Metropolitan Settingl

GENERAL CHARACTERISTICS

Since the early settlement of the Mississippi Valley, Chicago has been an important transportation center—the hub of the Midwest.

Chicago's strategic location on the Great Lakes has made it an important port for inland waterborne commerce. Chicago also is one of the most important centers in transcontinental freight service. Both regional and transcontinental trucking companies have headquarters or major freight facilities in Chicago. Its primary airport, O'Hare, is one of the busiest in the world.

Chicago, the third largest metropolitan area in the United States, is a major manufacturing, finance and service center. It is the headquarters city for several of the largest corporations in the United States and it has been long established in the production, processing, and marketing of agricultural commodities. Chicago is exceeded in population by only the New York and Los Angeles-Long Beach SMSA'S. Between 1960 and 1970 the population of the Chicago SMSA increased by more than 750,000 persons to a total of 6,979,000, an increase of 12.2 percent (see Figure 2).

The city of Chicago has experienced a decline in population like many other center cities in the Nation's largest metropolitan areas. Despite the metropolitan regional growth, the city of Chicago lost more than 180,000 population, a decline of 5.1 percent in the decade from 1960 to 197o. The combination of suburban population gain and central city loss meant that, for the first time in history, the city of Chicago had less than half (48 percent) of the metropolitan population in 1970. The net migration of people to the suburban areas had the effect of moderately decreasing population density in the city and increasing the density in all other areas of the SMSA.

The city of Chicago in *1970* still accounted for more than half (52 percent) of the employment in the SMSA, but, like many of the other biggest metropolitan areas, the central city lost jobs to the suburbs. Chicago lost more than 225,000 jobs in the decade between 1960 and *197'0,* while the suburban areas gained nearly one-half million jobs. The loss to the city was 15 percent of its work force. Although the metropolitan area gained employment in trade, services, and government, it lost jobs in manufacturing.

The major shifts in population and employment were accompanied by a significant change in the location of shopping areas. Although limited data are available, existing figures note that more than 65 percent of the metropolitan area's dollar volume retail sales were in Chicago in 1958; but this percentage had dropped to .51.5 percent by 1967. Although dollar volume of sales in the city increased by less than a billion dollars in this g-year period, the dollar volume of sales outside the city increased by more than $3 billion.

Thus the Chicago metropolitan area, like many others in the United States, has witnessed over the past two to three decades a fairly constant erosion of [he central city as the dominant place to live, work, shop, and carry on many other kinds of social and recreational activities.

The decentralization of Chicago was made possible in part by the substantial increase in the income of families throughout the metropolitan area. From 1960 to 1970, the median family income for city of Chicago residents increased by 52 percent, while families in other parts of the metropolitan area experienced a 62.5 percent increase in income.

As average income rose, so did acquisition of automobiles. The number of automobiles in the Chicago SMSA increased by more than 625,000 between 1960 and 197o. This increase represented a 37.1 percent gain for the entire SMSA, but a 66.9 percent increase for the area outside the city. Autos available increased inside the city by a smaller percentage—~.4.9 percent—in spite of the fact that there were concurrent higher rates of unemployment and increases in populations unlikely to own autos, such as elderly persons and families below the poverty level. The number and percentage of

1 See Figure 1, pages 18 and 1 9

LAND AREA (1970)
(square miles)

Center City	222.6
Suburban Ring	3,496.4
Entire SMSA	3,719

POPULATION

	Suburban Ring	Center City
1960	2,670,509	3,550,404
1970	3,609,000	3,369,000

DENSITY
(population/square mile)

	Suburban Ring	Center City
1960	764	15,950
1970	1,877	15,135

POPULATION
Percent Change 1960-1970

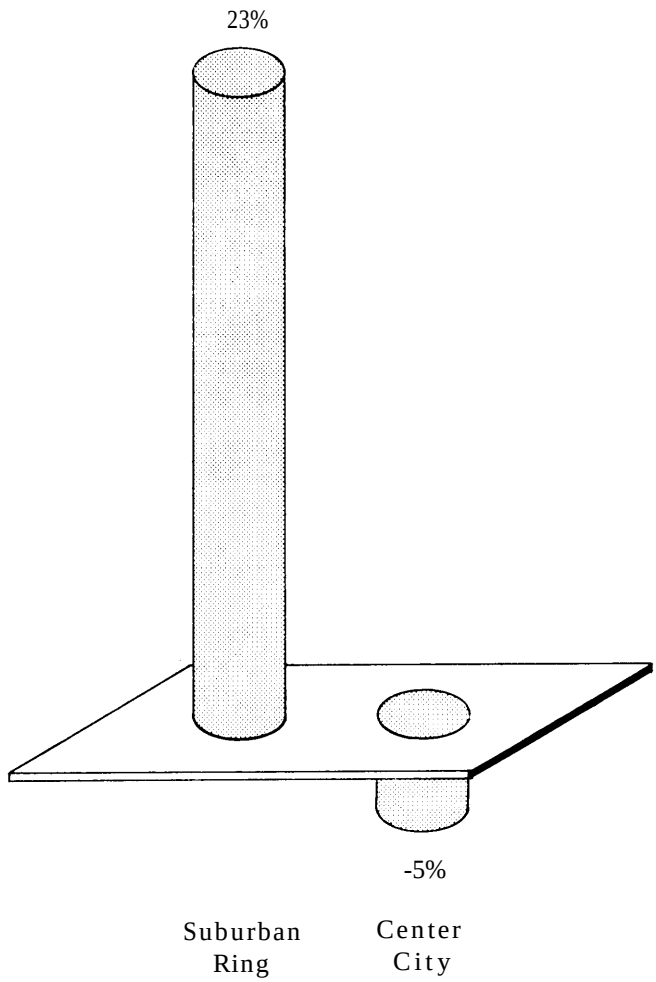


FIGURE 2: CHICAGO METROPOLITAN CHARACTERISTICS

Source: Urban Transportation Fact Book, American Institute of Planners and the Motor Vehicle Manufacturers Association of the U.S., Inc., 1974.

A Standard Metropolitan Statistical Area (SMSA) includes a center city (or cities) , usually with a population of at least 50,000, plus adjacent counties or other political divisions that are economically and socially integrated with the central area.

households with two or more autos available increased along with the number of households with autos available.

These changes in residential and work locations, income, auto ownership, nature of jobs available, and other factors combined to significantly change patterns of work trips in the Chicago SMSA between 1960 and 1970. For example, in 1970, 39 percent of all work trips both began and ended in the city of Chicago, with an equal percentage both beginning and ending in the metropolitan area outside the city. Only 14 percent were the so-called commuter trips from suburbs to central city, and 8 percent began from the central city and ended in the suburbs (see Figure 3).

The absolute change between 1960 and 1970 involved a decrease of 3s.s,000 work trips that both began and ended inside the city—an amount greater than the loss of jobs in the city during the same decade. Work trips from the suburbs into the city increased by 26,000; but, more importantly, the number of work trips that began in the city and ended in the suburbs increased by 118,000.

Thus, between 1960 and 1970 there was a 20 percent decrease in work trips both beginning and ending in the city, and 8 percent increase in trips from the suburbs, a 132 percent increase in work trips from the city to the suburbs, and a 61 percent increase in work trips that both began and ended in the suburbs.

The Chicago metropolitan area experienced a 46 percent increase in the use of autos for work trips between 1960 and 1970 and a decrease of 13 percent in the use of public transportation. Of all the public transportation modes in the Chicago area, only commuter rail lines reported an increase in patronage from 1960 to 1970—an increase of 6 million passengers annually. Work trips probably accounted for the overwhelming portion of this increase.

Although there was an overall decline in the use of public transit for work trips, 35 percent of city of Chicago residents continued to use transit for work trips in 1970, while only ıı percent of the workers living outside the city used transit to get to their jobs. But the combination of changes in residences and places of work and the increased availability of autos resulted in a 46 percent increase in the use of autos.

Not surprisingly, all of the factors discussed above had a marked influence not only on the way in which people traveled to and from work, but also on the way in which they made trips for other purposes—shopping, social, health, recreation, and other purposes.

In fact, people have continued using transit for work trips to a greater extent than for all other trip purposes. When CATS made its original surveys in 1956, 32.66 percent of all trips made for work or work-related business activities used public transportation. That percentage dropped to 22.60 percent by 1970. However, the percentage of people using public transportation for other trip purposes fell off to a much greater extent. In 1956, 18.83 percent of all shopping trips used transit. By 1970, the transit accounted for only 3.65 percent of shopping trips. In 1956, 12.60 percent of all social and recreational trips used transit. By 1970, the percentage had fallen to 3.25 percent.

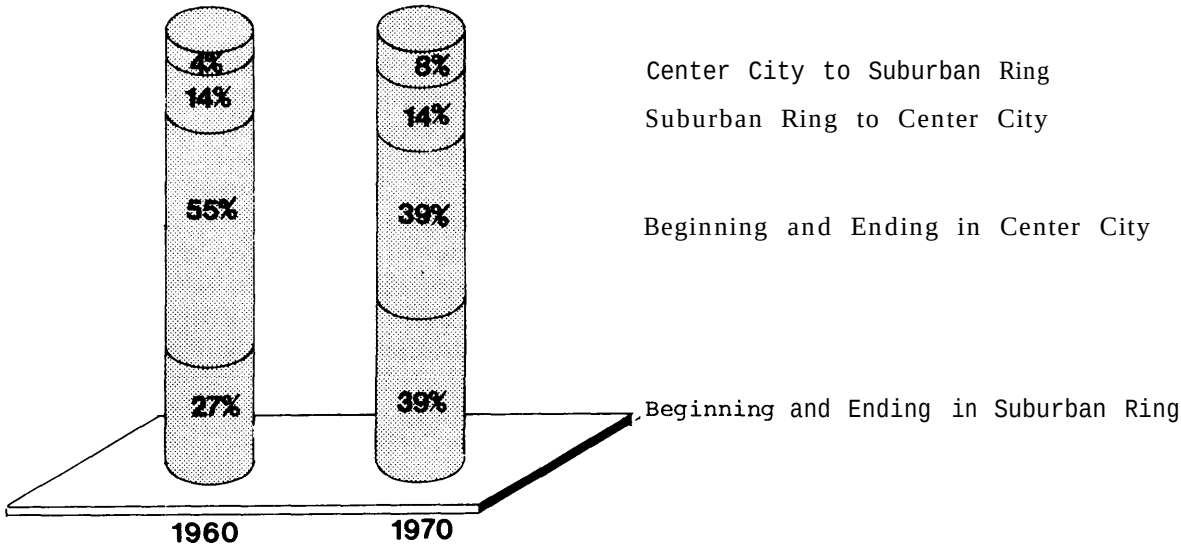
The general loss of ridership is a well known fact in Chicago as well as other places in the United States. However, the change in the ratio of trips during the peak hours to trips during the average nonpeak hour is not sufficiently recognized as the change in peak-to-base ratio. In other words, the number of morning and afternoon peak hour passengers has declined at a slower rate and in some cases has increased. The major losses have occurred during the remaining hours of the day and night. The transit systems, however, have to provide and therefore pay the costs of a full capacity system even though it may be fully utilized for only a short period of the day, usually less than 3 hours.

EXISTING PASSENGER TRANSPORTATION SYSTEMS

The continued and increasing mobility of the people in the Chicago metropolitan area has been accommodated by a significant increase since World War II in the miles of freeways, expressways, and toll highways constructed as well as by less spectacular and costly improvements to the public transport systems.

Unlike all but a handful of cities in the United States, Chicago had an extensive public transit system since the latter part of the nineteenth century. The first horse-drawn tracked trolley began operation in 1859. On the other hand, since World War 11, Chicago, like most other major metropolitan areas, has experienced increased use of the automobile, accompanied by construction of highway facilities to accommodate it.

WORK TRIP DISTRIBUTION



WORK TRIP MODE

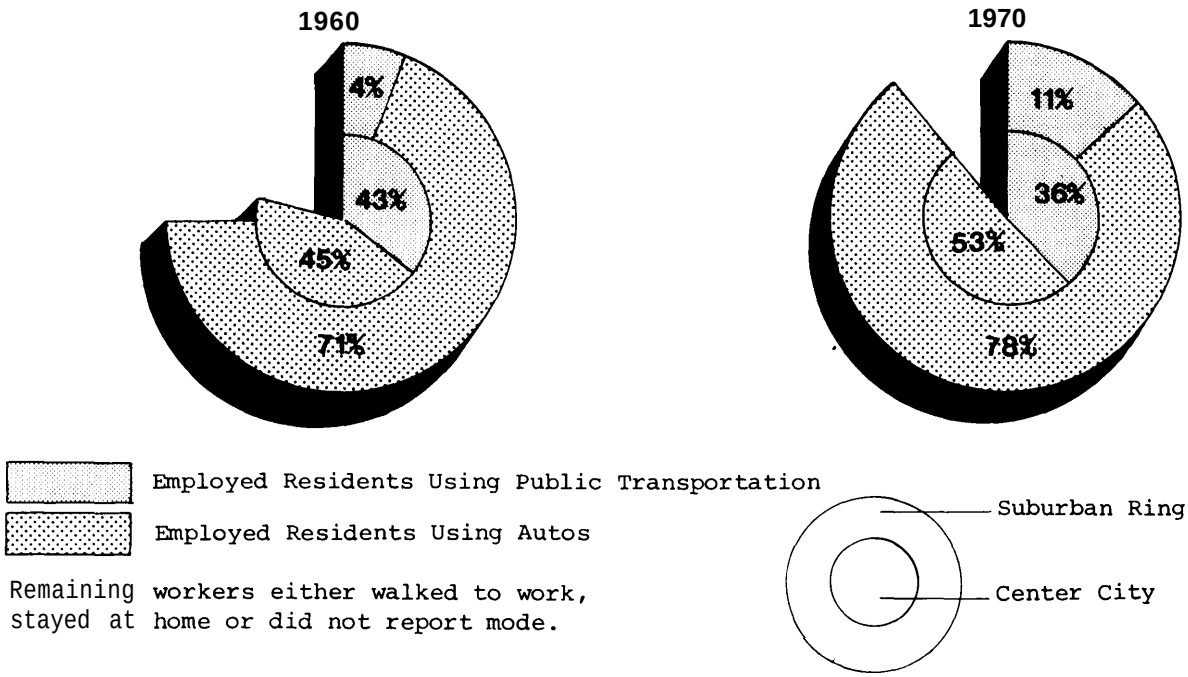


FIGURE 3: CHICAGO TRAVEL CHARACTERISTICS 1960-1970

Source: Urban Transportation Fact Book, American Institute of Planners and the Motor Vehicle Manufacturers Association of the U.S., Inc., 1974.

A Standard Metropolitan Statistical Area (SMSA) includes a center city (or cities), usually with a population of at least 50,000, plus adjacent counties or other political divisions that are economically and socially integrated with the central area.

Today, the Chicago metropolitan area has a large system of interconnected highway facilities as well as a public transport system consisting of subway, surface, and elevated rail rapid transit, commuter rail lines, and bus networks that serve the city as well as many of the suburban jurisdictions. The total system operates more miles of public transit routes and carries more passengers than any other multimodal system except New York's.

The Chicago metropolitan area has a radial system of freeways concentrating on the central business district; which is bounded on the north and west by the Chicago River, on the south by Congress Street, and on the east by Lake Michigan. The radial system includes the Kennedy and Edens Expressways (1-94 North), serving the north and northwest areas; the Eisenhower Expressway (I-90), serving the western portion of the metropolitan area; the Stevenson Expressway (1-s.s), serving the southwest, and the Dan Ryan Expressway (I-9o and 94 South), serving the southern portion of the area. 1n addition, the Chicago Skyway (I-9o) serves the southern portion of the metropolitan area and the northwestern part of Indiana, which is also a part of the Chicago region.2

The Tri-State Tollway (1-294) forms a partially circumferential highway approximately parallel to the lakefront at a distance of from 8 to 16 miles to the west. 1n addition, the Chicago area is served by numerous other limited or partially controlled access highway facilities including its boulevard system.

Eight privately owned and operated commuter railroads provide service from outlying areas tb downtown in 12 corridors. The railroads operate passenger service over 1,160 miles of track and accommodate nearly 68 million passenger trips annually. About 62 percent of the passenger trips either originate or terminate in the central business district. The commuter railroads serve a more extensive area and transport more passengers than any other commuter railroad network in the Nation except those serving New York City, where most of the service is provided by the publicly owned Long Island Railroad.

The Chicago Transit Authority (CTA) is the primary public transportation carrier in the region and the only operator of rail mass transit service. The rapid transit network consists of 243 miles of track on 10 routes, 8 of which serve the Loop area of the city. CTA operates approximately 1,2oo rapid transit cars. The CTA also is the largest bus operator in the metropolitan area with about 2,700 buses in operation over 131 routes throughout the city and extends into 30 suburbs in Cook County. More than 98 percent of the city's population lives within three-eighths of a mile of either CTA rapid transit or bus service.

The metropolitan area is also served by 32 bus companies which are publicly owned or privately owned and publicly assisted. These companies operate almost exclusively in the suburban areas. Fourteen are new, ptiblic intracommunity bus systems, financed by local revenue funds, providing feeder bus or dial-a-bus service. Of the remainder, 13 are privately owned and 5 are municipal] y owned and operated bus companies offering regularly scheduled service.

The combined public transportation system in the Chicago area has experienced a relatively constant erosion of patronage since World War II. However, the number of passengers carried by CTA, particularly on its rapid transit network, increased moderately during the mid-1960's until significant fare increases were put into effect in 1967. CTA served some 510.5 million originating passengers in 1967, but by 1973 patronage was down to 368 million. The CTA system, like most transit systems in the Nation, experienced a moderate upturn in ridership during the oil embargo in early 1974 and during the subsequent increases in the price of gasoline (see Figure 4). This temporary increase in patronage, however, has started to slip during 19'75.

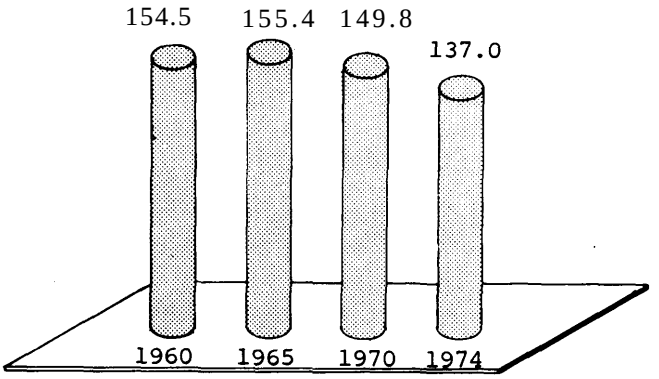
TRANSPORTATION PLANNING INSTITUTIONS

The Chicago metropolitan area has a complex institutional structure for transportation planning composed of a large number of agencies and organizations with overlapping and competing authority and responsibility. The institutional structure results in part because of the complexity of the large metropolitan bi-State area. It also results from various Federal requirements for regional planning, and from the competition among

2 However, the Census Bureau definitions for the Standard Chicago Metropolitan Statistical Area (SMSA) includes only the Illinois portions of the region.

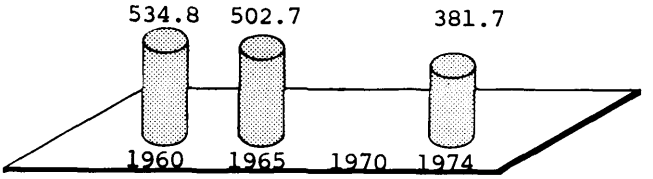
VEHICLE MILES OPERATED
(millions of miles)

Peak Year = 1966 (157.8 million miles)
Low Year = 1974 (136:9 million miles)



REVENUE PASSENGERS
(millions of passengers)

Peak Year = 1960 (534.8 million miles)
Low Year = 1974 (381.7 million miles)



NET OPERATING REVENUE
(millions of dollars)

Peak Year = 1962 ($11.7)
Low Year= 1974 (-$78.2)

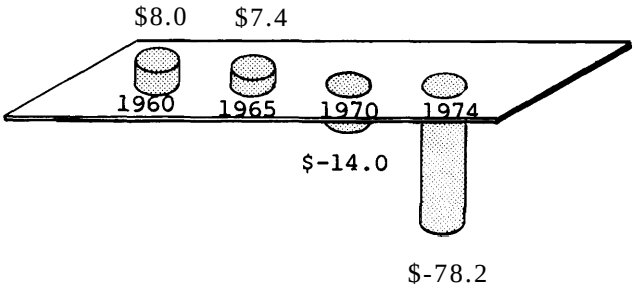


FIGURE 4 CHICAGO TRANSIT OPERATIONS

Source: American Public Transit Association records for the Chicago Transit Authority.
I Data was not reported in 1970.

units of government for control of the planning and decisionmaking process.

TABLE I.—Federally Recognized Regional Agencies

Designation	Agency
A-95	Northeastern Illinois Planning Commission
MPO	Chicago Area Transportation Study (recognized by the Federal Highway Administration and the Federal Aviation Administration); and Regional Transportation Planning Board (recognized by the Urban Mass Transportation Administration).

Regional Transportation Authority (RTA)

The Regional Transportation Authority was approved by the Illinois State legislature in 1973, subject to a referendum in the six-county area it was to serve. Voters in the RTA region approved the institution and its authority in March 1974. Organization of the new authority continued throughout 1974 and into 1975 before it was ready to fully assume its responsibilities. RTA is empowered to contract for transit services throughout its service area and to determine fares, routes, schedules, and other operating characteristics.

RTA commands an array of funding mechanisms, including the power to levy a motor fuel sales tax up to 5 percent and to tax parking lot revenues. A portion of the State sales tax collected in the RTA area and $14 from each auto license fee for cars registered in the area is allocated to RTA. It also has the authority to issue up to $500 million in bonds, and it possesses the power of eminent domain.

Chicago Transit Authority (CTA)

The Chicago Transit Authority has been in operation since 1947, 2 years after it was authorized by the Illinois State legislature and approved by referendum. It acquired and since has operated the rail rapid transit system in the metropolitan area and most of the transit bus service in the city. It is controlled by a seven-member board, in which four of the members are appointed by the Mayor of Chicago with approval of the Governor, and three are appointed by the Governor with the approval of the Mayor.

A significant feature of CTA'S basic authority is that it has no taxing capability and must rely on revenues, primarily transit fares, for its income. It can and does receive grants.

Local Mass Transit Districts

Eight local mass transit districts have been formed in the Chicago region along corridors of existing rail or bus service. The districts are established under Illinois statute and have the status of municipal corporations, the right of eminent domain, and the power to levy a tax on property in the district at a rate not to exceed .05 percent of assessed value, provided a majority of registered voters approve in a referendum. The mass transit districts in the Chicago area are the North Suburban, West Suburban, Chicago South Suburban, Joliet, Chicago Urban, Greater Lake County, and Greater McHenry County districts.

Chicago Urban Transit District (CUTD)

The Chicago Urban Transit District is one of the eight local mass transit districts described in the preceding paragraph. CUTD, which encompasses the Chicago central business district, was established in 1970 as the agency responsible for planning, designing, and building the proposed Loop subway and distribution system,

Regional Transportation Planning Board (RTPB)

The Regional Transportation Planning Board was formed in July 1971 by the four major planning agencies within the eight-county Chicago-Gary region for the purpose of developing a comprehensive and coordinated transportation planning program. The participating agencies are the city of Chicago (through its Department of Development and Planning and its Department of Public Works), the Chicago Area Transportation Study, the Northeastern Illinois Planning Commission, and the Northwestern Indiana Regional Planning Commission. The State of Illinois Department of Transportation is a nonvoting member of the RTPB.

RTPB was created to coordinate member agencies undertaking a regional transportation planning program. RTPB administers UMTA planning grants and both develops and monitors the

progress of an interagency work program. The products of this work program are the plans and programs of the member agencies. RTPB does not have the power to adopt these plans or the Comprehensive Regional Transportation Plan into which they are assembled. The policy committees, commissions, councils, and advisory committees of the autonomous member agencies retain responsibility and authority for adopting plans and actions.

Chicago Area Transportation Study (CATS) and CATS Policy Committee

In 1955, the Chicago Area Transportation Study was created as an ad hoc agency through a memorandum of agreement between the Illinois Division of Highways, the Cook County Highway Department, the city of Chicago Department of Public Works, and the U.S. Bureau of Public Roads. CATS became a permanent department of the State Division of Highways in 1957. Over the years the CATS policy committee, comprised of heads of the member agencies, has been expanded to include all six counties in the Chicago SMSA, the Chicago Transit Authority, the Illinois State Toll Highway Authority, as well as one representative each from the suburban railroads, the regional Council of Mayors, the mass transit districts, and the suburban bus companies. Efforts are underway by CATS to add a Regional Transit Authority (RTA) representative to the committee.

The policy committee is chaired by the State Secretary of Transportation. CATS has a work program committee headed by a designee of the Secretary. The Transit Carriers Coordinating Committee, organizationally separate from CATS, includes representatives of the 24 carriers in the region and meets monthly to discuss common problems. A representative of this committee is a member of the CATS technical committee.

CATS is supported primarily by Federal highway funds channeled through the Illinois Department of Transportation. In addition, most of the policy committee members, including the Department of Transportation, contribute to CATS operations.

The temporary designation of CATS as the Metropolitan Planning Organization (MPO) expired on June 30, 1975. However, the Governor of Illinois has not yet designated another agency to take over MPO functions. CATS continues to be the metropolitan planning agency recognized by the Federal Highway Administration and the Federal Aviation Administration, and RTPB is recognized by UMTA.[3]

Council of Mayors

In order to provide local input to the regional planning process, CATS has organized a Council of Mayors representing the 258 municipalities in the region. The Council is subdivided into 11 regional councils. These regional councils are active and have set priorities for improvements in their regions. The Council chairman sits on the CATS policy committee.

Northeastern Illinois Planning Commission (NIPC)

The Northeastern Illinois Planning Commission was created in 1957 and is authorized to develop and adopt a comprehensive plan for the Metropolitan Counties Area, which includes the counties of Cook, Lake, Will, DuPage, Kane, and McHenry. The Commission is the designated A-954 review agency. Members are appointed by the Mayor of Chicago, the Governor, and the presiding officer of each of the six counties.

The Northwestern Indiana Regional Planning Commission (NIRPC)

The Northwestern Indiana Regional Planning Commission is the counterpart to NIPC in the Gary, Indiana, region.

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[3] The Urban Mass Transportation Administration and the Federal Highway Administration require Governors to designate a Metropolitan Planning Organization (MPO), in each area to carry out the "continuing, comprehensive transportation planning process . . . carried out cooperatively . . . " (the "3-C" process) mandated by the Federal-Aid Highway Act of 1962 and the Urban Mass Transportation Assistance Act of 1974. According to joint UMTA-FHWA regulations published in September 1975, MPO's must prepare or endorse (1) a long-range general transportation plan, including a separate plan for improvements in management of the existing transportation system; (2) an annually updated list of specific projects, called the transportation improvement program (TIP), to implement portions of the long-range plan; and (3) a multiyear planning prospectus supplemented by annual unified planning work programs.

[4] Office of Management and Budget Circular A-9.5 requires one agency in each region to be empowered to review all proposals for Federal funds from agencies in that region. Circular A-95 replaced Circular A-82, which has created to implement Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966 (42 U.S.C. 3301).

Illinois-Indiana Bi-State Commission

The Illinois-Indiana Bi-State Commission was created in 1974 by joint action of the legislatures and the Governors of Illinois and Indiana. It consists of six members from each State.

The Commission was created to act as a single body in coordinating planning and development in the northwestern Indiana-northeastern Illinois area. The area is comprised of the Indiana counties of Lake and Porter and the Illinois counties of Cook, DuPage, Kane, Lake, McHenry, and Will. It is empowered to establish project priorities for bi-State capital improvement programs and to adopt public plans, policies, programs, and activities of bi-regional significance. The Commission also may consider project reviews under Circular A-9.5 of the U.S. Office of Management and Budget for projects of bi-regional significance, but such reviews only supplement, and do not replace, the A-9.5 reviews undertaken by NIPC and NIRPC.

Funding for the Commission is provided by earmarking a portion of Federal funds otherwise available to area agencies, with any necessary non-Federal share being provided in facilities and services.

In late May 1975 the Governor of Indiana designated the Commission as the region's MPO, but no similar action has been taken by the Governor of Illinois.

Illinois Department of Transportation (IDOT)

The Illinois Department of Transportation participates in Chicago regional transportation planning through several channels. The Secretary of Transportation is chairman of the CATS policy committee. Technically, CATS is part of IDOT'S Division of Highways.

In addition, the director of IDOT'S Office of Mass Transportation (OMT) is an ex officio member of RTPB board. OMT is located in Chicago and is responsible for providing technical assistance to units of local government and for managing the State's capital grant and operating assistance programs. The office originally was responsible to the Governor but was incorporated into IDOT in 1971.

Illinois Transportation Study Commission

The Illinois Transportation Study Commission was created in 1969. The 16-member commission includes members of both houses of the Illinois legislature and representatives from the general public. The Commission is responsible for making a continuing study of the needs, finances, and other problems relating to the transportation service needs of the State, including those in the Chicago area.

City of Chicago

The city of Chicago has been and continues to be one of the primary institutional actors in Chicago area transit planning and decision making. Two departments of the city, the Department of Development and Planning (DDP) and the Department of Public Works (DPW) have been intimately involved in essentially all of the major capital facilities improvements to the CTA rail transit system during the past 20 years. The Department of Development and Planning has wide ranging authority in the city for planning and community facilities development, including a major role in transportation planning. The Department of Public Works, which shares responsibility with DDP for transit planning, also is responsible for all highway planning, design, and construction as well as other public works activities.

Metropolitan Area Transportation Council

The 26-member Metropolitan Area Transportation Council was established in December 1974 by the Illinois State Legislature to advise the Regional Transportation Authority. It was granted the authority to hold public hearings, adopt resolutions, and otherwise counsel and advise RTA on transit service, fare structure, and other matters of policy. The Council members are appointed by locally elected officials from Chicago area jurisdictions.