacity from 50 percent of the revenue expected from a new Lake County Motor Fuel Tax
- \$81 million to \$108 million (net present value) for the Environmental Restoration and Stewardship Fund funded through the Sustainable Transportation Fund (the value capture mechanism).

Summing these funding components together leads to a total amount of \$745 million to \$993 million based on the ranges presented in Figure 3. This amount of funding is a significant advancement toward creating a viable funding plan for the project. While the funding gap that remains is estimated to range between \$1.36 billion and \$1.91 billion, the Finance Committee has offered a viable funding plan that provides a substantial down payment towards the construction of the Illinois Route 53/120 project.

**Figure 3: Project Funding Gap**



\* Lake County sources include motor fuel tax and sustainable transportation fund

\*\* Recommended tolling strategy includes I-94 mainline tolling combined with indexing and congestion pricing for Illinois Route 53/120

## Section 9.0 Final Recommendations

Recognizing the potential negative impacts to local communities a new large scale road in central Lake County and given the vast number of ecological resources in the proposed corridor, the Finance Committee strongly affirms that adherence to the intent of the BRAC recommendations is integral to maintaining local consensus on the Illinois Route 53/120 project. Correspondingly, the Finance Committee strongly recommends that the Tollway Board address the critical and integral need for progress and consensus on the Corridor Land Use Plan currently under development. The Committee recommends that the Tollway advance the project with the commitment to innovate and devise creative solutions to achieve the BRAC's recommendations and guiding principles as represented in the June 2012 BRAC Report. The Committee further urges the Tollway to consider integrating these ideas as best practices in future Tollway projects. After a series of more than twenty Committee and working group meetings, the following represents the key elements of the Finance Committee's final recommendations.

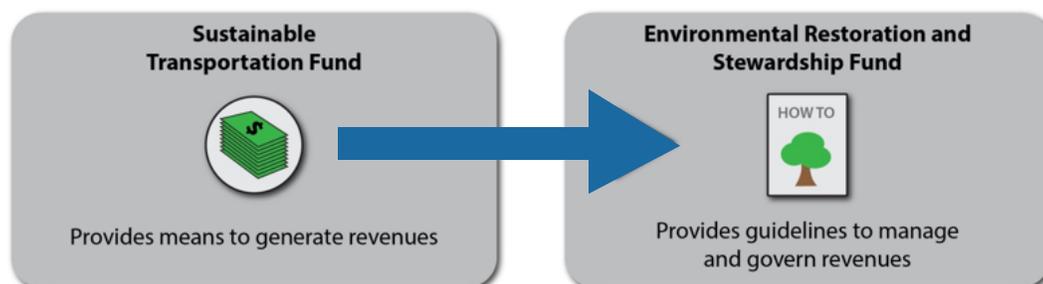
## 9.1 Innovative local contribution

The Finance Committee acknowledges the Tollway's Cost Share Policy and its requirement for a local contribution for all new projects. The Committee also recognizes the Tollway's expectation for local contributions to fund local requests related to Tollway projects. With these considerations in mind, the Committee supports the following local funding options as developed by the Finance Committee working groups:

### a. Stewardship Fund and Value Capture

Given the number of unique and threatened ecological resources in Lake County, the BRAC recommended the establishment of an Environmental Restoration and Stewardship Fund (ERSF). Establishment of this fund is an essential element of honoring the BRAC's key recommendations and its guiding principles, and the Committee believes the ERSF should be managed independently of the Tollway. The Finance Committee, through its working group, has developed an initial framework that outlined the purpose, financing and governance of the ERSF (**Attachment A**). The Committee recommends that further development of the structure and operation of the ERSF be carried out with the involvement and input of county and local environmental, municipal and elected leaders.

To finance the ERSF, the Committee recommends the creation of a new and innovative funding mechanism dubbed the "Sustainable Transportation Fund." The STF, upon the project's adoption in an official Tollway capital plan, would leverage a portion of the increase in adjacent, new non-residential land values, and would be fully committed to funding the protection and restoration of environmental features within the STF district via the Environmental Restoration and Stewardship Fund.



**b. County Fuel Tax**

In 1989, the State did not provide Lake County the ability to collect a four cents per gallon local option fuel tax which was offered to most other collar counties including: DuPage, McHenry and Kane. Historically, this revenue has provided a steady funding source to address congestion relief at the local level. As such, Lake County is left with few options to generate local funding toward the local share for the Illinois Route 53/120 project. Consequently, the Finance Committee recommends “Lake County” be added to the State’s current four cents per gallon county option fuel tax statute. Lake County would commit 50 percent of revenues from this funding source to the Illinois Route 53/120 project, while the other 50 percent would be committed to other transportation priorities in Lake County with the highest priority being the U.S. Route 41 corridor as identified in the Lake County Consensus Plan.

**9.2 Local support for innovative tolling strategies**

To support the cost of constructing the road, the Finance Committee affirms the BRAC proposal for tolls along Illinois Route 53/120 set at a rate consistent with the national average for new tolled facilities, assumed to be 20 cents per mile for passenger vehicles. The Committee further supports indexing and congestion pricing of tolls along the proposed road as a pilot for eventual implementation along the entire Tollway system. Additionally, the Committee supports consideration of a strategy to restructure tolls along I-94 in Lake County in order to raise revenues for the project, to improve tolling equity, and to mitigate and minimize diversion onto local roads, always assuming safety as a priority. Restructuring of tolls along I-94 in Lake County may include concepts such as introducing a new mainline toll and/or introducing tolls at existing interchanges that are currently not tolled.

### 9.3 *State contribution is essential*

Recognizing that Illinois Route 53/120 is a regionally significant major capital project prioritized within the CMAP GO TO 2040 Comprehensive Regional Plan, the Finance Committee believes and has asserted by resolution that a significant contribution by the State is appropriate and essential to complete this long-overdue project (**Attachment B**). The Committee recommends that the Illinois Department of Transportation (IDOT) complete all future needed land acquisition and dedicate land already acquired to the project. The Committee further recommends that state funding for the project should be included in IDOT's subsequent multi-year plans and be delineated as a priority in future state capital bills.

### 9.4 *Seek federal funding*

In the same manner as the Elgin-O'Hare Western Access project, local partners will actively and aggressively seek federal funding for the project through federal programs such as the Congestion Mitigation and Air Quality (CMAQ) grant program.

### 9.5 *Allocation of funding*

Two new and specific revenue sources identified in this report include the creation of a new Sustainable Transportation Fund and a four cents per gallon local option fuel tax.

As stated in this report, the Sustainable Transportation Fund (STF) generates revenue through the taxes generated by increased property values of new commercial properties in the identified corridor area (new and existing residential properties as well as existing commercial are excluded from the STF). Decisions on funding allocation will be made by local municipal leaders and stakeholders who will be supported by a technical advisory committee to assist in providing professional expertise necessary to meet the goals of the STF.

Lake County will be responsible for allocation of the fuel tax revenue in the manner identified in this report. Fifty percent of the fuel tax revenue will be used for the Illinois Route 53/120 project for the term of the bonds. Following that period, all 100 percent of the fuel tax revenue will be used to fund transportation priorities in Lake County identified in their long-term plan and the "One Voice, One Transportation Future" Consensus Plan (or its successor document) which was developed and approved by state legislators, mayors, county board members and other leaders.

Other decisions on funding allocation may be necessary in order to leverage and maximize potential federal dollars to fund off-system improvements and to comply with statutory restrictions related to use of toll and other revenues. The Tollway and Lake County will take the lead on such necessary allocations in a collaborative and inclusive manner so that local municipalities and other stakeholders are aware of the rationale and benefits of those decisions.

### **9.6 A financially sustainable Tollway system**

The Finance Committee believes the remaining project funding gap should be addressed through system toll revenues and that the Illinois Route 53/120 project be identified as the Tollway's next top priority for new projects beyond the Tollway's current commitments in the *Move Illinois* Program. The Finance Committee supports the Tollway in evaluating system revenues needed to both fully fund this project and maintain a financially sustainable system.

### **9.7 Legislative action required**

The Finance Committee recognizes that legislative action will be needed to enable the creation of the proposed Sustainable Transportation Fund, to establish the Environmental Restoration and Stewardship Fund by statute and to authorize the four cents per gallon county option fuel tax by amending the County Motor Fuel Tax Law (55 ILCS 5/5-1035.1). As it relates to the STF, the new legislation would need to ensure existing TIF districts within the corridor would not be impacted and include a provision to terminate the STF once meeting the obligations of the ESRF. The Finance Committee further recognizes that such efforts will require an organized and broad coalition with support from the Tollway and other partners. The Finance Committee recommends and supports leaders from Lake County, municipalities, councils of government, economic development, labor and environmental groups work together to lead the effort to draft legislation, and garnering the support needed for its ultimate adoption. Lake County will work with this broad group of stakeholders to facilitate and coordinate this important effort.

### **9.8 Continued stakeholder commitment and involvement required**

Upon completion of the Finance Committee's final recommendation, continued discussion and coordination among agency partners and stakeholders is still needed as it relates to the Corridor Land Use Plan, development of new legislation and project financing. If the project is then able to move forward, the next phase of planning will involve comprehensive environmental analysis and detailed design work by the Tollway. It is essential that the Tollway seek continued community and stakeholder involvement in that phase, and the Tollway has communicated their commitment to do so to the Committee.

The Finance Committee asserts that it has answered the BRAC’s call for an innovative financial plan for the project. The Committee’s support of a new and creative funding source – the Sustainable Transportation Fund, a county fuel tax, indexing and congestion pricing of tolls and a re-structuring of existing tolls along I-94 in Lake County, represents a robust step forward by local and county leaders that demonstrates strong consensus around and commitment to the project. This package of options is projected to generate between \$495 million to \$663 million toward the project. When added with the revenues resulting from the base tolls along Illinois Route 53/120, the total projected contributions to the project sum up to \$745 million to \$993 million (see Table 10).

**Table 10: Funding Recommendations**

Funding Options	Projected Contributions to Project
I-94 Toll Restructuring + Illinois Route 53/120 Indexing and Congestion Pricing	\$380 million - \$510 million (bonding capacity)
Sustainable Transportation Fund	\$81 million - \$108 million (net present value)
Lake County Option Fuel Tax	\$34 million - \$45 million (bonding capacity)
<b>SUBTOTAL</b>	<b>\$495 million - \$663 million</b>
Base Tolls from Illinois Route 53/120	\$250 million - \$330 million
<b>TOTAL</b>	<b>\$745 million - \$993 million</b>

- All costs in 2020 dollars

While the final report marks the completion of the Illinois Route 53/120 Finance Committee, the Committee stresses the importance of continued engagement and coordination with local stakeholders by the Tollway on detailed design matters and the Corridor Land Use Plan as both are critical to maintaining continued consensus on the overall project.

# Attachment A

## **Environmental Restoration and Stewardship Fund Guiding Principles**

## Environmental Restoration and Stewardship Fund

### Purpose:

The Environmental Restoration and Stewardship Fund will provide financial support for the protection and enhancement of the natural resources, including agricultural lands and water bodies, within two miles of the Illinois Route 53/120 roadway. The fund will support efforts to improve the ecological health within the corridor through:

- Protection and restoration of at least 750 acres of land
- Long-term stewardship of the current and newly protected lands and other natural resources, including agricultural lands and water bodies
- Innovative investments intended to remediate ecological health issues that may arise within the corridor
- Monitoring and study to inform governance and funding priorities

### Governance Recommendations

- The governance of the fund shall be conducted in a transparent and financially accountable manner that inspires a high level of confidence among key stakeholders and the public.
- The governance system for the fund shall be composed of an independent steering committee of Lake County environmental, municipal and elected leaders and also a technical advisory committee that will advise the steering committee. The steering committee will determine funding priorities, make specific funding decisions and evaluate the performance of the fund administrator.
- The steering committee shall be established concurrent with the Tollway Board's advancement of the project.
- Comprehensive, baseline environmental data on pre-construction conditions in the roadway corridor is necessary for the technical advisory committee to develop criteria standards and funding priority recommendations.

- The fund administrator, under the direction of the steering committee, shall establish an open and competitive project selection process, protocols for field work evaluation and monitoring, reporting mechanisms and opportunities for public engagement. The administrator shall not be allowed to bid on projects funded by the fund.
- The fund administrator shall be a third-party organization with professional and fiduciary expertise in fund administration, conservation field work evaluation, and reporting.

## Funding Recommendations

- The Environmental Restoration and Stewardship Fund is an essential and integral component of the roadway project and shall be funded as part of the overall project budget.
- Contributions to the Fund may include a combination of Tollway revenue, value capture, motor fuel tax, or other revenues. Statutory requirements which may impede the use of such revenues for the express purposes of the Fund will need to be considered and addressed.
- The Tollway and Lake County have discretion in how Tollway and local contributions are allocated to the Environmental Restoration and Stewardship Fund.
- While the Environmental Restoration and Stewardship Fund may generally be funded incrementally over time, the commitment to protect and restore at least 750 acres will likely require a mechanism for generating a significant amount of funds upfront or the ability for the Fund to finance large capital expenses over time.

# Attachment B

## **Illinois Route 53/120 Finance Committee State Funding Resolution**

## **Illinois Route 53/120 Finance Committee**

### **November 13, 2014 Meeting – Motion No. 1**

“Whereas, the Lake County Illinois Route 53/120 Project was designated by the Chicago Metropolitan Agency for Planning (CMAP) as one of the top five high priority essential transportation projects for Northeastern Illinois;

Whereas, CMAP’s designation of the Lake County Illinois Route 53/120 Project was the catalyst for the Illinois State Toll Highway Authority (Tollway) to create the Illinois Route 53/120 Blue Ribbon Advisory Committee (BRAC);

Whereas, the work of the BRAC established the foundation for the creation and work of the Lake County Illinois Route 53/120 Finance Committee; and

Whereas, significant State funding contribution has been an essential “but for” component of the overall financing package for essential major Tollway expansion projects such as the I-355 extension, the Elgin-O’Hare Western Access/Bypass and the I-294/I-57 Interchange;

Therefore, be it resolved by the Route 53/120 Finance Committee that significant funding by the State of Illinois for the purpose of completing all land acquisition and financing related roadway improvements is appropriate and essential to complete this long-overdue project. State funding for the project should be included in the Illinois Department of Transportation's subsequent five-year plans and be delineated as a priority in future capital bills.”

*The above resolution was adopted by the Illinois Route 53/120 Finance Committee on November 13, 2014 by a voice vote. The motion was made by Marty Buehler of Lake County Transportation Alliance with a second from Michael Ellis of Grayslake. There were two abstentions—Joseph Mancino of Hawthorn Woods and George Monaco of Round Lake—and one recusal—George Ranney, BRAC Co-Chair.*

# 40 mayors sign letter backing Route 53 extension into Lake County

By **Dan Moran**  
News-Sun

JULY 22, 2015, 2:32 PM

**W**ith leadership changing this summer at the Illinois Tollway, Lake County Board Chairman Aaron Lawlor and a collection of local mayors went public this week with a letter "intended to reaffirm our commitment" to advancing the Route 53/120 extension.

A total of 40 mayors and village presidents across the region signed a letter that was dated Wednesday and addressed to Bob Schillerstrom, who last month was appointed chairman of the tollway board of directors. The letter also was sent to new tollway board members, including Lake County Board member Nick Sauer of Lake Barrington.

"As Lake County leaders, we want to collectively congratulate (you) on your appointments. We look forward to working with you on advancing the important work that has been done on the Illinois Route 53 project," the letter states. "This project has been stalled for decades due to lack of consensus, but over the last several years much progress has been achieved thanks to the strong support from the Illinois Tollway, CMAP (the Chicago Metropolitan Agency for Planning), Lake County elected officials, as well as committed citizens from the business and environmental communities.

"Now, we are asking for the Tollway Board's continued support with the next engineering and environmental studies required to keep this project moving forward," the letter added, touting the 2012 draft proposal by the Route 53/120 Blue Ribbon Advisory Council that "reached consensus on a plan that strikes a balance between improving mobility and access, while minimizing negative environmental and long-term impacts from development."

Asked about the timing of the letter, Lawlor said Wednesday that it recognized not only the new board members appointed by Gov. Bruce Rauner last month — including Elk Grove Village Mayor Craig Johnson and Joseph Gomez of Northfield — but also the naming of Greg Bedalov as the agency's new executive director, replacing Pat Quinn appointee Kristi Lafleur.

"They've got a lot of new leadership at the tollway, and this was just to reaffirm our support for a project that's been talked about for decades," said Lawlor, who has been active in pursuing the roadway with both the blue-ribbon committee and various sub-committees working on finances and environmental issues.

Lawlor noted that a land-use committee is poised to vote on a plan this fall that attempts to "make sure we're striking the right balance" between building the roadway and protecting surrounding communities and the environment. As that moves through the system, backers await more direction from the tollway, which has authorized studies but no further commitments toward building the estimated \$2.3 billion roadway through the central part of Lake County.

As for whether he's gotten a feel for any support from the tollway's new leadership team, Lawlor expressed a note of optimism.

"I've spoken with a number of the board members and I just met with the new executive director, Greg Bedalov, (Wednesday) morning," Lawlor said, "and nothing that they've said has scared me."

The letter asking for "consideration and continued support" was co-signed by Antioch Mayor Lawrence Hanson, Bannockburn President Frank Rothing, Barrington President Karen Darch, Beach Park Mayor John Hucker, Buffalo Grove President Beverly Sussman, Deer Park President Robert Kellermann, Deerfield Mayor Harriet Rosenthal, Fox Lake Mayor Donny Schmit, Grayslake Mayor Rhett Taylor, Green Oaks Mayor Bernard Wysocki, Gurnee Mayor Kristina Kovarik, Hainesville Mayor Linda Soto, Highwood Mayor Charlie Pecaro, Island Lake Mayor Charlie Amrich, Lake Barrington President Kevin Richardson, Lake Forest Mayor Donald Schoenheider, Lake Villa Mayor Frank Loffredo, Lakemoor Mayor Ryan Weihofen, Libertyville Mayor Terry Wepler, Lindenhurst Mayor Dominic Marturano, Mundelein Mayor Steve Lentz, North Barrington President Albert Pino, North Chicago Mayor Leon Rockingham Jr., Park City Mayor Steve Pannell, Port Barrington President Shannon Yeaton, Riverwoods Mayor John Norris, Round Lake Mayor Daniel MacGillis, Round Lake Beach Mayor Richard Hill, Round Lake Heights Mayor Terrance Lumpkins, Round Lake Park Mayor Linda Lucassen, Third Lake Mayor Gary Beggan, Tower Lakes President David Parro, Vernon Hills Mayor Roger Byrne, Volo Mayor Stephen Henley, Wadsworth Mayor Glenn Ryback, Wauconda Mayor Frank Bart, Waukegan Mayor Wayne Motley, Wheeling President Dean Argiris, Winthrop Harbor Mayor Robert Loy, and Zion Mayor Al Hill.

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## ATTACHMENT 8

## 5 Lake County towns unite against Route 53 planning process

By **Dan Moran**  
News-Sun

JULY 24, 2015, 2:26 PM

**A** letter of support for the Route 53/120 extension posted this week by leadership in 40 Lake County municipalities came on the heels of an oppositional statement from five other villages in the path of the proposed roadway.

Addressed to the Illinois Tollway, a letter signed June 29 by leaders in Hawthorn Woods, Kildeer, Long Grove, Mundelein and Round Lake expressed collective concern with the planning process.

Officials with both the Tollway and the Chicago Metropolitan Agency for Planning (CMAP) were told that "the communities in (the roadway's) path continue to develop, which increases the complexity of designing an appropriate roadway."

The letter objects to concepts discussed by a Route 53/120 corridor Land Use Committee, which is being facilitated by CMAP as part of the Tollway's feasibility study. Specific objections relate to such possibilities as creating a regional planning authority to review development concepts within a one- or two-mile radius of the route's centerline.

"The concept of regional planning for such an extension through professionally planned communities indicates a subscription to regional land controlled by a Corridor Planning Council or other such created agency," the letter states. "As municipal leaders, we voice strong opposition to the loss of local land-use controls for the land planning, development and zoning authority for properties within our individual municipal jurisdictions."

Elaborating on the letter this week, Hawthorn Woods Mayor Joseph Mancino it was part of an effort to give a stronger voice to "the five main municipalities that (the roadway) will go through."

"There really is an effort to show a large consensus, but the villages that face the largest impact should have the strongest voice," Mancino said Friday, adding that many other communities along the proposed path "are not being asked to give up what we've been asked to give up."

Mancino said that roster would include most of the 40 communities whose mayors and village presidents signed a July 22 letter to the Tollway expressing support for the proposed \$2.3 billion Route 53 extension north from Lake Cook Road. Envisioned as a four-lane, tolled parkway, the project would feature adjoining construction of a Route 120 bypass from Wildwood to the Round Lake area.

This week's letter from the 40 mayors, which was also signed by Lake County Board Chairman Aaron Lawlor, asked new Tollway Board Chairman Robert Schillerstrom and three incoming board members for their "continued support with the next engineering and environmental studies required to keep this project moving forward."

In expressing a "commitment to advancing Illinois Route 53," the letter added that the Land Use Committee "is

continuing its collaborative planning efforts with the corridor communities to develop a broad land use strategy for the entire corridor."

Mancino noted that two of the villages represented on the June 29 oppositional letter — Mundelein and Round Lake — are also represented on the statement of support that went public this week. He added that the missive signed by the five municipalities should not be read as outright opposition.

"I think the letter does not debate the road itself. The letter debates how the road is being proposed," said Mancino, adding that stronger assurances are needed about sticking points like how much control a corridor land-use agency would have over local-development decisions near interchanges and the path itself.

He also expressed concern about concepts discussed by a finance committee that envision tax-increment financing districts along the roadway corridor to help fund construction, which the Tollway has stated can't be covered by the agency's existing revenue streams.

According to a statement from the Illinois Tollway, the current Land Use Committee is charged with recommending adoption of a land-use plan, which "municipalities and Lake County will ultimately be asked to vote to approve. (This) effort is in response to the Blue Ribbon Advisory Council's recommendation for a corridor plan that integrates land use, transportation, economic development and open space."

The June 29 letter from the five municipalities stressed that the launching of any plan should be subject to scrutiny by all members of the committee.

"As municipal leaders, we expect the transparency of such a plan to be vetted in public at our respective municipal board levels before we can vote to recommend our municipality's sentiment," the letter states. "We look forward to receiving the detailed plan first (before) we can consider supporting any Corridor Plan."

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