



Memorandum



To: IDOT

From: CDM Smith

Date: November 18, 2024

Subject: Memo 4: Performance-Based Programming

This memorandum reviews ongoing and emerging practices in performance-based programming, with a focus on how they relate to current practices of the Illinois Department of Transportation (IDOT). It begins with the history of performance-based programming and a summary of current practices in Illinois. It concludes with a discussion of potential considerations for IDOT's practices based on stakeholder feedback.

Introduction

Performance-based programming refers to the practice of using “strategies and priorities to guide the allocation of resources to projects that are selected to achieve goals, objectives, and targets. Performance-based programming establishes clear linkages between investments made and expected performance outputs and outcomes.”¹ Performance-based programming builds on the related but distinct concept of performance-based *planning*, through which an agency sets those overarching system goals and objectives.²

Agencies can apply a performance-based programming approach both within individual project categories (e.g., choosing between or prioritizing various safety investments) and across a broader portfolio of investments (e.g., balancing funding between investments in system maintenance versus new capacity).

As this memorandum discusses, performance-based programming has become increasingly common across the U.S. and globally. In the U.S., this emerging adoption is the result of several factors, including:

- **Maximizing the effectiveness of limited public resources.** In most cases, agencies have a larger set of potential investments than they have the resources to fund. The performance-based programming approach provides agencies with a framework through which they can differentiate potential investments. Agencies can identify which projects are most likely to achieve agency goals and priorities and direct funding accordingly.

¹ Federal Highway Administration (FHWA), “TPM Toolbox: Performance-based programming.” Accessed July 12, 2024. <https://www.tpmtools.org/guidebook/chapter-04/>.

² Federal regulations require state DOTs and metropolitan planning organizations (MPOs) to conduct a variety of performance-based planning activities, such as the setting and monitoring of safety targets on the transportation system. As one example of the performance-based programming connection to the planning process, these safety targets then inform the programming decisions made by those agencies.

- **Demonstrating good stewardship of public resources.** Both legislators and the public are increasingly interested in greater transparency on how decisions are made to allocate public resources. The performance-based programming approach enables agencies to offer transparency by creating an explicit record of how categories of investments and specific projects contribute to a broader agency or public priority.
- **Aligning with state and federal laws and guidance.** Through a combination of legislation and regulatory guidance, federal and state governments have encouraged the adoption of a performance-based programming approach. For example, the 2012 Moving Ahead for Progress in the 21st Century Act (MAP-21) federal transportation authorization law established national performance goals for the transportation system (e.g., safety, congestion reduction) and associated accountability measures. If state DOTs do not meet certain targets, MAP-21 requires states to direct additional funding toward meeting them.

The next section discusses the specific context facing Illinois and how performance-based programming practices have been incorporated into the larger programming process.

Performance-based programming in Illinois

In 2021, Illinois adopted legislation with implications for IDOT's use of performance-based programming. Among other provisions, Public Act 102-0573 required IDOT to:³

- Establish a multi-modal transportation improvement program, rather than individual programs for highway and non-highway modes. By law, the program must be data-driven, align with the state's performance targets, consider emissions and climate change, and reduce disparities in transportation system performance among Environmental Justice (EJ) communities.
- Develop a risk-based, statewide highway system asset management plan.
- Develop a needs-based transit asset management plan for transit assets outside of the northeastern Illinois jurisdiction of the Regional Transportation Authority (RTA).
- Develop a performance-based programming approach for investments that add capacity to the existing transportation system. The selection process must be based on existing state and regional long-range transportation plans. By law, it must consider the goals of the long-range transportation plan as well as emissions, climate resilience, and EJ disparities.

Since adoption of P.A. 102-0573, IDOT has made progress toward implementing these performance-based programming changes, including the adoption of a combined, multi-modal, multi-year program starting in FY2024, the refinement of previously existing asset management plans for both highway and transit in FY2023, and the adoption of a new *Data Driven Decisions Tool* for capacity expansion projects starting in FY2023. As of FY2025, IDOT has also implemented an Enterprise Asset Management System to better align investments with long-term asset condition preservation. These processes are discussed in more detail in the next section.

³ Illinois General Assembly, "Public Act 102-0573." August 24, 2021, <https://www.ilga.gov/legislation/publicacts/fulltext.asp?Name=102-0573>.

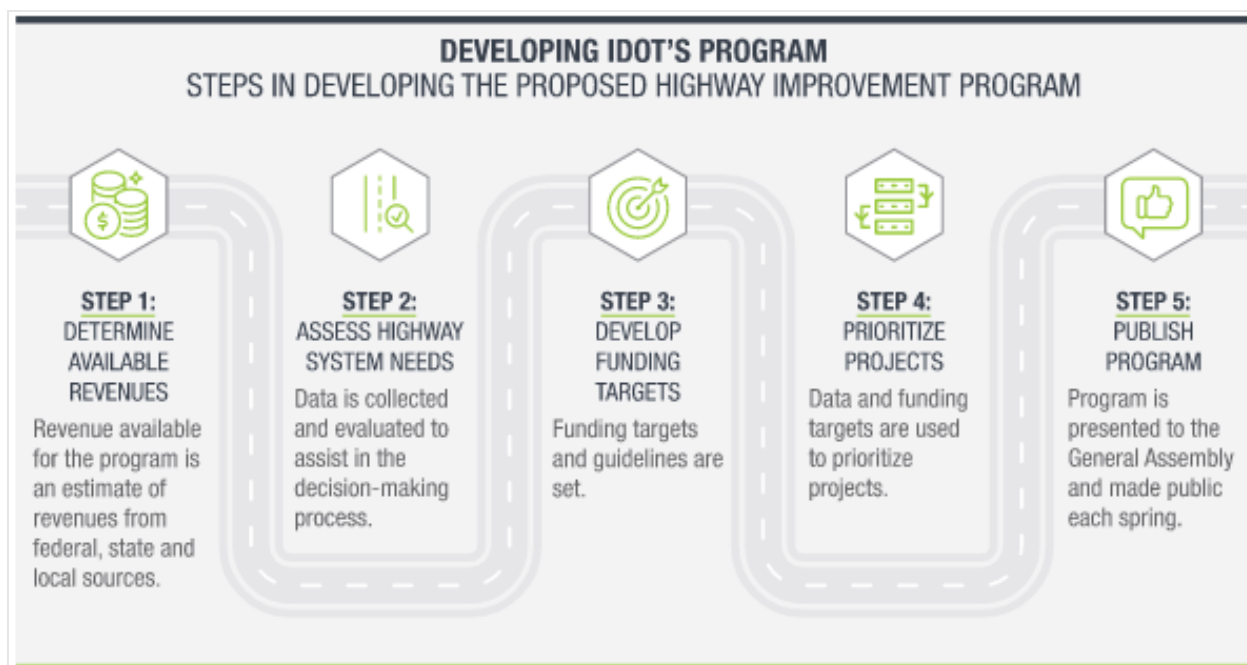
Performance-based programming in the context of the Multi-Year Program

IDOT makes the bulk of its programming decisions through the development of the Multi-Year Program (MYP), a six-year fiscally constrained program that details how IDOT will invest in both the highway system and the other modes it oversees (including marine waterways, rail, aviation, and transit). It reflects IDOT's performance goals, adopted through the Long-Range Transportation Plan, including the economy, livability, mobility, resiliency, and stewardship. Unless otherwise cited, the section below relies on the documentation included in the 2025-2030 MYP.⁴

Performance-based programming in the Highway Improvement Program

The largest element of the MYP is the Highway Improvement Program, which involves five basic steps: determining available revenues, assessing highway system needs, developing funding targets, prioritizing projects, and publishing the program. **Figure 1** provides an overview of this process.

Figure 1. Development process for IDOT's Highway Improvement Program.⁵



Before making any programming decisions, IDOT first determines the amount of funding that will be available for system investments. This includes state, local, and federal funding sources, and can vary widely over time (e.g., with new state capital programs like Rebuild Illinois or changes in federal funding levels like the Infrastructure Investment and Jobs Act). These system revenues are discussed in more detail in the companion memorandum on transportation system funding.

IDOT's next step is to assess the needs for investment on the highway system. As discussed in the companion memo on data needs, IDOT collects data related to the conditions and operations of the transportation system, such as pavement and bridge conditions, crashes and other safety challenges,

⁴ Illinois Department of Transportation (IDOT), "FY 2025-2030 Proposed Highway & Multimodal Improvement Program." June 2024, https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/reports/opp/hip/MYP_FY2025-30.pdf.

⁵ IDOT, "FY 2025-2030 Proposed Highway & Multimodal Improvement Program."

traffic patterns, and other factors. These data, as well as other factors like Americans with Disabilities Act (ADA) compliance, inform IDOT's needs assessment and serve as an input for the establishment of funding targets in the next step.

IDOT next establishes funding targets to allocate revenues within several large funding categories. These funding targets are not yet at the project level. However, they represent the **first stage of performance-based programming** since funding targets will have impacts on what scale of projects can be programmed across different geographies, project categories, etc. The funding targets set amounts for the:

- **Local program.** Some funds are dedicated to locally programmed projects. These include statutorily-required programs (e.g., township bridges) and funds for projects that come from federal funding programs that pass through IDOT before being suballocated (e.g., the Congestion Mitigation and Air Quality Program). Because of their restrictions, local program funds are taken “off the top” of the total revenue before other targets are set. These programs are separate from the statutorily-required disbursement of Motor Fuel Tax (MFT) revenues that IDOT also allocates to local governments.
- **Statewide or centralized programs.** IDOT reserves a portion of total revenues for anticipated but not specifically-defined project needs across four categories: engineering and environmental services, construction, maintenance and repairs, and federal programs and non-highway items. These funds include statewide programs, such as the Illinois Transportation Enhancement Program (ITEP). They also include funds that may be designated for individual projects later during the life of the MYP as needs emerge, e.g., for investments in response to emergencies.⁶
- **District programs.** IDOT divides the remaining funds among its nine districts. The MYP notes that IDOT sets district funding targets based on data including fatalities, road and Interstate lane miles and needs, bridge deck area and needs, traffic levels, and motor vehicle registrations.

After receiving their funding targets, IDOT Districts develop their individual programs. Within each District, staff must decide how best to balance the competing needs and priorities facing the highway system. This mirrors the decision made in the prior step, through which IDOT establishes the desired balance of spending between the state's geographic regions. District staff must go a step further, into what serves as the **second stage of performance-based programming** – assessing which individual projects are most suited to achieving agency, local, state, and federal goals and priorities.

Two resources used to program individual projects are the Transportation Asset Management Plan (TAMP)⁷ and the Data Driven Decisions Tool (DDD).⁸ Both the TAMP and the DDD are available to District staff and are considered in IDOT's review of all District submissions for inclusion in the MYP. IDOT has

⁶ IDOT, “FY 2025-2030 Proposed Highway Improvement Program: Statewide Table of Contents.” Accessed July 19, 2024,

<https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/reports/opp/hip/district/statewide.pdf>.

⁷ IDOT, “Transportation Asset Management Plan.” January 2023, <https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/reports/opp/transit/idot-2022-tamp-fhwa-certified-01-24-23.pdf>.

⁸ IDOT, “Data Driven Decisions for Capacity Projects.” Accessed July 19, 2024, <https://idot.illinois.gov/transportation-system/data-driven-decisions-for-capacity-projects.html>.

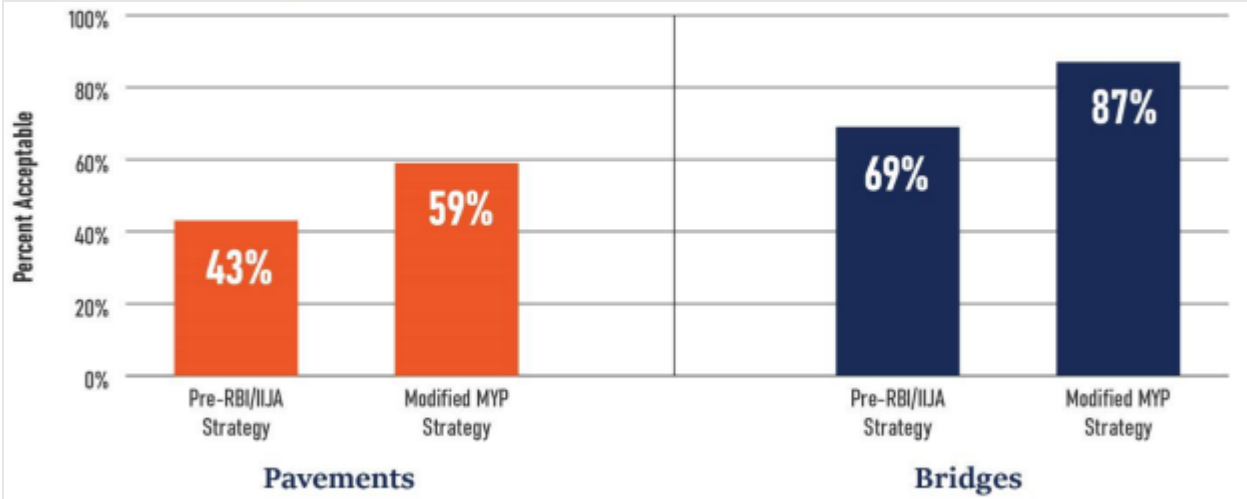
also adopted an Enterprise Asset Management Program that can inform District staff in programming decisions as they work to align with TAMP priorities.⁹

Transportation Asset Management Plan

The TAMP establishes a department-wide approach to improving asset condition and incorporating performance-based considerations into agency decisions about system maintenance and preservation. IDOT most recently updated its TAMP in 2022, building on the legacy of the first TAMP (adopted in 2018) and shifting the agency toward a more systematic approach to extend the lifespan of agency-owned transportation assets.¹⁰

At its core, the TAMP is a performance-based tool to inform decisions about how IDOT should allocate resources. It is an integral part of the agency’s performance-based programming approach. The TAMP includes analysis and discussion on how varying levels of resource allocations – such as between infrastructure categories or between different types of maintenance investments – can help IDOT to achieve its asset condition goals. One outcome of the TAMP is IDOT’s shift away from what is commonly referred to as a “worst first” investment strategy, where investments are focused on assets that are currently in the worst condition. Instead, the TAMP outlines a strategic approach through which IDOT can maximize the lifespan of its portfolio of assets, in many cases through early and ongoing preventative maintenance. Based on that analysis and as shown in **Figure 2**, IDOT identified a modified MYP strategy that should improve the condition of assets like pavement and bridges as compared to the prior investment approach.

Figure 2. Effect of life-cycle planning strategies on pavement and bridge conditions.¹¹



⁹ IDOT, “FY 2025-2030 Proposed Highway & Multimodal Improvement Program.”
¹⁰ IDOT, “Planning: Transportation Asset Management Plan.” Accessed July 19, 2024, <https://idot.illinois.gov/transportation-system/transportation-management/planning/transportation-asset-management-plan.html>.
¹¹ IDOT, “Transportation Asset Management Plan.”

Data-Driven Decisions Tool

The TAMP provides a framework for performance-based investments in existing assets. But while these represent the majority of MYP investments (~75% for FY2025-2030), the TAMP does not provide guidance on how IDOT should consider other investments, such as system expansions. For the narrower set of investments in system capacity expansion, IDOT has developed the Data-Driven Decisions (DDD) Tool.

As required by law, IDOT uses the DDD Tool to assess all projects that would expand capacity on the state’s highway system.¹² This includes:



- Additional lanes on an existing road
- A new road or a new alignment of a roadway
- A new or expanded bridge or interchange
- A new alignment of a railroad grade separation

The DDD Tool includes selection criteria across five goal areas: traffic operations and congestion, safety, economic development, environmental impacts and livability, and regional rating. These goals and criteria include quantitative performance metrics (e.g., crash statistics) and more qualitative assessments (e.g., input from IDOT staff and local officials).¹³ **Figure 3** includes the current criteria employed by the DDD Tool, with placeholders for two that are under development related to equity and emissions.

Figure 3. DDD Tool goals and criteria.¹⁴

Goal	Criteria
Traffic operations and congestion	<ul style="list-style-type: none"> ▪ Average annual daily traffic (AADT) based on current volumes ▪ Percent change in annual vehicle miles of travel (AVMT) over the next 20 years ▪ Variability in travel times as measured by the travel time index (TTI)
Safety	<ul style="list-style-type: none"> ▪ Frequency of major crashes, weighted by severity
Economic development	<ul style="list-style-type: none"> ▪ Location on the National Highway Freight Network (NHFN) ▪ Major development recently occurred or underway ▪ Accessibility and proximity to intermodal facilities
Environmental impacts/livability	<ul style="list-style-type: none"> ▪ Location in a low-income and/or minority population area ▪ Level of environmental impact analysis required ▪ Location of a past emergency event repair ▪ <i>Equity: Under development</i> ▪ <i>Emissions: Under development</i>
Regional ranking	<ul style="list-style-type: none"> ▪ IDOT District rank of proposed project by importance

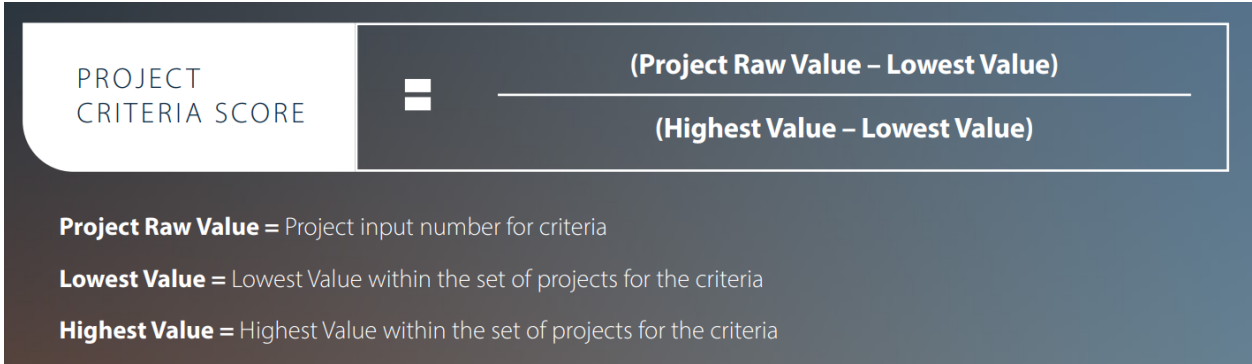
¹² IDOT, “Data Driven Decisions for Roadway Capacity Projects | Data-Driven Decisions Methodology Tool.” Accessed July 22, 2024, <https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/data-driven/ddd-methodology-document.pdf>.

¹³ IDOT, “Data Driven Decisions for Capacity Projects.”

¹⁴ IDOT, “Data Driven Decisions for Roadway Capacity Projects | Data-Driven Decisions Methodology Tool.”

IDOT evaluates all projects against all DDD Tool criteria, enabling a comparison between projects within each of the criteria areas. IDOT then uses the highest and lowest values within each criteria to establish the range for the set of projects under consideration. As shown in **Figure 4**, this is integrated into a project criteria score.

Figure 4. Formula to calculate project criteria scores.¹⁵



IDOT then synthesizes the discrete project criteria scores into an overall project score. IDOT established weights for the DDD Tool to reflect the agency’s policy priorities. Safety has the single-highest weight, at 30 percent of the overall score. Traffic operations/congestion, economic development, and environmental impacts/livability each account for 20 percent, with the final 10 percent allocated to regional ranking.

The methodology of the DDD Tool generates comparative scores rather than fixed scores. The formula shown in **Figure 4** will generate distinct project criteria scores depending on the relative difference between the highest value, the lowest value, and the project raw value. As a result, a project that scores well against one set of potential alternatives might receive a lower score when compared to a different set of alternatives more aligned with IDOT’s priorities. This reflects the DDD Tool’s purpose as a tool to evaluate relative effectiveness between distinct capacity expansion projects within a given MYP development cycle.

District staff that are interested in programming a capacity expansion project must submit any such project(s) for assessment through the DDD Tool. In the first iteration of the DDD Tool, IDOT assessed 34 projects and advanced 13 of them for inclusion in the current or future MYP.¹⁶ The 13 selected projects were in the top 15 by score of all projects evaluated. IDOT has noted that the transparency of the DDD Tool can help agency officials and the public better understand how and why some projects are approved and others remain under consideration for future investment.¹⁷

IDOT received stakeholder feedback on the DDD Tool, which is discussed in the section below on stakeholder perspectives. IDOT has continued to refine the DDD Tool in response to this feedback in

¹⁵ IDOT, “Data Driven Decisions for Roadway Capacity Projects | Data-Driven Decisions Methodology Tool.”
¹⁶ IDOT, Omer M. Osman, “Data Driven Decisions Results.” August 11, 2022, <https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/data-driven/ddd-cover-memo-results.pdf>.
¹⁷ IDOT, “ddd-tool-results.xlsx.” August 11, 2022, <https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/data-driven/ddd-tool-results.xlsx>.

subsequent years and is currently considering changes, such as how best to develop and refine the metrics related to both equity and emissions.¹⁸

Category-specific programming processes

IDOT also programs funds dedicated to specific agency priorities, such as safety. Many of these programs leverage a performance-based funding approach, including:

- **Highway Safety Improvement Program (HSIP).** IDOT distributes federal funds to support highway safety investments, based on a data-driven evaluation and scoring process.¹⁹ As noted above, the state’s performance on its federally required safety targets can lead to increased federal restrictions on the use of federal highway safety funds.²⁰
- **Illinois Transportation Enhancement Program (ITEP).** IDOT administers a bi-annual competitive grant program to support investments in alternate modes of transportation (e.g., pedestrian and bicycle investments). IDOT reviews projects through a competitive, numerical, and merit-based evaluation process. Criteria include sponsor capacity, public benefit, safety improvements, project readiness, and more. IDOT also provides additional assistance to offset local match requirements for “high-need communities,” as determined through IDOT’s Community Score process.²¹
- **Illinois Special Bridge Program (ISBP).** IDOT administers a call for projects to address structurally deficient bridges eligible for the Local Bridge Formula Program. IDOT selects projects based on a rating formula that accounts for functional class, project cost, traffic volumes, condition, and other factors.²²
- **Safe Routes to School (SRTS).** IDOT administers a bi-annual competitive grant program to support investments that improve conditions for children traveling to school by biking or walking, including those with disabilities. A committee of IDOT staff evaluate proposals through a scoring rubric that assesses demonstration of need, cost, potential for improvements, previous performance, and more.²³
- **Competitive Freight Program (CFP).** IDOT established the CFP to allocate federal funds from the National Highway Freight Program, targeted at projects that address issues with the freight

¹⁸ IDOT, “Data-Driven Decisions Comments and Resolutions.” Accessed July 19, 2024,

<https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/data-driven/ddd-written-comments.pdf>.

¹⁹ IDOT, “Highway Safety Improvement Program.” Accessed July 19, 2024, <https://idot.illinois.gov/transportation-system/local-transportation-partners/county-engineers-and-local-public-agencies/funding-programs/hsip.html>.

²⁰ FHWA, “State Safety Performance Targets.” Last modified June 28, 2022, https://safety.fhwa.dot.gov/hsip/spm/state_safety_targets/.

²¹ IDOT, “Illinois Transportation Enhancement Program Guidelines.” June 12, 2024, <https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/doing-business/pamphlets-and-brochures/itep/cycle-16/Cycle%2016%20-%202024%20ITEP%20Guidelines.pdf>.

²² IDOT, “Circular Letter 2023-27. FY 2029 Illinois Special Bridge Program Notice of Funding Opportunity.” September 19, 2023, https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/bulletins-and-circulars/circular-letters/informational/CL2023-27_ISBP_FY29_FINAL.pdf.

²³ IDOT, “Illinois Safe Routes to School Program.” 2023, Accessed November 7, 2024, <https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/memos---letters/safe-routes/2023-funding-guidelines.pdf>.

transportation and intermodal system.²⁴ In the most recent call for projects (2023), IDOT awarded funds to projects based on a combination of qualitative and quantitative criteria across highway, multimodal, and cross-cutting goal areas.²⁵ This program also represents an example of a cross-modal performance-based programming system, as funds from the CFP are available not only to highway investments but also other surface transportation (e.g., rail) and maritime projects.²⁶

Performance-based programming in the multimodal improvement program

IDOT's MYP also includes programming for roughly \$12 billion of investments in other modes, including transit, rail, aviation, and marine waterways.

Transit

The largest component of the multimodal improvement program is transit, totaling \$7.5 billion. The state has distinct approaches for transit in the Regional Transportation Authority (RTA) service area vs. the rest of the state.

Outside of the RTA service area, IDOT works collaboratively with the 55 non-RTA transit service providers to oversee programming for transit capital investments. Under the Rebuild Illinois program, IDOT's Office of Intermodal Project Implementation has leveraged a performance-based approach to programming transit capital funding investments, with more than \$350 million available for non-RTA agencies.²⁷ In FY2021 and 2023, IDOT awarded funds to transit agencies in response to a competitive call for applications. As part of that process, IDOT conducted a data-driven assessment of projects (see **Figure 5**).

In the RTA service area, the RTA and its service boards (CTA, Metra, and Pace) are primarily responsible for programming. As required by P.A. 102-0573, the RTA and its service boards have also adopted a goal-based prioritization process for capital program decisions. More details on the RTA's approach are available on its website.²⁸

²⁴ IDOT, "Illinois 2023 Competitive Freight Program." November 16, 2022, https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/reports/opp/IDOT_CFP_Program_Guidance_Updated_2023.pdf.

²⁵ IDOT, "IDOT Competitive Freight Program." November 18, 2022, https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/reports/opp/IDOT-CFP-Webinar-Updated_2023.pdf.

²⁶ The NHFP imposes a 30% cap on the share of funds that can go to freight intermodal or freight rail projects. This is an increase from the previous program, authorized under the FAST Act, which imposed a 10% cap. For more information, see <https://www.fhwa.dot.gov/bipartisan-infrastructure-law/nhfp.cfm>.

²⁷ IDOT, "Downstate transit agencies eligible for new round of Rebuild Illinois grants." June 9, 2022, <https://idot.illinois.gov/news/press-release.25029.html>.

²⁸ Regional Transportation Authority (RTA), "Maintaining and improving the system." Accessed July 19, 2024, <https://www.rtachicago.org/transit-funding/improving-the-system>.

Figure 5. Rubric for IDOT Transit Capital Grant Program Round 3.²⁹

IDOT Transit Rebuild Round 3 Scoring Rubric	Criteria	Weighting % of Total
Planning & Coordination	Is the project identified in a board approved transportation planning document? If yes, attach documentation.	
	State, regional or local Transportation Improvement Program (TIP)	5.9%
	MPO/RPO Transportation Plan	1.8%
	Board Approved Agency Transit Plan	1.8%
	5310 Coordination Plan	1.8%
	Other Planning Document (explain)	0.6%
	Top priority project as ranked by the applicant	5.88%
	Feasibility of Transit Project	
	- likelihood the project will be implemented to scope-schedule-fee	1.76%
	- local and/or political opposition that may impact scope-schedule-fee	
	- engineering constraints/difficulties that may impact scope-schedule-fee	
	Project Readiness (design & engineering, NEPA, procurement)	1.76%
Financial plan for sustaining operation of project	2.94%	
- local budget to continue operations/maintenance of project in years to come		
Leveraging Other Funds for Projects	2.94%	
Demonstrable Economic Benefits		
- construction jobs and labor		
- new jobs for agency (operator-maintenance-admin staff)		
- multi-year property tax to City		
- multi-year sales tax revenue to Agency		
- regional ridership, tourism attraction, and/or large employer location investment	1.76%	
Project located in an Economically Distressed Area	5.88%	
		34.7%
State of Good Repair	Is the project included in the agency's Capital Needs Assessment?	1.2%
	What is the Capital Needs Assessment Priority Score for the project?	8.8%
	Maintains Current Passenger Experience - No Change to Operations	
	replacement vehicles replacement of passenger amenities maintenance tools and equipment office equipment;	2.9%
Rehabilitates Existing Facility Condition - State of Good Repair	5.9%	
facility rehabilitation, i.e. window replacement, building zeroing, parking lot repavement		
		18.8%
New & Expansion Projects	Expands Passenger ACCESSIBILITY to Transit Service	
	ADA sidewalk improvements to bus stop Bicycle & Pedestrian improvements Public Outreach & Information format upgrades	2.9%
	Expands Passenger MOBILITY CHOICES for Transit Service	
	Bus expansion vehicles for increased level of service: locations, hours, days, frequency Real-time arrival information, Mobile Fare Payment Capital facilities to support new service to major trip generators	2.9%
	Passenger & Employee Experience	8.8%
	Scheduling software for dispatch Safety & security upgrades for employee and asset protection Passenger Amenities at Bus Stops and Stations Planning Hardware and Software	
ROW Acquisition & Expansion/New Construction	5.9%	
Bus Rapid Transit Service Passenger Transfer Center Administration Office Operations and Maintenance Facility Storage Facility Fuel / Charging Station		
		20.6%
Innovation & Environmental Sustainability	Does the project include sustainable or innovative elements?	
	Renewable/alternative energy for facilities or vehicles (e.g., new solar panels, CNG station, etc.)	5.9%
	LEED or equivalent certification for facilities and Low or No Emission Vehicles	4.1%
	Energy efficient fixtures or components (low flow toilets, Energy Star appliances, etc.)	1.8%
Performance-based Technology softwares and hardware	2.9%	
		11.8%
System & Performance*	Operating Expense / Revenue Hour (NTD 2019 data baseline)	0.6%
	Operating Expense / Passenger (NTD 2019 data baseline)	0.6%
	Passengers / Revenue Hour (NTD 2019 data baseline)	0.6%
	Project Status of Previous Awards	1.8%
		3.5%
Application	On-time submission; Scope-Schedule-Budget well detailed	1.76%
	1st Time Program Applicant	2.9%
	Project partially funded in Rebuild Round 1 or 2	2.9%
		7.6%
		100%

Revised 5/30/2022

* The System & Performance criteria will be calculated using 2019 National Transit Database (NTD) information due to the impacts of COVID-19 on 2020 transit ridership.

²⁹ IDOT, "IDOT Transit Rebuild Round 3 Scoring Rubric." May 30, 2022, [https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/reports/dpit/idot transit capital rebuild round 3 scorecard 6-21-2022.pdf](https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/reports/dpit/idot%20transit%20capital%20rebuild%20round%203%20scorecard%206-21-2022.pdf).

Rail

Rail (including both freight and passenger services) currently represents the second-largest component of the multimodal improvement program, including nearly \$2 billion in state funds supplemented by federal, local, and private investment.

One notable example of performance-based programming that applies to the rail system is the state's Competitive Freight Program (CFP), discussed above. Other examples include:

- The state has also dedicated \$13 million to the Rail Freight Program under the current MYP. The Rail Freight Program offers low-interest loans and grants to finance rail improvements that yield economic development and cost efficiency improvements. The Office of Intermodal Project Implementation (OIP) must analyze all freight rail projects to verify that the anticipated benefits of a proposed project outweigh the costs.
- IDOT also works with the Illinois Commerce Commission (ICC) to fund improvements to at-grade railroad crossings. The ICC selects at-grade crossings through a competitive application process based on factors including crossing volumes, safety history, and traffic levels.³⁰

In addition to these competitive programs, IDOT makes significant investments in both the freight and passenger rail systems through periodic capital program investments and federal discretionary grants. In many cases, the capital program investments are specified in statute, such as the expansion of passenger rail services to the Quad Cities and state support for the CREATE Program's 75th Street Corridor Improvement Project.³¹ IDOT's rail investments are also informed by the prioritization activities of other agency partners, e.g., the list of projects developed through the CREATE program and competitive grant applications administered by the Federal Railroad Administration.

Aviation

IDOT's MYP includes a program of investments in the state's aviation system. Although state funds represent a small portion of the total (less than two percent), IDOT plays an important role in guiding aviation system investments across the state. IDOT's Illinois Aviation System Plan (IASP) identifies five goals from the Illinois L RTP that should inform aviation system activities, including economy, livability, mobility, resiliency, and stewardship.³² When working with its local agency and airport partners, IDOT also relies on federal guidance to help prioritize aviation investment projects.³³

Marine waterways

The final component of the multimodal improvement program is the marine improvement program.

In 2021, IDOT completed the Illinois Marine Transportation System (IMTS) Plan and Economic Analysis. The plan provides a comprehensive vision for the future of the IMTS and has guided IDOT's work in

³⁰ IDOT and the Illinois Commerce Commission (ICC), "Illinois Grade Crossing Protection Fund: Resource Guide." September 2015, <https://icc.illinois.gov/api/web-management/documents/downloads/public/rr/GCPF%20Resource%20Guide.pdf>.

³¹ ILGA, "Public Act 101-0029." July 1, 2019, <https://www.ilga.gov/legislation/publicacts/101/PDF/101-0029.pdf>

³² IDOT, "Illinois Aviation System Plan." Accessed July 19, 2024, <https://www.ilaviation.com/asp/>.

³³ In order of priority, these include safety and security, preservation, standards, upgrades, and capacity.

subsequent years to invest in the state's marine transportation assets.³⁴ Guided by this plan and other statewide documents, such as the Illinois Freight Plan, IDOT has pursued projects that advance safety, modal connectivity, state of good repair, economic competitiveness, mode shift, economic opportunity, and environmental sustainability.

The Rebuild Illinois program provided funding through which IDOT established the Illinois Port Facilities Capital Grant Investment Program. This program made \$150 million available for investments in the state's port districts. Of that total, IDOT allocated \$110 million using a performance-based scoring evaluation process. The evaluation built on the goals of the IMTSP. IDOT directed the remaining \$40 million in funds to the Alexander-Cairo Port District as required by statute.

Marine transportation projects are also eligible for the Competitive Freight Program discussed above. In some cases, IDOT has also funded facility planning studies through its State Planning and Research (SPR) grant funding process, both of which represent additional opportunities for performance-based funding from IDOT.

Other performance-based programming and funding activities

While the MYP accounts for most of IDOT's capital investments, there are other IDOT programs that also include some elements of performance-based programming and funding allocation. For example, through the State Planning and Research (SPR) competitive grant program, IDOT awards funds in alignment with the goals of the LRTP. In its most recent call for projects, IDOT evaluated submissions based on their alignment with the LRTP, their implementation of a performance-based program development process, equity, carbon reduction, and other metrics.³⁵

Finally, IDOT's role in performance-based programming extends beyond even its own projects and funding resources. By adopting performance-based criteria for its grant programs, IDOT is incentivizing other public agencies to build their own capacity to develop a performance-based evaluation approach. IDOT has worked to provide technical assistance to make that transition possible. For example, in some of the programs discussed above, such as the Competitive Freight Program, IDOT staff developed or provided the needed data to the applicants so they could develop competitive applications. This highlights the role that IDOT has played and can continue to play in promoting the use of a performance-based programming approach in public agencies across the state.

Stakeholder perspectives

The interest in performance-based programming in Illinois long predates the adoption of P.A. 102-0573 and MAP-21, with perspectives across the many potential layers of a PBP approach. Examples include:

- **The high-level allocation of funding between different categories of expenses.** There has long been contention about how to decide allocation of funding across geographic regions. Another common area of discussion is how to balance the need for maintenance of existing assets versus expansion or enhancement investments that will address identified needs.

³⁴ IDOT, "Illinois Marine Transportation System Plan." March 2021, <https://idot.illinois.gov/content/dam/soi/en/web/idot/documents/transportation-system/planning/port-facilities-capital-grant-program/2020-illinois-marine-transportation-plan-and-economic-impact-analysis-study-document.pdf>

³⁵ IDOT, "Planning." Accessed July 19, 2024, <https://idot.illinois.gov/transportation-system/transportation-management/planning.html>.

- **The application of performance-based programming across modes and project categories.** Many commenters on the DDD Tool noted that the same tool or approach could be applied to all capacity expansion projects, regardless of mode. Other comments noted that there could be value in expanding the tool to include both expansion and maintenance.³⁶
- **The selection of criteria for performance-based programming decisions (e.g., in the DDD Tool).** The specific metrics used to assess a goal also themselves have a strong impact on ultimate programming decisions. As a result, stakeholders have offered perspectives on the criteria IDOT chooses, as well as the process by which IDOT selects and updates those criteria.

The clearest example of integrating stakeholder perspectives arose during the recent adoption of the DDD Tool. IDOT received, documented, and published findings from the large quantity of feedback provided by advocates, local partners, and other stakeholders.³⁷ Themes included:

- Strong support for the role of the DDD Tool and other tools that **improve the transparency and data-driven nature of selection processes.**
- The **importance of clarity** on the definitions of metrics (e.g., many comments related to the definition of “crash frequency” and were unaware that it already accounted for the severity of crashes).
- **Disagreements over relative weighting** of different goal areas; while there was universal support for safety as a large component of project evaluation, stakeholders shared different opinions on whether additional metrics, such as traffic, equity, sustainability, and/or others should receive higher vs. lower relative weights.
- Concerns about the **effectiveness of specific metrics**, such as concerns about the use of a capacity expansion project location in a low-income or minority community as a positive from an equity perspective, or the narrowness/applicability of the selected economic growth metrics.
- Interest in **metrics that not only identify problems but also those that assess the effectiveness of a given project at addressing those problems** (note that this topic will be discussed in the subsequent memo on *Improving Investment Impacts*).
- Questions on **how metrics will be evaluated and updated on an ongoing basis**, as well as how members of the public and other stakeholders will or could be consulted as future iterations of the DDD Tool are developed and implemented.

³⁶ IDOT, “Data-Driven Decisions Comments and Resolutions.”

³⁷ IDOT, “Data Driven Decisions for Capacity Projects.” Accessed July 19, 2024, <https://idot.illinois.gov/transportation-system/data-driven-decisions-for-capacity-projects.html>.