

SECTION 3

Plan Assumptions and Previous Studies

Plan Assumptions and Previous Studies

This section of the report presents the assumptions used in the planning process and an overview of prior studies that are relevant to the Will County 2030 Transportation Plan. Given the uncertainty of the future, the planning assumptions provide the basis for plan development and are implicit in the decision making process. These studies were referenced in order to incorporate previous planning efforts. Generally, these previous studies provided context and background for the Will County 2030 Transportation Plan. The potential projects list used to evaluate transportation needs in Will County was partially developed from these previous planning efforts. Available published documents were also used as a source of information about the proposed South Suburban Airport and the former Joliet Arsenal.

3.1 Planning Assumptions

A set of reasonable assumptions were developed to address some of the uncertainties about future needs and conditions. These planning level assumptions were used to define input for the 2030 Transportation Plan. These assumptions also help to define what the effect would be on the plan should future trends dramatically depart from that which is currently and can be reasonably assumed to occur.

- The 2030 forecasts serve as the planning horizon for the study and were based on year 2030 forecasts for population and employment as endorsed by NIPC, September 2003, and the action-oriented forecast developed for this study (Section 6.2.2). The Will County traffic demand model with the socioeconomic forecasts will serve as a basis for developing the future forecasted traffic.
- The 2030 socioeconomic forecasts generally reflect projected land use activity from the municipalities throughout Will County. In addition, the forecasts also consider regional transportation improvements. These regional improvements are linked to the socioeconomic forecasts by relating mobility and accessibility factors that the improvements represent.
- Overall demographics and income levels will not change dramatically relative to the rest of the Chicago metropolitan area. As an example, car ownership trends by household would remain relatively consistent by demographic group and trip generation rates would not change significantly from rates referenced in the 1990 Household Survey data, which provided the most complete and updated socioeconomic information required by the travel demand model. This data was supplemented with the 2000 Journey to Work information.
- Public transportation funding and ridership will continue to exist at least at current levels of service. This means that the available service – Metra, Pace, and local public transit (area dial-a-ride and paratransit) – will continue. As such, it is anticipated that

public transportation will continue to capture a similar share of the future travel demand as it does now.

- Federal, state, and local revenues will remain somewhat constant. This would imply that the ability to finance transportation improvements would be similar to the County's existing funding levels. If Will County chose to support additional revenue sources such as impact fees or a local option motor fuel tax, then the available funding would increase accordingly.
- A vehicle volume to road capacity ratio of 0.66 was the planning performance criterion used in this study. Drivers on facilities operating at a volume to capacity ratio greater than 0.66 would experience reductions in travel speed and at intersections; the influence of congestion and resultant delay are noticeable. Congested segments within this study are those with a volume to capacity ratio greater than 0.66.

3.2 Review of Previous Studies

The following provides a brief overview of previously completed plans that include a transportation element relevant to Will County. The studies provide background information that can be drawn upon when completing the 2030 transportation plan and to assist with defining future development within Will County, especially with regards to the redevelopment of the Joliet Arsenal and the South Suburban Airport (SSA).

3.2.1 2020 Transportation Framework Plan, Will County, 2000

This is a multimodal long-range transportation plan that is an amalgamation of elements from other agency plans, with those identified in the transportation study. The recommended plan, therefore, contains projects initiated by other agencies; projects that are new additions and are not included in other agency plans; and combinations of the two.

The plan was developed for the horizon year 2020. It was intended to provide a framework for short- and long-range transportation decisions and related land use activities.

The 2020 plan was oriented toward satisfying countywide travel demand by using appropriate connections between municipalities. The plan included considerations for the greater regional influence of the Chicago metropolitan area both in land use development and regional connections such as the interstate system. The plan also considered implementation issues such as financial and physical limitation in that these limitations would affect the further development of the recommended projects. Considerations also included previous multi-modal studies and their effect on Will County.

The recommended plan includes an extensive list of transportation projects throughout the county for regional roads (including interstates), arterial streets, intersection realignments, corridors for further study, public transportation, and non-motorized facilities. The plan is to be examined as a system-based approach to the transportation needs.

A staging program suggested in the 2020 Transportation Framework Plan resulted in the selection of high priority projects. The selection process was based on the identification of five strategies and a determination of how each proposed project ranked relative to these strategies. Further study would be needed to determine project timelines based on estimations of financial resources.

3.2.2 Land Resource Management Plan, Will County, 2002

This plan was prepared in 2002 by Will County pursuant to the state's "Local Land Resource Management Planning Act." It is the result of an 18-month effort that involved hundreds of participants and extensive public involvement.

The Policy Gateway element of the plan creates a framework for managing growth. It rests on the premise that growth in Will County will be accommodated, but that negative impacts of growth should be minimized and mitigated. Also within the Policy Gateway section, the Will County 2020 Transportation Framework Plan was adopted by reference with the Land Resource Management Plan.

Population and employment forecasts lie at the core of land demand forecasts. These forecasts are translated into land demand using certain assumptions for household size, density of development, and floor and land space per employee.

Community workshops were held to consider community values that appear to represent an accurate depiction of what is most important to the community. These prioritized issues were then grouped into five community planning themes, which serve as the organizing force behind the plan. These are growth and community character, intergovernmental cooperation, open space and environmental preservation, farming and agriculture, and infrastructure. Transportation is included under the infrastructure category.

The goals, as they relate to transportation, call for provision of roads to serve new urban development. They also specify that decisions about the location of new development will be made, in part, based on the ability to efficiently provide infrastructure (including transportation). It is also a stated goal that the County is served by a coordinated and multi-modal transportation system. In order to accomplish these goals, the County will continue to pursue implementation of the previously adopted 2020 Transportation Framework Plan and recognize the critical importance of the South Suburban Airport.

The plan also included development of a Forms and Concepts Handbook. This is the future land use element of the Land Resource Management Plan. It is structured around "Development Forms" and "Development Use Concepts."

Future preservation of open space is also a central theme of the Land Resource Management Plan. The Open Space element of the Land Resource Management Plan sets forth policies and strategies designed to establish a permanently protected network of open spaces as Will County continues to grow.

3.2.3 Shared Path 2030, Chicago Area Transportation Study, 2003

Shared Path 2030 is the Chicago Regional Transportation Plan (RTP) for northeastern Illinois developed by CATS. The 2030 RTP identifies the region's transportation challenges, potential solutions, and provides recommendations on how to invest in improving the transportation future of the region. The RTP identifies improvement strategies for the roadway system, public transportation, and accommodations for pedestrians and bicyclists.

The RTP is a long-range regional plan to coordinate planning activities across the Chicago metropolitan region for a horizon year of 2030. The RTP includes three basic goals: maintain the current systems, improve how the overall system operates, and sustain the region's

vision and values. The intent of the RTP is to promote and accommodate efficient travel behavior and to promote an efficient and sustainable urban economy. The plan targets accommodating average daily travel to efficiently meet the demand of work and business trips to sustain the region's economy. Consideration is given to community and environmental attributes of the region and preserving quality of life. The plan is constrained by financial and air quality requirements as described in federal regulations.

In the development of the recommended plan, four regional scenarios were advanced to compare evaluation measures and to identify and adopt principals from each scenario. The four scenarios include service-intensive measures to identify low capital cost improvements to improve user benefits under existing systems, system-intensive strategies to provide low capital cost improvements and operation changes to the existing system, system additions in which capacity additions are made to major highway and rail facilities, and system expansion where new segments are introduced.

The RTP provides recommendations in three parts: regional transportation strategies, strategic regional systems, and major capital projects. The first part, regional transportation strategies, provides general policy guidance in two areas: community and environmental strategies, and management and operation strategies. The second part is the strategic regional systems guidance for four regional systems: arterials, transit, bicycle and pedestrian, and freight. The emphasis is on a shared-use linkage of all of the systems. The final part of the plan is the major capital projects that improve the performance of the system, are supported by the participants and public, and for which an agreement can be reached regarding further evaluation and discussion.

3.2.4 Joliet Arsenal Area Long-Range Transportation Plan, Joliet Arsenal Development Authority, 2004

The Joliet Arsenal Area Plan was developed for the Joliet Arsenal Development Authority. The Joliet Arsenal is a converted army ammunition plant. The property is in the process of being converted into the Midewin National Tallgrass Prairie, National Veterans Cemetery (Abraham Lincoln National Cemetery), the Center Point Intermodal Center, and Prairie View Business Park. The overall purpose of the plan is to identify, evaluate, and recommend the transportation strategies required to serve existing and planned development in the area. The recommendations include improvement to most of the roadway facilities in the area, especially to the north and east of the Joliet Arsenal property.

3.2.5 Strategic Regional Arterials

The Strategic Regional Arterials (SRA) system is intended to supplement the existing and proposed expressway facilities by accommodating a significant portion of the long distance, high volume vehicular traffic throughout the region. The SRA system spacing was initially determined based on forecasted travel demand within the different parts of the Chicago region ranging from 3 miles apart in the more densely spaced areas to about 8 miles in rural areas. The purpose of the SRA studies was to develop regional plans and design standards for these arterials. Each arterial was studied independently to determine the appropriate level of improvement with a full report developed for each corridor. The reports can serve as a comprehensive reference document for the planning of short- and long-term improvements and include a route overview and analysis by segment.

3.2.6 South Suburban Airport

Proposed South Suburban Airport, Final Environmental Impact Statement, Tier 1, Federal Aviation Administration, 2002

The Federal Aviation Administration (FAA) prepared this Tier 1 Final Environmental Impact Statement (FEIS) to identify the air carrier airport to serve the greater Chicago region. The FAA considered numerous alternative sites and also a no-action alternative. It was concluded that a site located in Will County in the vicinity of Peotone is the only potential new airport site that would fulfill the project's purpose and need. The FEIS presents a detailed analysis of the potential environmental impacts that would result from development of the airport.

Projections of Aeronautical Activity for the South Suburban Airport, Illinois Department of Transportation, 2004

The Inaugural Airport Program (IAP) at the SSA is being planned to serve at least three separate facets of aeronautical activity including air passenger, air cargo, and general use in the IAP based on the level of activity of several factors including airline service attracted to the airport, facilities provided at the airport, operating costs, and supporting infrastructure.

Draft Demand/Capacity Analysis and Facility Requirements for the Inaugural Airport Program, South Suburban Airport, Illinois Department of Transportation, 2005

This report includes information on the inaugural airport airfield, passenger terminal, support/ancillary, and ground transportation requirements. The report also discusses the intermediate facility requirements for Date of Beneficial Occupancy (DBO)+6 and DBO+20 as well as the ultimate airport facility requirements. The transportation improvements are based on the Shared Path – 2030 RTP. Projected annual average daily traffic volumes for 2030 are also included for the western access location, I-57, IL 50, and IL 1.

Draft Concept Alternative Analysis for the Inaugural Airport Program, South Suburban Airport, Illinois Department of Transportation, 2005

This report covers the refinement and selection of the ultimate airport landside access concept. The preferred alternative includes airport terminal access from the west side of the airport through an interchange with I-57 and an eastern access to the airport terminal facilities. No vehicular connection will exist between the east and west access points. An underground-automated people mover would connect the airport facilities. The east-west roadway along the northern boundary of the airport, between I-57 and IL 394, was removed from further consideration as part of the airport planning activities.

The report continues with selection of the inaugural airport airfield concept and inaugural airport landside access of only a direct west airport access from an interchange with I-57. Further selection is made for an inaugural airport passenger terminal concept and support/ancillary facilities.

For the DBO+20 airport concept, only a western access point from I-57 is identified to meet the demand. After the DBO+20 time frame, the airport is expected to grow large enough to require eastern access.

3.2.7 Agency and Municipal Plans

A number of agency plans have been prepared previously addressing various components of the Will County transportation system. Many of the municipalities within Will County have also prepared plans with a transportation component. While the plans show improvements to the local system, some of the municipal plans also reflect desired enhancements to the county, state, and other regional systems serving their municipality and surrounding areas. Table 3-1 lists the agency and municipal plans that were reviewed in the process of developing the 2030 Transportation Plan.

TABLE 3-1
Completed Agency and Municipal Plans

Agency/Municipality	Name of Plan	Adoption Date
Village of Beecher	Comprehensive Plan Amendment	April 1996
Village of Beecher	Beecher Business Park	October 2002
Village of Beecher	Illinana Crossroads Industrial Park	March 2004
City of Aurora	Comprehensive Plan	1984, Revised 2003
Coal City	Comprehensive Plan—2020	May 2000
City of Crest Hill	Comprehensive Plan 1992	
City of Lockport	Comprehensive Plan	March 2009
Village of Elwood	Comprehensive Plan	September 2, 2003
Village of Frankfort	Comprehensive Plan	August 16, 2004
City of Joliet	Joliet City Center Development Plan	July 1990
Village of Lemont	Comprehensive Plan 2002	October 21, 2002
Village of Manhattan	Comprehensive Plan	Revised January 7, 2003
Village of Minooka	Comprehensive Plan	March 30, 1999
City of Naperville	Comprehensive Master Plan—1998 East Sector Update	January 19, 1999
Village of Monee	Comprehensive Plan	July 1997
City of Naperville	Southwest Community Area Plan	May 28, 2002
City of Naperville	Comprehensive Master Plan—1996 Northwest Sector Revision	July 2, 1996
Village of Woodridge	Comprehensive Plan	December 1995
Village of Tinley Park	Comprehensive Plan 2000	
Village of Orland Park	Comprehensive Plan	May 1997
Village of Plainfield	Comprehensive Plan Update	May 20, 2002, update May 2004
Chicago Area Transportation Study	Shared Path 2030	October 9, 2003
IDOT	Wikaduke SRA Study	September 1999

TABLE 3-1
Completed Agency and Municipal Plans

Agency/Municipality	Name of Plan	Adoption Date
IDOT	SRA—Illinois Route 43	April 1996
IDOT	SRA—Mannheim Road/U.S. 45	May 1995
IDOT	SRA—Naper/Weber/Larkin	March 1995
IDOT	State Highway Improvement Plan	
	Pre-Final Beecher Bypass Feasibility Study	May 2004
	Joliet Arsenal Area Long Range Transportation Plan	April 2004
	Traffic Impact Study—Joliet Arsenal Site	October 1999
	Access Justification Report	December 2004
Will County	2020 Transportation Framework Plan	December 2000
City of Lockport	Official Zoning Map	January 1, 2004
Village of Mokena	Comprehensive Plan	August 2002
Village of Peotone	Land Use Maps	
Village of Bolingbrook	Comprehensive Policy Plan	February 12, 1985
Village of Lemont	Zoning Map	March 30, 2004
Custer and Reed Townships	Comprehensive Land Use Plan	May 30, 1997
Village of Park Forest	Strategic Plan	June 1, 1992
Village of Tinley Park	Zoning Map	March, 2004
Village of Matteson	Land Use Intensity Map	
Village of Diamond	Official Zoning Map	April 19, 2004
Village of Frankfort	Landscaping Regulations	February 1996
The City of Crest Hill	Zoning Ordinance, 1989	Revised July 3, 2000
Village of Channahon	Comprehensive Land Use Plan	November 3, 2003

Note: See end of the section for information about ongoing studies.

3.2.8 Public Transportation Plans

Vision 2020, Pace, 2000

The Pace suburban bus agency has created a long-range plan called *Vision 2020* that focuses on serving the transportation needs of their growing service area.

A main focus of Pace's plan is service to and between transportation centers, which are locations where customers can make connections between various transit services. These

transportation centers are typically located at rail stations, community downtown areas, shopping centers, and other major activity centers.

The 2020 plan identifies a number of Regional Transportation Centers, one of which is in Will County at Joliet Union Station. There are also a number of Community Transportation Centers in Will County including the following:

- Wilmington (Metra-HC station)
- Bolingbrook
- Bolingbrook Park-n-Ride (I-55)
- Plainfield (Metra-STAR)
- University Park (Metra-MED)
- South Suburban Airport
- New Lenox (Metra-RID)
- Manhattan (Metra-SWS)
- Mokena (Metra-RID)
- Crete (Metra-SES)
- Beecher (Metra-SES)
- Lockport (Metra-HC)
- Frankfort (Metra-STAR)
- Governor's State University

The plan also identifies a number of key corridors for the bus system. These are the corridors in which Pace will focus its technology improvements, implementing bus rapid transit (BRT) and Transit Signal Priority (TSP) among other tools for increasing transit viability. There are two types of corridors: expressway/tollway and arterials. Many of them affect Will County, such as the following:

Expressway

- I-55: Bolingbrook to Chicago

Arterials

- Route 59: Joliet to Lake Zurich
- Route 53: Joliet to Lisle
- LaGrange Road: Frankfort to Willow Springs
- Lincoln Highway (US-30): Joliet to Sauk Village

Fox Valley/Southwest DuPage Initiative, Pace, 2005

In 2005, Pace completed a study that focused on their bus services in the southwest portion of DuPage County, but also included adjoining areas in Will County (Bolingbrook and Plainfield).

Major findings of the study of this area include an unmet demand for trips to and from the major retail area near the intersection of Boughton and Weber Roads (Bolingbrook). The study also mentions growth in ridership on feeder service to the Metra/BNSF Line, as well as an overall deficit of service in this area when compared to the potential demand in this area.

The ultimate plan in this subarea is to expand existing feeder service and implement new local services. The study lists a set of immediate-, short-, medium-, and long-term steps for the area.

DuPage Area Transit Plan 2020, DuPage Mayors and Managers Conference, 2002

The DuPage Mayors and Managers Conference (DMMC) developed a comprehensive transit plan for the county that focuses on the future system of commuter rail, bus, and paratransit services in the county. DuPage County borders Will to the north, with a few of the municipalities centered in DuPage (e.g., Naperville, Aurora) spilling over into Will County. The plan features a number of elements related to Will County.

One key element of the DuPage Transit Plan is the proposed “J” Line, a bus rapid transit/express bus route that would connect the proposed STAR Line station at 95th Street in Will County to the Naperville Metra/BNSF station, Oak Brook, and O’Hare.

Other relevant elements of the plan include peak and off-peak bus service in the IL 53 corridor connecting Bolingbrook and Joliet to the Lisle Metra/BNSF station, the College of DuPage, and the Glen Ellyn Station on Metra’s Union Pacific West (UPW) Line.

South Suburban Commuter Rail Feasibility Study, Metra, 1999

The South Suburban Commuter Rail Feasibility Study was undertaken by Metra during the late 1990s to assess the options for rail service in what is now referred to as the SouthEast Service (SES) corridor.

Operationally, the study identified four primary options for configuring rail service, each merging with existing Metra tracks nearer to the City of Chicago, and each requiring significant investment in infrastructure. The conclusion of the study was that each option required further study.

Capital cost estimates and potential station locations are also discussed in the study, which forms a basis for the alternatives analysis which is currently being conducted.

South Suburban Commuter Rail Corridor: Land Use and Local Financing Study, Corridor Profile Report, South Suburban Mayors and Managers Association (SSMMA), 2005

The Land Use and Local Financing Study was completed under the guidance of the SSMMA. This study summarizes the need, population trends, employment trends, demographics, and travel factors within the proposed Metra SES corridor.

This study reinforces the viability of a commuter rail corridor that reaches into the easternmost portion of Will County, serving the communities of Steger, Crete, and Beecher. In particular, the study focuses on demand in the corridor for work trips into the Chicago Central Business District (CBD), where the proposed SES line would terminate.

Kankakee County Commuter Rail Feasibility Study, County of Kankakee Planning Department, 2005

Kankakee County borders Will County to the south and sponsored this study to determine the feasibility of extending commuter rail service south from University Park to the City of Kankakee along the existing Illinois Central rail right-of-way.

The study develops numerous feasible alternatives for service to Kankakee, with potential intermediate Will County stations at Monee, the South Suburban Airport, and Peotone. The alternative considered most promising is to operate shuttle service that travels between

Kankakee and University Park. This service would run with a different propulsion technology than that currently used by the Metra Electric District (MED) line to University Park.

The study also identifies a set of tasks for the Phase II study, including ridership estimates, environmental impacts, site studies, refined cost estimates, line capacity analysis, and project management. The Metra Electric Extension Phase II study (the Kankakee Area Commuter Transit Study) is scheduled to be released later in 2007.

3.2.9 Transit-Oriented Development Plans

Efficient transit services become possible when sufficient concentrations of activity are located around transit stations. This fundamental relationship between public transportation and land use has been recognized throughout the Chicago region, and many municipalities have made plans attempting to maximize the compatibility of land uses near transit (especially Metra stations) by allowing a concentration of residences and employment near the stations. Some, but not all, of these plans have been developed with funding support from the Regional Transportation Authority's Regional Technical Assistance Program (RTAP).

A number of land use studies have addressed Metra's proposed STAR Line station area conditions and development opportunities throughout the study corridor. Since the initial series of plans were completed, a new site has been proposed for the Joliet station. To date, no land use studies have been prepared for this alternate location. Enhancing the land use-transit relationships continues to be important to Will County communities, however. Most recently, the Village of Plainfield has initiated a Transit-Oriented Development District Plan to provide a guide for development in the station area proposed for Plainfield.

For the proposed SouthEast Service (SES), the South Suburban Mayors and Managers Association undertook a South Suburban Commuter Rail Corridor Land Use and Local Financing Study in 2004. This study reinforced the demand for commuter rail service by corridor residents and identified opportunities for "reverse" commuter markets. Now, through RTAP support, land use planning is progressing with the development of station area plans for downtown Crete and Balmoral Park. On the financing side, the SouthEast Corridor Local Financing Options Phase II study, also RTAP funded, focuses on establishing a funding pool to build and maintain the commuter rail stations on the new line.

Earlier in 2007, the Village of Steger completed a village center plan for the area surrounding its proposed SES station. Although Steger's station will be located in Cook County, the facility will surely enhance service options for Will County residents.

Another transit-oriented development plan now in progress with RTAP assistance will identify opportunities to develop the downtown area that encompasses Mokena's station on Metra's Rock Island District line.

Two other transit-oriented development plans, funded by RTAP, have recently been completed by Will County communities.

University Park Transit-Oriented Development Study, Village of University Park, 2002

The major purpose of this plan is to suggest a transit-oriented development plan for the area surrounding the existing University Park Station on the MED line. This is the current

terminal station for the MED, and the immediate station area includes a large surface parking lot surrounded by generally undeveloped parcels of land. The station site is also adjacent to the campus of Governor's State University.

The resulting plan recommends a 245-acre mixed-use project to be developed around the station, essentially creating a new center of growth for the Village of University Park.

Laraway Road "Transit Village," Village of New Lenox, 2005

The extension of Metra's SouthWest Service (SWS) line into Will County includes the opportunity for a second commuter rail station in New Lenox, and the city has proactively studied development opportunities around the proposed station site, which is adjacent to Laraway Road and largely surrounded by agricultural land uses.

The plan outlines the types, locations, and design of land uses in the station area, recommending an integrated set of mixed-use developments and commuter parking within an adjacent "Transit Village," multi-family housing developments interspersed with open and recreational spaces, and the development of an auto-oriented commercial corridor along Laraway Road.

The end goal of the plan is the creation of a "community within a community" for New Lenox, a distinct neighborhood that supports the local transit asset by allowing development of a concentration of nearby residences, easing pedestrian access to and from the station, and attracting commercial developments complementary to the needs of commuters. All this is done without sacrificing the need for commuter parking facilities.

3.2.10 Bicycle and Pedestrian Plans

A number of municipalities have prepared plans addressing enhancements to bicycle and pedestrian ways within their boundaries. Some plans, however, show improvements to often extensive regional non-motorized facilities in the county, which are the focus of this document. Those plans are discussed below.

South Suburban Mayors and Managers Association Bikeway Plan, SSMMA, 2001

The SSMMA created a bikeway plan in 2001 with the help of the Chicagoland Bicycle Federation. This plan briefly lays out a set of goals for the bikeway network and sketches a set of existing trails, proposed trails, and optimal streets for bicycling.

Most of the plan boundaries lie within southern Cook County, but the plan does identify the Old Plank Road Trail, the University Park Trails, and the connecting routes from these Will County trails northward.

Midewin Land and Resource Management Plan, U.S. Department of Agriculture Forest Service, 2002

The Midewin National Tallgrass Prairie is the largest parcel of protected open space in northeastern Illinois. Formerly a part of the Joliet Army Ammunition Plant, the conservation area was established in 1996. The Prairie Plan focuses on resource management activities through the year 2012.

An element of the plan that relates to this study is the selection of a preferred set of transportation and trail corridors through the prairie. The chosen alternative shows future trail connections to the Wauponsee Glacial Trail, which is under construction on a disused rail right-of-way that travels along the eastern edge of the National Tallgrass Prairie. Additional planned multi-use trails travel east-west through the area.

“Soles & Spokes Plan,” Existing Conditions and Best Practices Reports, CATS, 2004

CATS is in the process of developing the first pedestrian and bicycle plan for the entire Chicago region. At the time of this planning study, the Soles & Spokes Plan was still undeveloped, although preliminary reports regarding existing conditions and best practices had been released.