



Innovative Project Delivery

October 21, 2025

SUBJECT: I-55/I-64 Rehabilitation Project - Written Determination

In accordance with the Innovations for Transportation Infrastructure Act (Act), the Bureau of Innovative Project Delivery (IPD) has conducted an analysis to determine the project delivery method deemed to be in the best interest of the State for the above captioned project.

The analysis included conducting a qualitative screening, a qualitative evaluation (Level 1), and quantitative evaluation (Level 2), and a preliminary risk assessment (Level 3). The analysis concluded that a Progressive Design-Build (PDB) project delivery is in the best interest of the State.

The risks included in this Written Determination are preliminary and subject to change. A comprehensive risk assessment has been conducted separately and will be monitored and updated as the project progresses.

Bureau of Innovative Project Delivery

In accordance with the Innovations for Transportation Infrastructure Act (Act) and prior to commencing a procurement under the Act, the Bureau of Innovative Project Delivery (IPD) has conducted an analysis for the following project to determine the project delivery method deemed to be in the best interest of the State.

Project: I-55/I-64 Rehabilitation Project

The project is described together with the stated project goals in ***Project Scoping Information Sheet***.

The project has been evaluated through the IPD Bureau's annual MYP gating process as described in Chapter 2 Project Identification and Screening and has been evaluated for readiness in accordance with Chapter 2.2 – Project Readiness and Selection Process of the IDOT Innovative Project Delivery Manual and Guideline and has been found to be ready for Construction Manager/General Contractor (CMGC), Progressive Design-Build, or Design-Build Procurement.

Through evaluation it is determined that it is in the best interest of the State to advance the Project using the following innovative project delivery method:

☐ CMGC

☒ Progressive Design-Build

☐ Design-Build

The following attachments are provided to support the analysis and results of the written determination:

- ☒ Project Scoping Information Sheet
- ☒ Qualitative Screening Form
- ☒ Level 1 Qualitative Evaluation Results
- ☒ Level 2 Quantitative Evaluation Results
- ☒ Level 3 Risk Assessment Worksheet
- ☒ Pre-Procurement Checklist



Project Scoping Information Sheet

The IPD Bureau will work with the Districts to populate the following form to document potential Candidate Project characteristics.

Additional items can be added to the bottom of the form to facilitate the Project candidacy determination.

This attachment can be referenced in the IDOT Innovative Project Delivery Manual and Guidelines, pg. 12.

I-55/I-64 Rehabilitation Project
Route: I-55/I-64
Location: Mississippi River to I-64 (tri-level) interchange in East St. Louis
Estimated Construction Cost: \$368,000,000
Estimated Construction Duration: 3 Years
Letting Date (as shown in the MYP assuming DBB delivery): FY 2028
Source(s) of Project Funding (as shown in the MYP assuming DBB delivery): NHPP & State Match
Scope of Work - pavement, bridge, sound barriers, etc.: Pavement replacement of 2.7 miles, bridge repairs and replacements, and geometric improvements.
Major Schedule Milestones (critical path elements that affect schedule or price): Environmental Clearances, Finalize Bridge Repair and Replacement Scope
Major Project Stakeholders: City of East St. Louis, St. Clair County, Metrolink, TRRA, UPRR, KCS RR, BDSA, NS RR
Major Obstacles (as applicable): Maintenance of Traffic, RR Coordination, High Water Table
With Right of Way, Utilities, and/or Environmental Approvals: Minor ROW acquisition is anticipated. Further public involvement will be required.



I-55/I-64 Rehabilitation Project

During Construction Phase:

Utility coordination is anticipated for work near electrical transmission line crossings.

Existing pump stations must be maintained during construction.

Coordination with RR lines crossing corridor.

Maintain 2 lanes of traffic in each direction during construction.

Main Identified Sources of Risk:

Sources of risk include RR coordination, utility coordination, and maintaining existing pump stations to prevent impacts from a high water table in the area.

Brief Project Description:

The project includes pavement replacement for 2.7 miles and bridge repairs and replacements between the Mississippi River and the I-55/I-64/I-70 interchange. This includes repairs to 26 structures and 3 bridge replacements. Numerous geometric improvements are being made to the highway section to improve safety and bring the corridor up to current design standards.

Project Specific Goals (accelerating delivery, minimizing cost, maximizing life cycle)

Goal #1

Provide geometric and safety improvements to bring the corridor up to current design standards.

Goal #2 -

Improve the pavement and bridge conditions by repairing and replacing the infrastructure to provide a long-lasting and durable corridor that minimizes future maintenance.

Goal #3 -

Maintain a minimum of 2 through lanes in each direction during construction.



Qualitative Screening Form

Candidate Projects will typically exhibit the innovative delivery characteristics identified in the table below. For the initial screening during the MYP process, the District will populate each characteristic with a Yes or No only. If the project is considered for further development, the IPD Bureau and the District will collaboratively rate each characteristic applicable to a Candidate Project, provide a rating from 1 to 3 for how well the proposed project could benefit from any of the innovative delivery method characteristics compared to a traditional delivery method.

Rating Scale:

- 1 - Minimal benefits
- 2 - Moderate benefits
- 3 - Significant benefits

Provide any commentary that may be beneficial for reviewers in the comment's column. All questions must be answered.

This attachment can be referenced in the IDOT Innovative Project Delivery Manual and Guidelines, pg. 12.

I-55/I-64 Rehabilitation Project

Characteristic	Initial Assessment (Yes / No)	Rating	Comments
Expedites or "fast tracks" construction for accelerated delivery	Yes	3	3 construction seasons are planned but reducing to 2 seasons would be preferred.
Uses of innovative design and construction techniques	Yes	3	Replacement of bridge decks on existing 2-girder bridges provides opportunity for innovation.
Is of sufficient size and complexity to effectively leverage private-sector innovation and expertise. Rating can apply to single project or bundled projects.	Yes	3	
Accelerates delivery by expediting utility relocations allowing flexibility to design for utility avoidance during construction	No	1	Work is mainly confined to existing corridor so utility relocations not anticipated.
Expedites contract award	Yes	3	

**I-55/I-64 Rehabilitation Project**

Characteristic	Initial Assessment (Yes / No)	Rating	Comments
Exploits market conditions and increase competition from potential bidders	Yes	3	
Total Score		16	Good candidate



Level 1 Results

The delivery method with the highest score indicates the recommended delivery method as a result of the Level 1 Assessment.

I-55/I-64 Rehabilitation Project			
DBB	CMGC	PDB	DB
32	68	77	74



Level 2 Results

The delivery method with the highest score indicates the recommended delivery method as a result of the Level 2 Assessment.

I-55/I-64 Rehabilitation Project				
Factor	Weight	CMGC	PDB	DB
Project Cost	30%	20	25	20
Delivery Schedule	30%	18	23	23
Technical	30%	18	28	21
Procurement Delivery	10%	7	8	7
Total Score		63	84	71



Level 3 Risk Assessment Worksheet

Instructions

- 1. Provide a number for the risk
- 2. Assign a risk category for the risk using the pull-down option
- 3. Identify if the risk is an opportunity or a threat
- 4. Assign a unique name for the risk.
- 5. Provide a brief description of the risk
- 6. Identify a preliminary risk impact rating of Low, Medium, or High risk impact to the project cost and/or schedule
- 7. Document how the project team intends to mitigate the risk impact
- 8. Add any notes from risk discussions
- 9. At the end rows can be unhidden or hidden to add/subtract rows as necessary

This attachment can be referenced in the IDOT Innovative Project Delivery Manual and Guidelines, pg. 16.

I-55/I-64 Rehabilitation Project							
1	2	3	4	5	6	7	8
Risk ID	Risk Category	Opportunity or Threat	Risk Name	Detailed Description	Risk Impact	Potential Risk Response Plan	Comments
1	Construction	Threat	Adjacent Contracts	Risk of other projects being under construction at the same time resulting in schedule delays and increased traffic impacts.	High	- Complete evaluation of lane closures and/or detours to mitigate traffic impacts. - Require coordination with adjacent projects in the RFP.	
2	Construction	Opportunity	Project Schedule	Anticipating 3 construction seasons, but there is an opportunity to reduce to 2 seasons with planning and coordination by the Contractor.	Low	- Consider Technical Proposal scoring that emphasizes minimizing the construction schedule.	- Biggest constraint is 2-girder bridges that require closure to replace the bridge deck.
3	Construction	Threat	Railroad Coordination	5 different railroad owners cross the corridor. Design and construction will require coordination with each railroad owner or schedule delays could occur.	High	- Start railroad coordination early in the project to provide project information and establish open lines of communication. - Develop Agreements with each railroad owner for work near each crossing for inclusion in RFP. - Require Contractors to coordinate with railroads in accordance with Agreements during design and construction.	- Metrolink maintenance facility is located in East St. Louis. Trains are brought to facility during evening hours for maintenance. Prevents closure of rail line during evening hours and requires coordination with Metrolink for work near the line.



I-55/I-64 Rehabilitation Project							
1	2	3	4	5	6	7	8
Risk ID	Risk Category	Opportunity or Threat	Risk Name	Detailed Description	Risk Impact	Potential Risk Response Plan	Comments
4	Construction	Threat	Traffic Impacts	The corridor carries the highest ADT in District 8. Any lane closures or detours could have large impacts to traffic. Additionally, bridge erection over traffic will require highway closures.	Medium	- Provide requirements to keep 2 lanes open in each direction during construction. - Allow lane closures or full closures during nights and weekends. - Provide windows in the RFP for nighttime roadway closures to facilitate erection over highways. - Provide requirements for nighttime detours during roadway closures. - Provide requirements for traffic monitoring during roadway closures to assess delays to traffic and evaluate detour options.	
5	Construction	Threat	Unforeseen Geotechnical and Soil Conditions	Exposure of the project to unsuitable material and unforeseen geotechnical conditions, including liquefaction issues, could result in added time and remediation costs.	Medium	- Perform pre-construction site investigations to mitigate potential for encountering unknown conditions. - Develop mitigation measures for potential discovery of differing site conditions.	- Additional borings may be necessary during construction to verify site conditions in-between the Phase I data. - Piling may need to be founded on bedrock due to seismic considerations in the area.
6	Design	Threat	Design Submittal Review Timelines and Expectations	IDOT district staff do not have adequate availability to perform comprehensive design submittal reviews under an accelerated review timeline.	High	- Assess availability of district resources to perform reviews and develop design phase submittal review milestone schedule with adequate review times to accommodate resource availability. - Consider leveraging consultant oversight reviews in lieu of IDOT staff reviews.	- Overall IDOT departments are understaffed. - IDOT staff would be required to review items such as EOR submittals and final plans timely and thoroughly.
7	Design	Threat	Field Data Collection	Delay gathering field data could delay the design submittal schedule.	Low	- Define design data needs early and obtain data to prevent delays to design development schedule. - Develop design development milestone schedule to help schedule data collection activities.	
8	Design	Opportunity	Geometric Improvements	Opportunity to make geometric improvements at interchanges to meet current standards and improve safety.	High	- Include geometric improvements in basic configuration for project.	
9	Design	Opportunity	Traffic/ITS Improvements	Opportunity to upgrade the existing ITS and Signing within the project limits.	High	- Review existing ITS and signing and include requirements for upgrades in RFP.	- High Mast Lighting being replaced under separate contract.



I-55/I-64 Rehabilitation Project							
1	2	3	4	5	6	7	8
Risk ID	Risk Category	Opportunity or Threat	Risk Name	Detailed Description	Risk Impact	Potential Risk Response Plan	Comments
10	Environmental	Threat	Archaeological	This region of Illinois has substantial risk of archaeological sites due to the location of other nearby archaeological sites.	High	- Perform due diligence during the NEPA phase to determine potential locations and any required mitigation.	
11	Environmental	Threat	Delay in Securing Environmental Approvals/Permits	During preconstruction phase, unable to secure timely approvals for environmental permits or other approvals to commence construction.	High	- Review enabling project design to identify permitting needs and any additional environmental approvals. - Begin early coordination of project with approval and permitting authorities.	
12	Environmental	Threat	High Water Table	Much of the area surrounding the corridor has a high water table. This is due to the corridor being within the historic Mississippi River floodplain and the water table depth being influenced by the river elevation.	High	- IDOT has several pumping stations within the project limits that lower the water table and control flooding on the freeway and within the surrounding areas. Include requirements in the RFP for maintaining pump stations and flow rates during construction.	- Driving piling may plug filters in some areas. -Previous study determined pumping rates needed to lower water table and prevent flooding on roadway and in adjacent neighborhoods.
13	Environmental	Threat	Regulated Substances	Heavily contaminated areas throughout the corridor. It is expected that there will be costs for material remediation or disposal when contaminated materials are excavated.	High	- Complete Environmental Survey Requests for Regulated Substances during the preprocurement phase to determine locations of Regulated Substances in the corridor and any required remediation or disposal. Include information in the RFP and require Contractor to include costs for known Regulated Substances in the project costs.	
14	Environmental	Threat	Wetland Impacts	There is a potential for wetland impacts that will need to be mitigated.	Medium	- Identify wetland impacts and mitigation bank opportunities as early as possible prior to issues causing substantial delays.	
15	Financial	Threat	Project Costs Exceed Programmed Funding	Market factors, incorrect pricing assumptions, additional scope items, and other unanticipated factors related to design and construction of the project drive the project costs to exceed available funding.	Medium	- Confirm project assumptions that were used as the basis of the estimate, allowances and risk contingencies. - Verify that costs align with assumptions for available funding at each design stage.	



I-55/I-64 Rehabilitation Project							
1	2	3	4	5	6	7	8
Risk ID	Risk Category	Opportunity or Threat	Risk Name	Detailed Description	Risk Impact	Potential Risk Response Plan	Comments
16	Procurement and Contracting	Threat	Competing Simultaneous Projects	Multiple large projects procured at the same time may limit the number of interested design and construction firms interested in pursuing project.	Low	- Conduct robust pre-procurement partnering process to increase project awareness for multiple upcoming projects. - Provide proposers with project information early and conduct industry workshop and partnering meetings to capitalize on project interest in the area. - Discuss project risks and anticipated commercial terms and get early feedback.	
17	Procurement and Contracting	Opportunity	Opportunity for More Bidders	Larger cost increases effective pool of Contractors interested in pursuing project to include regional and and national construction firms.	Medium	- Conduct robust pre-procurement partnering process to increase project awareness. - Provide interested proposers with project information early and conduct industry workshop and partnering meetings to capitalize on interest.	
18	Right of Way	Threat	Identifying Necessary Right of Way	Delays identifying and securing necessary right-of-way, and/or unable to sequence the work to proceed with project in sync with the right-of-way acquisition schedule.	Medium	- Advance early project design to better define ROW needs. - Develop timeline for the acquisition process upon defining needs. - Engage early with Contractor to agree on appropriate means and methods and determine any temporary/permanent easement needs.	
19	Third Party	Threat	Public Involvement	There is a potential for impacts in environmental justice areas along the corridor. This may cause third party stakeholders to resist detour and/or traffic impacts during construction.	Medium	- Determine possible environmental justice areas and potential mitigation during Phase 1. - Include requirements for comprehensive public involvement and communication for neighboring areas to raise awareness of the project and mitigate impacts during construction.	
20	Third Party	Threat	Third Party Submittals & Approvals	Reviewing agencies do not meet their review deadlines delaying design development.	Low	- Identify reviewing agencies and coordinate early on anticipated timeline for design submittal reviews.	



Pre-Procurement Checklist

A pre-procurement checklist is recommended for every project. The checklist below contains the typical items necessary to ensure a project is ready for procurement. A project-specific checklist should be developed to capture all items completed or in progress prior to commencing with the procurement process.

This attachment can be referenced in the IDOT Innovative Project Delivery Manual and Guidelines, pg. 17.

I-55/I-64 Rehabilitation Project		
	Item	Comments
☐	Project Scoping and Refinement	Need to define scopes for bridge repairs and requirements for MOT and maintaining pump stations.
☐	Project Development Schedule	
☐	Environmental Status	Need to complete NEPA documents
☐	Cost Estimate	
☐	Right-of-way Status (No. Parcels Required)	
☐	Utility Status (List Each)	
☐	Geotechnical Investigations	Currently ongoing
☐	Third-Party Stakeholders - Rail - Aviation Facilities - Affected Third Parties - Other Affected Third Parties	Need to coordinate with RRs.
☐	Required Permits (List Each)	



I-55/I-64 Rehabilitation Project

	Item	Comments
☒	Risk Assessment	
☐	Public Outreach Status	Need to continue public outreach.