2040

Regional Framework Plan

○ **northeastern illinois planning commission**

2040

Regional Framework Plan

About the Northeastern Illinois Planning Commission

The Northeastern Illinois Planning Commission (NIPC) has a mandate for leadership of regional growth management as the comprehensive land-use planning agency for Cook, Lake, McHenry, DuPage, Kane, and Will counties.

NIPC was created by the Illinois General Assembly in 1957. Its mission is to:

- Conduct research required for planning for the region, including the collection of data with respect to population trends, social, economic, physical, aesthetic and governmental factors affecting development of the area.

- Advise units of government concerning the relation of any plans, projects, proposals, and policies adopted or under consideration by any such units of government to other plans projects, proposals and policies applicable to the region.

- Prepare and recommend to units of government within the Commission's area of operation generalized comprehensive plans and policies that are metropolitan in character, including plans for land use, transportation, the environment and natural resources, and economic development.

NIPC operates under an important Interagency Agreement signed in 2000 with the Illinois Department of Transportation (IDOT), the Regional Transit Authority (RTA), and the Chicago Area Transportation Study (CATS), stipulating that NIPC plans and data are the basis for the *Regional Transportation Plan* (*RTP*) that guides critical decisions and investments.

NIPC's signature program, Common Ground, began in 2001 as a comprehensive planning effort to gather a broad range of community input at public meetings across the six-county region. NIPC has collaboratively developed the *2040 Regional Framework Plan* to guide the region's future land use by coordinating development, preservation, and transportation decisions in response to the region's projected population and employment growth. The plan also provides well-defined strategies for implementation at the local and regional levels.

NIPC's staff includes experts in multiple disciplines of planning, data research, forecasting, environment, natural resources, housing, and economic development. The executive director and staff are governed by 34 Commissioners who are appointed severally by the Governor of Illinois, the six county boards, a quadrennial assembly of suburban mayors, the mayor of Chicago, and special-purpose governments or associations responsible for regional transportation, wastewater management, parks, and recreation. Twenty-three of the Commission seats are reserved for elected local officials.

NIPC strives for consensus on policies and action plans that promote the sound and orderly development of northeastern Illinois for the greater benefit of its citizens. It does this by:

- Preparing and distributing descriptive information about the region and its needs.

- Fostering cooperation among government units and between the public and private sectors.

- Constantly developing policies to address evolving regional issues.

- Taking a long-term, comprehensive, and regional view of the issues it addresses.

- Seeking maximum local participation in its deliberations.

- Encouraging local governments to assume responsibility for regional policy making.

NIPC serves the third largest metropolitan region in the country. Northeastern Illinois has six county governments, 272 cities and villages, and numerous school, park, sanitary, and other districts and agencies. The 2000 U.S. Census gauged the region's population at 8,091,720, with 4,323,207 jobs. NIPC forecasts that by 2030 the population will reach 10,034,835, and its economy will include 5,563,934 jobs.

The agency's research and planning activities address the impacts of this growth on our communities, natural resources, and quality of life. NIPC's services include:

Data Research and Forecasting

- Analyzing and distributing data on population, housing, employment, income, development activity and other aspects of the region from the U.S. Census and other sources.

- Preparing forecasts of population, households and employment for the region and for counties, municipalities, and user-defined geographies.

- Providing training in the use, management and documentation of geographic information systems (GIS) and spatial data.

- Mapping of various data using GIS technology.

- Providing policy research and guidelines for development that integrates transportation, environmental, and economic factors.

- Developing interactive Web services for housing, economic development, U.S. Census Bureau data and other on-demand information requests.

Local Planning Technical Assistance

- Providing model ordinances and manuals of best practice for important issues such as water-resource protection, biodiversity, open space preservation, fair housing, intergovernmental cooperation, and community development.

- Providing technical assistance to local governments and public/private consortia on lake monitoring and protection, watershed protection, stormwater management planning, natural landscaping, and sustainable development.

- Providing administrative and technical support to intergovernmental planning councils and other public organizations addressing shared planning issues.

- Supporting regional and local planning activities through facilitated, face-to-face deliberation that uses the latest technology to connect citizens, legislators, and community groups in the vital task of envisioning the future, reaching agreements and committing to action.

Regional Planning

- Conducting Common Ground, a pioneering regional planning process that is bringing the six-county Chicago region together to create a shared vision and action agenda for our common future. This is an unprecedented opportunity to engage public officials, regional and neighborhood leaders, active citizens, and youth in a deliberative planning process.

- Providing strategic plans to guide local governments and the region in developing greenways and water trails and in addressing issues of water quality, stormwater and flooding, and water supply.

- Providing notification and review of projects including amendments to wastewater facility planning areas and funding requests to state agencies including IDOT, the Illinois Environmental Protection Agency, and the Illinois Housing Development Authority.

- Providing socioeconomic forecasts and land use and environmental input to the CATS for development of the *RTP*.

NIPC continues to earn national and regional recognition for the excellence of its planning activities. Among the recent honors to NIPC from national and regional societies are the National Association of Research Councils' distinguished achievement award, multiple awards from the American Planning Association, and the Illinois Association for Floodplain and Stormwater Management's award for excellence.

Acknowledgements | NIPC Commissioners

2040 Regional Framework Plan

Acknowledgements | Contributors

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Acknowledgements | Municipalities and Counties

Municipalities

Addison
Algonquin
Alsip
Antioch
Arlington Heights
Aurora
Bannockburn
Barrington
Barrington Hills
Bartlett
Batavia
Beach Park
Bedford Park
Beecher
Bellwood
Bensenville
Berkeley
Berwyn
Big Rock
Bloomingdale
Blue Island
Bolingbrook
Braidwood
Bridgeview
Broadview
Brookfield
Buffalo Grove
Bull Valley
Burbank
Burlington
Burnham
Burr Ridge
Calumet City
Calumet Park
Carol Stream
Carpentersville
Cary
Channahon
Chicago
Chicago Heights
Chicago Ridge
Cicero
Clarendon Hills
Coal City
Country Club Hills
Countryside
Crest Hill
Crestwood
Crete

Crystal Lake
Darien
Deerfield
Deer Park
Des Plaines
Diamond
Dixmoor
Dolton
Downers Grove
East Dundee
East Hazel Crest
Elburn
Elgin
Elk Grove Village
Elmhurst
Elmwood Park
Elwood
Evanston
Evergreen Park
Flossmoor
Ford Heights
Forest Park
Forest View
Fox Lake
Fox River Grove
Frankfort
Franklin Park
Geneva
Gilberts
Glencoe
Glendale Heights
Glen Ellyn
Glenview
Glenwood
Godley
Golf
Grayslake
Green Oaks
Greenwood
Gurnee
Hainesville
Hampshire
Hanover Park
Harvard
Harvey
Harwood Heights
Hawthorn Woods
Hazel Crest
Hebron
Hickory Hills
Highland Park

Highwood
Hillside
Hinsdale
Hodgkins
Hoffman Estates
Holiday Hills
Homer Glen
Hometown
Homewood
Huntley
Indian Creek
Indian Head Park
Inverness
Island Lake
Itasca
Johnsburg
Joliet
Justice
Kenilworth
Kildeer
La Grange
La Grange Park
Lake Barrington
Lake Bluff
Lake Forest
Lake in the Hills
Lakemoor
Lake Villa
Lakewood
Lake Zurich
Lansing
Lemont
Libertyville
Lily Lake
Lincolnshire
Lincolnwood
Lindenhurst
Lisle
Lockport
Lombard
Long Grove
Lynwood
Lyons
McCook
McCullom Lake
McHenry
Manhattan
Maple Park
Marengo
Markham
Matteson

Maywood
Melrose Park
Merrionette Park
Mettawa
Midlothian
Minooka
Mokena
Monee
Montgomery
Morton Grove
Mount Prospect
Mundelein
Naperville
New Lenox
Niles
Norridge
North Aurora
North Barrington
Northbrook
North Chicago
Northfield
Northlake
North Riverside
Oak Brook
Oakbrook Terrace
Oak Forest
Oak Lawn
Oak Park
Oakwood Hills
Old Mill Creek
Olympia Fields
Orland Hills
Orland Park
Palatine
Palos Heights
Palos Hills
Palos Park
Park City
Park Forest
Park Ridge
Peotone
Phoenix
Pingree Grove
Plainfield
Port Barrington
Posen
Prairie Grove
Prospect Heights
Richmond
Richton Park
Ringwood

Riverdale
River Forest
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Robbins
Rockdale
Rolling Meadows
Romeoville
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Rosemont
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Round Lake Beach
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Schaumburg
Schiller Park
Shorewood
Skokie
Sleepy Hollow
South Barrington
South Chicago Heights
South Elgin
South Holland
Spring Grove
Steger
Stickney
Stone Park
Streamwood
Sugar Grove
Summit
Symerton
Third Lake
Thornton
Tinley Park
Tower Lakes
Trout Valley
Union
University Park
Vernon Hills
Villa Park
Virgil
Volo
Wadsworth
Warrenville
Wauconda
Waukegan
Wayne
Westchester

West Chicago
West Dundee
Western Springs
Westmont
Wheaton
Wheeling
Willowbrook
Willow Springs
Wilmette
Wilmington
Winfield
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2040 Regional Framework Plan | Executive Summary

The *2040 Regional Framework Plan* is a bold statement that defines centers, corridors, and green areas to set a new course for future growth.

The NIPC region stands at the heart of a tri-state metropolis that stretches around Lake Michigan from north of Milwaukee, Wisconsin to east of Valparaiso, Indiana. By 2040, the tri-state area, with Chicago as its hub, may include more than 15 million people.

Such growth will provide the region with countless opportunities and significant challenges, from demographic shifts to evolving development patterns.

The six-county region is forecasted to grow by 1.9 million people and 1.2 million jobs during the next 25 years. These increases will have significant land-use implications. Today, the six counties that comprise the Chicago metropolitan area have about 1.16 million acres of incorporated land.

To accommodate projected population growth while continuing the current pattern of decentralized, low-density development, an additional 337,000 acres would have to be developed – an area the size of Kane County. The *2040 Plan* provides a vision for accommodating this anticipated growth in a more efficient, coordinated and sustainable manner.

To avoid continuing at today's rate of land consumption requires a dramatic rethinking of current development patterns. If the region ignores this opportunity to build in a more sustainable fashion, it can expect increased strain on transportation infrastructure, more polluted air, depleted or contaminated water resources and reduced biodiversity.

The *2040 Plan* places strong emphasis on green development; infill development and redevelopment within the urbanized area; and compact mixed-use development that will result in more sustainable communities and economic productivity.

As the world's largest catchment of fresh surface water, Lake Michigan has long been taken for granted as a significant and invaluable water resource that can sustain urban living.

Approximately 50 percent of the area's communities draw water from Lake Michigan for their respective municipal water supplies, and the remaining municipalities rely upon local aquifers and rivers. It is questionable whether these resources are sustainable under the current development and land-management practices.

In response to these challenges and opportunities, NIPC has collaboratively developed the *2040 Plan* to guide the region's future land use by coordinating development, preservation, and transportation decisions in response to the region's projected population and employment growth. The plan also provides well-defined strategies for implementation at the local as well as regional levels.

Engaging the Public Through Common Ground

The *2040 Plan* itself is an outgrowth of an innovative pubic involvement process known as Common Ground, which engaged the region in an unprecedented grassroots planning effort. In a region with 272 municipalities, more than 1,200 units of government, and more than 8 million people, effective regional planning requires effective collaboration.

When NIPC began the process of developing the *2040 Plan*, the Commission recognized that the traditional regional planning approach and public engagement process would not meet present and emerging challenges. To engage the entire region and to seek solutions, NIPC initiated Common Ground, a process that set a new standard for creating a shared vision for the future.

Common Ground reflects the emerging concept of "community-based regionalism," where individual communities maintain their traditional autonomy but commit to work collaboratively with one another. Community efforts, coupled with planning at other local and regional levels of government and proactive engagement with the private sector, serve as a foundation for implementation of the *2040 Plan*.

Common Ground engaged a cross-section of people in the region: residents, business owners, civic leaders, public officials, and planning professionals at all levels. More than 4,000 people participated in 200 local and regional workshops and meetings. Combined with specialized work by a range of planning experts and elected officials, these meetings identified local and regional assets, needs and challenges.

The residents of northeastern Illinois expressed a strong desire to build a region that is far superior to what will happen if we simply allow current trends to continue.

Without question, Common Ground has been the most sustained and far-reaching "conversation" about the future of the Chicago metropolis in the

Common Ground
A BLUEPRINT FOR REGIONAL ACTION

region's history. In fact, Common Ground has been one of the most ambitious planning processes in the nation, with extraordinarily diverse and open participation, extensive facilitated dialogue, civic engagement, technical analysis and consensus building. Participants drafted a vision:

Northeastern Illinois will be a region of livable communities, built on the diversity of its people, known for its healthy natural environment, global competitiveness, and governed collaboratively.

NIPC recognizes the importance of local planning and the role that local residents and elected officials play in carrying out the *2040 Plan* vision. Much of this work will take place at regular planning commission, council and board meeting nights throughout the year. Because localities will play such a key role in implementing Common Ground's regional vision, local plans and policies become even more important.

The integration of local and regional plans and policies to advance Common Ground goals is crucial. Specifically, the *2040 Plan* states that planning at the municipal level is best conducted by individual communities. But at the same time, these local efforts need to be coordinated at a county level and regional level so our shared goals can be accomplished.

Building Blocks: The *2040 Framework Plan* as a Tool for Regional Cooperation

The *2040 Plan* is intended to be broad in scope, which is the reason for its 2040 time horizon. NIPC's official projections extend to 2030, but uncoupling the *2040 Plan* from the forecasts allowed NIPC and the participants in Common Ground to take a visionary approach to the future.

The *2040 Plan* builds upon past planning efforts by NIPC. In 1968, NIPC completed its first *Comprehensive General Plan*, which recognized the need to address uncontrolled growth, curb urban sprawl and preserve natural resources. More recent plans have addressed a wider range of issues, including housing, transportation, urban centers, environmental resources, open space, greenways, economic development, energy, human resources, and recreation.

With each of these efforts, NIPC has attempted to respect and build on sound planning policies that already exist, while facilitating improved coordination among municipalities, counties and regional stakeholders. In many ways, these local efforts can be considered the "building blocks" for the *2040 Plan*.

With its integrated approach to land use, transportation, the environment, economic development, and other issues, the *2040 Plan* will serve as the foundation for new, coordinated implementation strategies at the municipal, county and regional levels. This creates the opportunity to reinforce all planning efforts to guide the region in a positive, sustainable direction.

By integrating the *2040 Plan*'s distribution of population and employment with population forecasts and the Chicago Area Transportation Study (CATS) *2030 Regional Transportation Plan (RTP)*, the region will benefit from transportation efficiency, protection of natural resources, and reduction of urban sprawl. Thus, the *2040 Plan* will be a continuous, dynamic process of identifying and addressing challenges while further integrating land use and transportation.

Future municipal and county plans should continue to serve as building blocks and incorporate the implementation strategies of the *2040 Plan*. Local communities will continue to control land-use policies at the local level. But the *2040 Plan* challenges municipalities to make local zoning and land-use decisions that support the overall direction of the region as expressed in the *2040 Plan*.

Centers, Corridors, and Green Areas

Determining how to accommodate growth will be the region's overarching land-use challenge.

Land-use modeling and analysis demonstrates that population and employment growth do not have to conflict with the preservation and conservation goals of the *2040 Plan*. Indeed, we need employment growth to remain globally competitive. We need to sustain and expand housing choices. We need open space to maintain our quality of life. And we need to recognize Lake Michigan for the critical recreational and life-sustaining resource that it is.

The *2040 Plan* responds to these challenges and achieves these aims by seeking to direct growth toward centers that are supported by infrastructure. Corridors are transportation and activity connections between the centers and the land uses along the corridors. The region also includes important green areas, or natural resources, which should be protected.

Together, these centers, corridors, and green areas form the organizing elements of the *2040 Plan*.

Centers. The *2040 Plan* recognizes the important role that centers play in the region. In the plan, "center" is a concept that includes both core areas and the surrounding area immediately influenced by them. Each municipality or community within the region contains a center that includes one or more cores or hubs and the area under their sphere of influence. Centers are generally defined at several scales as compact, mixed-use, livable, and economically vibrant places interconnected by multiple modes of transportation.

Historically, the region has developed radially outward from central cities with high concentrations of people and jobs. As growth has expanded beyond these areas, many secondary population centers developed along river, rail, and road corridors with various uses. These centers were smaller than the central cities, but they had

sufficient density and mix of uses within their traditional "Main Street" downtown areas to provide residents with most of their daily needs. A series of even smaller centers also emerged that are reliant on larger, neighboring centers for a full range of goods and services.

The size and function of centers differ depending on when they developed and where they are located.

The region's inner-ring communities have a long history of development and usually have stable geographic boundaries. Outer-ring communities, meanwhile, are still experiencing growth, and their boundaries may continue to change through annexation. Many of these outer-ring areas are experiencing high rates of growth.

The *2040 Plan* recognizes the City of Chicago's central business district as the region's Global Center. Chicago also contains 14 Metropolitan Centers. Because of its density and mix of uses, the *2040 Plan* considers the remainder of the city as a Community Center. As a whole, the region has 41 Metropolitan Centers, 106 Community Centers, 127 Town Centers and 17 Hamlets. It is important to note that several centers already have many of the characteristics of their 2040 designation. Other centers may need to grow or redevelop to reach their 2040 potential.

Corridors. The earliest communities in the region grew along trails, canals and railroads. In the latter half of the 20th century, highways and expressways began to dominate as transportation links shaping development, both responding to and encouraging lower-density development. Today these roadways, along with our public transit network, are integral parts of our current transportation system, and serve as the basis for the *2040 Plan*'s system of corridors.

Corridors are transportation and activity links among centers. For centers to thrive, it is important to have efficient connections among them. The *2040 Plan* describes a region of mixed-use centers that contain jobs, housing, and

recreational opportunities. Corridors, in this context, are the transportation and activity connections among the centers, and they incorporate the land uses that exist along these routes.

According to the CATS *RTP*, residents in 2030 will spend 7.5 million hours making 25 million trips each day across the region. Eleven percent of these trips will be made by public transit, while personal automobiles will be used to travel 165 million miles per day. Rather than define transportation needs, the *2040 Plan* depicts a corridor concept to guide and challenge future transportation plans consistent with the *2040 Plan* vision.

Green Areas. Green areas are integral to the livability of our communities and the natural and economic sustainability of the region as a whole. They serve as valuable assets for health, well-being and enjoyment. They provide active areas for recreation and walkable, bikeable connections among centers and communities. These areas connect natural habitats and waterways and maintain the vital functions of natural systems.

Green areas are regional resources that include agricultural land, open space, water resources, biodiverse areas and trails. They range in size and function from small parks to large savannahs and prairies, and include bodies of water ranging from streams to large rivers and lakes. They are found in and around centers and along corridors.

Although some 200,000 acres of public green areas are already protected from encroachment, Common Ground participants expressed a desire to protect even more land from future development. Participants were particularly concerned about protecting and conserving open space, areas of biodiversity, water resources and agricultural areas. Future conservation of new green areas may depend not only on public purchase, but may also require the application of conservation easements and other private-sector sustainable, green development practices.

A Framework for Future Action

NIPC will use the *2040 Plan* as the basis for developing a new set of 2040 population and employment forecasts that will distribute future growth among the region's centers. The forecast will allow the region to measure its progress against the 2040 desired future.

By choosing to change the direction of projected trends, our region will see much more clearly the value and impact of making cooperative, rather than disjointed, decisions regarding land use, transportation, and the environment.

As the *2040 Plan* moves into implementation, NIPC and its regional partners will take an integrated approach to linking local and regional land-use plans and policies. The 2040 population and employment forecasts will build on the *2040 Plan* and will serve as the basis for regular updates to the *RTP*.

The implementation strategies and actions articulated in this plan are based on partnerships between NIPC and state, county and local governments, advocacy groups, businesses and other stakeholders. Through this proactive, collaborative and consensus-based approach, the region will be able to plan more effectively for an economically prosperous and environmentally sustainable future.

The important work of implementing the *2040 Plan* will take place in every community in the region. This is why it is critically important that each community use the *2040 Plan* to achieve sensible growth, through a collaborative decision-making process that balances local interests with a shared regional vision.

Introduction

Northeastern Illinois will be a region of livable communities, built on the diversity of its people and known for its healthy natural environment, global competitiveness, and governed collaboratively.

Vision of the Common Ground planning process as defined by its participants

The Northeastern Illinois Planning Commission (NIPC) has developed the *2040 Regional Framework Plan* (hereafter referred to as the *2040 Plan*) to guide the region's future land use and development, by coordinating local land-use plans and regional-level decisions in response to projected population and employment growth.

NIPC has long collaborated with local governments to evaluate growth trends and complete population and employment forecasts. The Commission also has a long history of regional planning. To engage the region in a "bottom up" planning effort that respects the authority of local communities to plan for their futures and recognizes the need for communities to work together to address these issues, NIPC launched Common Ground in 2001 as a new type of inclusive planning process and a precursor to the *2040 Plan*.

The *2040 Plan* details the ideas of thousands of northeastern Illinois residents who participated in the Common Ground process. Through their participation, the residents of our region voiced their strong desire to create a region that will be far superior to what would happen if we simply allowed current trends to continue. They worked together to define a vision in which:

Northeastern Illinois will be a region of livable communities, built on the diversity of its people and known for its healthy natural environment, global competitiveness, and governed collaboratively.

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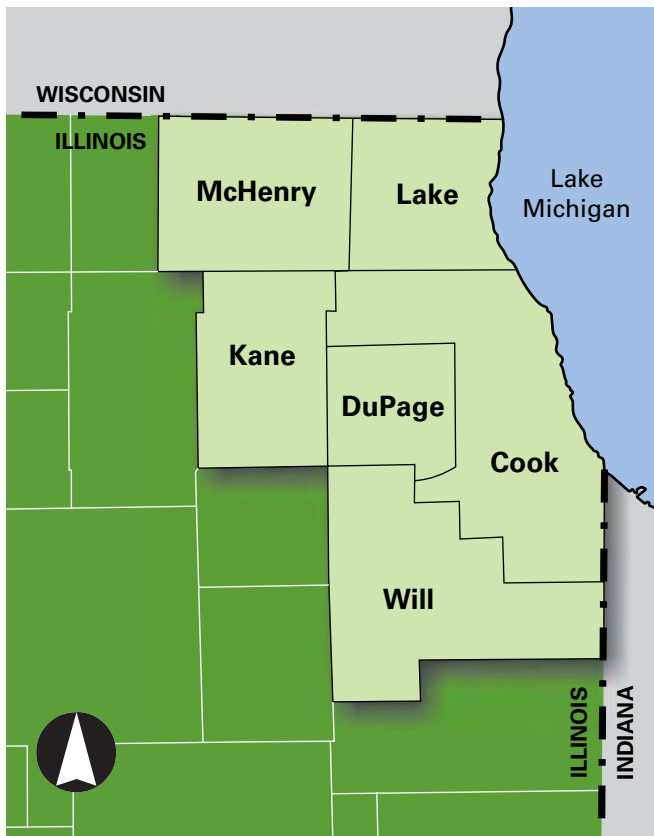
Figure 1: Counties of Northeastern Illinois
The 2040 Regional Framework Plan addresses six counties in northeastern Illinois: Cook, DuPage, Kane, Lake, McHenry and Will.

We must make clear that the *2040 Plan* does not mandate wholesale and overnight changes. Instead, it proposes to shift the direction and intensity of development over time to minimize the negative impacts of growth and preserve and enhancing the region's valued assets. This approach recognizes the importance of local planning and the role that local residents and elected officials play in carrying out this vision in the decisions they make every week at planning commission meetings.

The *2040 Plan* respects the important role of local planning, while recognizing the growing need to integrate local and regional plans, policies, and goals. NIPC believes that planning at the parcel level is best conducted by individual communities, but that these local efforts need to be coordinated under a regional framework to effectively meet our regional goals.

The important work of implementing the *2040 Plan* will take place in every community in the region. This is why it is critically important that every community use the *2040 Plan* to achieve sensible growth through a shared decision-making process that balances their local interests with a shared regional vision.

The Need for a Regional Plan

What can we expect in the next 35 years?

By 2040, population in the six counties of northeastern Illinois alone could approach 11 million, more than 30 percent increased over the 2000 U.S. Census total of 8.1 million. Our region will continue to be at the heart of a tri-state metropolis that stretches around Lake Michigan from north of Milwaukee, Wisconsin, to east of Valparaiso, Indiana. By 2040, this tri-state area, with the global city of Chicago as its hub, may well include more than 15 million people. Such growth will provide the region with countless opportunities and significant challenges.

From a demographic standpoint, our future population will be aging, with persons 65 years or older nearly doubling by 2030. This population bubble can be expected to stay with us beyond 2030.

At the same time, our communities will be much more diverse racially and ethnically. Between 1990 and 2000[1], new foreign-born residents accounted for 65 percent of the region's total population growth. By 2030, the Latino population, currently the fastest-growing segment, will constitute one-third of the region's residents. The Non-Latino White/Other Group (which includes the Asian population) will constitute less than half the region's people in 2030.

At present, the six counties of northeastern Illinois include about 1.16 million acres of incorporated land. To accommodate the projected population growth while maintaining the current propensity to decentralized low density growth, the incorporated areas would have to expand by 337,000 acres, an area the size of Kane County.

If municipalities within the region do not want to consume land at this rate, accommodating growth requires a dramatic rethinking of current development patterns. If the region ignored this opportunity to develop in a more sustainable fashion, it could expect unfavorable impacts on quality of life such as greater traffic congestion, more polluted air, depleted or contaminated water sources, and reduced biodiversity.

The *2040 Plan* is meant to be very broad in scope. That is one reason that the plan's horizon was extended through 2040. Most of NIPC's projections go to 2030, but uncoupling the *2040 Plan* from the forecasts allowed the Commission members and the participants in Common Ground to take a visionary approach to the future.

As we plan for the future of Northeatern Illinois, many issues must be addressed. It is critical that we decide how best to:

House 2-to-3 million additional people

Accommodate 1.2 million additional jobs

Mitigate traffic congestion

Avoid premature land consumption and its impacts on natural resources

Proactively shape a sustainable future rather than react to current development trends

Reinvigorate and maintain existing centers of commercial and industrial activity

Maintain favorable conditions for global competitiveness

Build on the region's location as a global crossroads

Accommodate increasing demands for a global communications and transportation infrastructure

Educate a 21st century workforce

Invest in economic sectors that will ensure continued regional prosperity and a strong economic base

Plan for a mix of services to attract and retain a diverse workforce

Figure 2: Issues Addressed by the *2040 Regional Framework Plan*

History of Regional Planning and the Role of the *2040 Framework Plan*

NIPC completed its first *Comprehensive General Plan* in 1968. Although nearly 40 years ago, the plan recognized the need to address uncontrolled growth and urban sprawl and preserve natural resources. It proposed policies to guide and contain development, such as ensuring that regional centers of activity would be near the transportation network.

The plan was updated in 1977 as the *Comprehensive General Plan for the Development of Northeastern Illinois Counties Area*. This document addressed a wider range of issues, including housing, transportation, regional centers, environmental resources, open space, economic development, energy, human resources, and services and recreation. It set forth policies for each of these areas "to assist with those decisions that have regional implications."

In 1992, NIPC completed the *Strategic Plan for Land Resource Management*, which explored land use and related issues from a number of standpoints. A major finding of this plan was the recognition of how the steady decentralization of the region was disrupting the balances between land use and transportation; jobs and housing; and nature and the built environment. Between 1970 and 1990, residential land use in the region had increased 36 percent while the population increased only 4 percent. The plan contained policy recommendations for land use to ensure that these systems would remain healthy and functional and that the region's quality of life would be improved. Through the years, NIPC cooperatively produced several plans on the environment and open space. These include the *Chicago Wilderness Biodiversity Recovery Plan*, as well as NIPC's *Strategic Plan for Water Resource Management*, the *Northeastern Illinois Regional Greenways and Trails Implementation Program*, and the *Northeastern Illinois Regional Water Trails Plan*.

NIPC Collaborates with Regional, State Agencies[2]

The Illinois General Assembly created the Northeastern Illinois Planning Commission in 1957 with legislation that calls for the Commission to:

- Conduct research required for planning for the region, including the collection of data with respect to population trends, social, economic, physical, aesthetic and governmental factors affecting the development of the area.

- Advise units of government concerning the relation of any plans, projects. proposals, and policies adopted or under consideration by any such units of government to other plans projects, proposals and policies applicable to the region.

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With each of these efforts, NIPC has attempted to respect and build on the good planning that already exists, while facilitating improved coordination among municipalities, counties, and regional stakeholders. By linking the land-use results of the *2040 Plan* to NIPC's population forecasts and the Chicago Area Transportation Study (CATS) *Regional Transportation Plan*'s (*RTP*) long-range transportation forecasts, the region will benefit from concrete measurements of progress toward the vision of livable communities.

With its integrated approach to land use, transportation, environment, and other issues, the *2040 Plan* is the foundation for new, coordinated implementation strategies at the municipal, county, and regional levels. This will enable all planning efforts to work together to help the region move in a positive direction. For example, future plans about specific subjects can refer to the base information in the *2040 Plan* and reflect the areas that the *2040 Plan* designates to be conserved, to serve as critical transportation corridors, or to increase in density and absorb future population. Future municipal plans should build upon the centers, corridors, and green areas designated by the *2040 Plan*. Municipal planners will continue to control their own land uses at the parcel level. But the *2040 Plan* challenges municipalities to make local zoning and land-use choices that support

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The 2040 Plan *challenges municipalities to make local zoning and land-use choices that support the overall direction of the region.*

the overall direction of the region as expressed in Common Ground.

Common Ground

In a region with 272 municipalities, more than 1,200 units of government, and 8 million people, effective regional planning requires effective collaboration. When NIPC began the development of the *2040 Plan*, the Commission recognized that the traditional means of planning and collaboration would not be sufficient to meet our most pressing challenges.

Consequently, NIPC initiated Common Ground: A Blueprint for Regional Action, a process that has set a new standard in the region for engaging the public in creating a shared vision for the future of the region.

Recent opinion polls such as the *Social Capital Community Benchmark Survey on Civic Engagement in America* show that average residents have become less involved in civic affairs, while expressing cynicism about how public institutions make decisions[3]. At the same time, the credibility of local and regional land use decisions depends, in large part, on the ability of planners and governments to engage the public and incorporate their preferences into the decision-making process. Common Ground was designed — and

Common Ground's four inter-related objectives seek to:

- Prepare and adopt the *2040 Plan* based on a publicly created, comprehensive vision for the region's 35-year future.

- Use the best available technology to support a new approach to community-driven regional planning in northeastern Illinois.

- Assist local planning efforts by researching and disseminating best practices, utilizing new technology and facilitating intergovernmental cooperation.

- Strengthen the link between land-use planning and infrastructure investment across the region.

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Figure 3: Common Ground Objectives

NIPC maintained significant public participation throughout development of the 2040 Plan.

has now demonstrated it is feasible — to foster positive civic engagement in land-use planning on a regional scale.

Common Ground recognizes the planning and implementation efforts of local jurisdictions. It is the municipalities that plan, build and maintain the local roadways, purchase and improve green areas, manage stormwater and water supply, and regulate building and growth. In this way, Common Ground reflects an emerging idea called "community-based regionalism" where individual communities maintain of their traditional authority but commit to work collaboratively with one another. Their efforts, coupled with planning at other local levels of government, serve as building blocks in the implementation of the *2040 Plan*.

Using the Common Ground process to build regional consensus, NIPC maintained significant public participation throughout development of the *2040 Plan*.

Common Ground engaged a cross-section of people in the City of Chicago and the six-county region: residents, community leaders, public officials, business owners and planners at all levels. Nearly 4,000 people participated in 200 local and regional workshops and meetings across northeastern Illinois. These public meetings, combined with specialized work by a range of planning experts and elected officials, identified local and regional assets, needs, and challenges.

Common Ground has been one of the most ambitious planning processes in the nation, with extraordinarily diverse and open participation, extensive facilitated dialogue, civic engagement, and consensus building.

Beginning in early 2001, Common Ground moved through a set of Leadership Workshops, a Regional Forum and, finally, Working Groups to build the goals and themes that became the heart of the *2040 Plan*. Without question, this has been the most sustained and far-reaching "conversation" about the future of the Chicago metropolis in the region's history. In fact, Common Ground has been one of the most ambitious planning processes in the nation, with extraordinarily diverse and open participation, extensive facilitated dialogue, civic engagement, and consensus building.

The Framework of Centers, Corridors, and Green Areas

Between today and 2040, the region is expected to grow by millions of new residents and jobs. Determining how to accommodate this growth will be the region's overarching land-use challenge.

Land-use modeling demonstrates that population and employment growth does not have to conflict with the preservation and conservation goals of Common Ground. Indeed, we need employment growth to remain globally competitive. We need our agricultural land to maintain our regional economy. We need open space to maintain our quality of life. And we need to recognize Lake Michigan for the critical natural resource that it is.

The *2040 Plan* seeks to respond to these challenges and achieve these aims by directing as much

growth as possible toward existing Centers that are supported by infrastructure and connected to the region and to one another. These connections are made by corridors that include highways, transit and other modes of transportation. The region also includes important green areas, or natural resources that must be protected. Together, centers, corridors, and green areas form the framework of the *2040 Plan*. The details of the centers, corridors, and green areas are described in Chapter 3.

Next Steps

NIPC will use the *2040 Plan* as the basis for a new set of 2040 population and employment forecasts that will distribute future growth among the region's 272 municipalities. These forecasts will allow the region to measure its progress toward the "desired future" described in Common Ground. By choosing to change the directions of projected trends, our region will realize the value and impact of making cooperative, rather than disjointed, decisions regarding land use, transportation, and the environment.

As the *2040 Plan* moves into implementation, NIPC will take an integrated approach to linking local and regional land-use plans and policies. The 2040 population and employment forecasts will build on the *2040 Plan* as the basis for the analysis necessary to update continually the *RTP* produced by the CATS. The strategies and

actions articulated in this plan are based on partnerships among NIPC and CATS with state, county, and local governments, advocacy groups, businesses, and other stakeholders.

Through this proactive, collaborative, consensus-based approach, the region will be able to plan more effectively for an economically prosperous, environmentally healthy, equitable future.

Structure of this Document

This part of the plan is divided into chapters and includes:

Chapter 2: Envisioning 2040. Details the vision and core themes that emerged through the Common Ground process and led to the plan's innovative approach.

Chapter 3: Centers, Corridors, and Green Areas. Describes the plan's framework and key elements, identifies the Common Ground candidates for these elements, and puts them into a regional context.

Chapter 4: The Common Ground Planning Process. Accounts for public participation and processes used to arrive at the *2040 Plan*.

Chapter 5: Local and Regional Planning in Northeastern Illinois. Reports on the state of the region's planning at local and regional levels.

Chapter 6: Realizing the Vision. Discusses how the plan can be effectively implemented through an extensive set of ideas, goals, strategies, and actions that have grown out of Common Ground and the region's vision for 2040.

Chapter 7 includes implementation strategies and the detail that supports these strategies, while the **Appendices** include background information.

A Note about 'Regional' Language

The *2040 Plan* has been crafted to envision and implement a desired future for the six counties of northeastern Illinois. The term "region" in this document refers to the counties of Cook, DuPage, Kane, Lake, McHenry, and Will. Other references may point to this as the "Chicago region," "greater Chicago" or "Chicago metropolis." Wherever the term "metropolitan region" is used in this document, it refers to these six counties.

Within our region, the term "collar counties" refers to the five counties that ring Cook County. By state mandate, NIPC serves the same six-county region that is covered by several other complementary regional agencies and organizations. In calling for greater cooperation among these and other institutions at the regional and local levels, we understand fully that collaboration is necessary even with neighboring regions in the tri-state metropolis.

At every level, our futures are more deeply interconnected than ever and will only grow more so as we approach 2040.

Learn More

End Notes

[1] Northeastern Illinois Planning Commission, *Snapshot of the Region Report* (2003).

[2] *Northeastern Illinois Planning Commission*, http://www.nipc.org/about/.

[3] Roper Center for Public Opinion Research, 2000.

Related Resources

- *Northeastern Illinois Planning Commission*, http://www.nipc.org/.
- *Illinois General Assembly*, http://www.ilga.gov/.
- *Illinois Department of Transportation*, http://www.dot.state.il.us/.
- *Regional Transportation Authority*, http://www.rtachicago.com/.
- *Chicago Area Transportation Study*, http://www.catsmpo.com/.
- Northeastern Illinois Planning Commission, *Comprehensive General Plan* (1968).
- Northeastern Illinois Planning Commission, *Comprehensive General Plan for the Development of Northeastern Illinois Counties Area (1977).*
- Northeastern Illinois Planning Commission, *Strategic Plan for Land Resource Management* (1992).
- Chicago Wilderness, *Biodiversity Recovery Plan IPC Strategic Plan for Water Resource Management.*
- Northeastern Illinois Regional Greenways and Trails Implementation Program.
- *Northeastern Illinois Regional Water Trails Plan.*
- Metropolis 2020, *The Metropolis Plan: Choices for the Chicago Region.*

Envisioning 2040

A ll the Common Ground goals are diverse and deeply interrelated, and they will require an integrated set of implementation measures to be achieved.

T o achieve the Common Ground regional goals and vision of the *2040 Framework Plan* identifies centers for development, corridors for connections and green areas for open space. This chapter describes these goals and visions in the context of five core themes.

From Common Ground Goals to a 2040 Vision

In the first phase of Common Ground, partici-pants created a diverse set of 52 goals to define the region's future in 2040. These goals address issues ranging from education to water supply, transportation to taxation. Some goals have a direct connection to land use, such as balancing growth with the need to protect natural resources. Others are only indirectly connected, such as the need for services to enhance social equity and preserve economic competitiveness. Nevertheless, all the goals are diverse and deeply interrelated, and they will require an integrated set of implementation measures to be achieved.

Considered broadly, the region's ability to imple-ment the *2040 Plan* will depend largely on creat-ing mechanisms to facilitate effective planning at the local and regional levels. These mechanisms will need continually renewed commitments to cooperation among municipalities, developers, planners, and many other interests across the region to be successful.

Figure 1: Regional Vision for 2040
This illustration shows how major centers, corridors, and green areas generally fit into the regional context.

The stakes are high. Billions of dollars will likely be spent on transportation infrastructure in the coming decades. As with much of our urban infrastructure, transportation decisions have significant fiscal, environmental, and quality-of-life implications. Needs nearly always outstrip available funds; the environmental costs of transportation must be reconciled with economic development objectives; and community quality must be preserved while personal mobility must be enhanced.

Interpreting and addressing these complex interrelationships will require more than just coordination among involved parties. It will require a clear vision for the region as articulated by the five core themes developed within the Common Ground process.

Themes

In developing goals and core themes, it became evident that the participants in Common Ground were concerned about the sustainability of current development patterns and the loss of irreplaceable natural resources in the region. Of special concern was the region's continued ability to provide and maintain the key elements needed for a high quality of life — housing, jobs, education, and health care to current and future generations in a fair and equitable manner. There was also discussion about the perceived failure of government institutions to adequately address these issues.

Despite these concerns, participants strongly believed that the region could build a better

52 GOALS

5 REGIONAL THEMES

| Globally Competitive | Livable Communities | Healthy Natural Environment | Diversity | Collaborative Governance |

CENTERS   CORRIDORS   GREEN AREAS

IMPLEMENTATION STRATEGIES
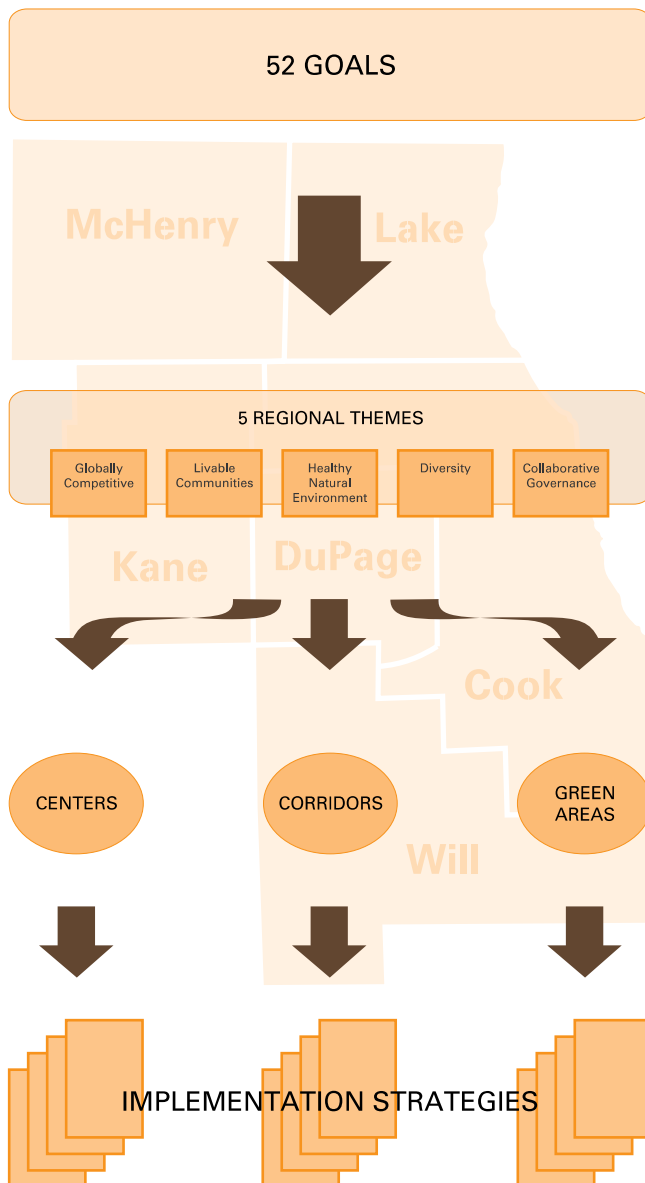
Figure 2: How Goals Led to Strategies

future if we act on the shared values that cut across geography, politics, and other traditional divisions. These values are best understood by looking more closely at the five core themes under which all the 52 goals of the *2040 Plan* fall.

• Livable Communities
• Diversity of its People
• Natural Environment
• Global Competitiveness
• Governed Collaboratively

Each theme has a precise definition, expressed in bold type, that was developed from the regional goals and endorsed by NIPC and Common Ground participants.

Livable Communities

Northeastern Illinois will be a region of livable communities. The region will be characterized by communities with diverse populations, accessibility to jobs, pedestrian-friendly residential and commercial areas, and economically diverse housing stocks. All the region's residents will have access to high-quality open space and recreation opportunities, convenient public transportation, and excellent, equitable schools, health care, social services, and cultural amenities.

What is a "livable community?" To Common Ground participants, this term refers to choices about where and how they live. People want to be able to live near their work or have the ability to work near their home. In planning, this idea is expressed as "jobs/housing balance," or the ratio of the number of jobs in a community to the number of local residents who fill these jobs.

In our region, this means creating an appropriate balance between jobs and housing within our communities, and providing sufficient levels of housing affordable to the people who work there.

The Common Ground process found that people within the region prefer that public transit options, such as buses, be available as alternatives to driving a car. Photo by dorothyperryphotography.com

People want access to the goods and services that contribute to quality of life. If they have to commute to work or drive to meet needs such as shopping and recreation, they want transportation choices to get there. Some situations might require an automobile, but many people would like to have the opportunity to use public transit, if it is available, or to walk or ride a bicycle to their destination.

People want communities that have density in appropriate places sufficient to support the land uses of their daily lives: shopping and cultural activities, health care, and other needed services. They do not want to have to drive long distances to meet all of their needs. They want to live in close proximity to open space that provides outdoor recreation opportunities and the benefits of living in a healthy natural environment.

Developing compact, mixed-use centers can create the level of activity needed to support livable communities. These centers can also support a greater range of transportation choices for people who want or need to travel between different points in the region. Concentrating development within existing municipalities also helps to preserve open space and highly valued natural resources.

Diversity

Northeastern Illinois will be built on the diversity of its people. The region will view its racial, ethnic, and cultural diversity as an asset and will be characterized by inclusive communities and neighborhoods and by equity in the distribution of opportunities and resources.

Northeastern Illinois is growing increasingly diverse. By the year 2030, NIPC forecasts that our region will have no single racial or ethnic majority as it does today.

Common Ground participants valued this cultural diversity. They expressed a desire for communities to be inclusive and free of intolerance, recognizing not just the need for fairness and equality, but for cultural activities that a diverse population can support. They also recognize some of the challenges we face as we strive to achieve these goals.

According to NIPC projections, our increasing and diversifying population is expected to affect household sizes, an issue that will need to be addressed as it affects the educational system and the housing stock. To meet the needs of our population, Common Ground challenges communities to provide a good education for all residents as well as housing that is non-discriminatory, affordable, and diverse.

The *2040 Plan* does not directly address the issue of racism. However, by building communities where diversity is the norm and where children and adults interact with people from different cultural and socioeconomic backgrounds as a part of everyday life, our region can help reduce the prejudice and racism that exist in our society.

Natural Environment

Northeastern Illinois will be known for its healthy natural environment. The quality of the region's air, water, land, and other natural resources will be preserved and enhanced by public and private action and by an environmentally literate populace.

Northeastern Illinois has a rich natural environment bounded on the east by the waters of Lake Michigan and on the west by some of the world's most fertile agricultural land. The six-county region, with its forest preserves, park districts, conservation districts and river corridors, is at the

Population, Jobs Forecasted to Increase by Millions[1]

According to *2030 Forecasts of Population, Households and Employment for Counties and Municipalities*, issued by NIPC in 2003, population in the six-county area will increase by 1.9 million, reaching slightly more than 10 million people. Jobs will increase by 1.2 million, reaching 5.6 million. The Hispanic population will account for one-third of the region's total population by 2030; approximately 22 percent of the population will be over the age of 60. These two factors combine to generate a 2030 average household size that is nearly identical to the 2000 household size. These forecasts are updated every three years and are intended to portray a most likely future, given market forces and impacts of expected public policy.

Single Family Unattached — 48%
Single Family Attached — 7%
Small Apartment (2 to 19 units) — 30%
Large Apartment (20 or more units) — 14%
Other — 1%
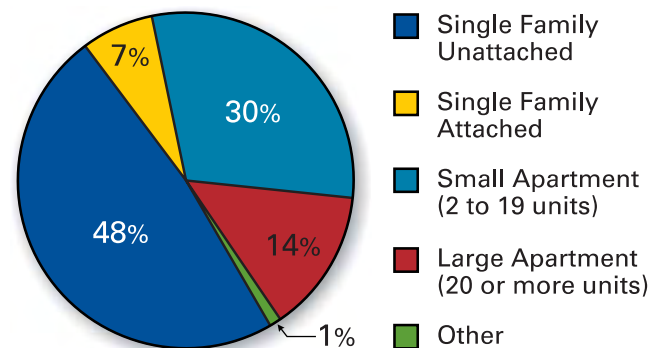
Figure 3: 2000 Housing Mix in the Six-County Region

O ur region is home to "a spectacular concentration of rare ecosystem types. These ecosystems harbor a high diversity of species, including a large number of those listed as threatened or endangered in the states of Illinois, Indiana, and Wisconsin."

Biodiversity Recovery Plan

▲

Illinois is known worldwide for its agriculture, and the northeastern region has some of the most fertile farming soil in the state.

heart of a larger area stretching from southeastern Wisconsin, through northeastern Illinois, and into northwestern Indiana. The area contains more than 250,000 acres of protected natural land as well as many unprotected natural areas.

According to the nationally award-winning *Biodiversity Recovery Plan*, produced in 1999 by NIPC and an alliance called Chicago Wilderness, our region is home to "a spectacular concentration of rare ecosystem types. These ecosystems harbor a high diversity of species, including a large number of those listed as threatened or endangered in the states of Illinois, Indiana, and Wisconsin." Northeastern Illinois is also home to some of the most fertile farming soil in Illinois, a state known worldwide for its agriculture.

The abundance of natural areas and farmland that spurred our region's original growth will remain threatened if current development patterns continue. The *2040 Plan* promotes guiding growth to centers within our region to reduce negative impacts on the viability of farmland, and land and water resources, and it addresses transportation in a way that helps reduce air pollution.

Global Competitiveness

Northeastern Illinois will be globally competitive. The region will have an internationally competitive economy, supported by a diversity of businesses and workers with the skills, tools,

Livable communities that support cultural diversity draw workers and jobs to the region. Photo by dorothyperryphotography.com

and infrastructure needed to succeed. Jobs and business opportunities will be equitably distributed throughout the region.

The tri-state Chicago metropolitan area is the 19th largest economy in the world. It ranks just behind the metropolitan economies of New York City and Los Angeles and is larger than the economies of Switzerland and Belgium[1]. While our standing in the global economy is influenced by forces far beyond our immediate control, the *2040 Plan* assumes that the region can do much to maintain and enhance our standing.

To attract and retain skilled workers and the businesses that depend on them, the region must support an effective educational and job-training system that will provide our residents with the skills needed in the new and changing economy. Also, livable communities that support a rich diversity of cultural and recreational opportunities can draw workers and jobs to the region.

By directing development into municipalities where existing infrastructure is under-utilized, the region can reduce the costs related to building new infrastructure. Managing our resources more efficiently can help us revitalize many of the more mature, inner-ring suburbs and satellite cities while increasing the overall prosperity of the region.

Protecting the region's natural resources and developing a globally competitive economy are compatible and complementary goals and the

basis of a sustainable future. Echoing the voices in Common Ground, the *2040 Plan*, calls for producing the goods and services for a growing population in a manner that ensures that the environment is not degraded.

To maintain a balance between economic growth and preservation of natural resources, we need to focus on technological improvements (alternative energy sources and renewable resource use) that protect and enhance our environment. The individuals, companies, and organizations that are able to develop and implement technologies that can support this goal will be at the center of the new global economy.

Governed Collaboratively

Northeastern Illinois will be governed collaboratively. The public's business will be done by governments that cooperate effectively and incorporate public involvement.

The General Assembly declared and determined (on May 27, 2005) that a streamlined, consolidated regional planning agency is necessary in order to plan for the most effective public and private investments in the northeastern Illinois region and to better integrate plans for land use and transportation. It is the intent of the General Assembly to consolidate the functions of NIPC and CATS in order to address the development and transportation challenged in the northeastern Illinois region. Through this process, a Regional Planning Board is established. The Board shall be responsible for developing and adopting a funding and implementation strategy for an integrated land-use and transportation planning process for the northeastern Illinois region.

Common Ground participants strongly desired that local governments work more closely with one another. Local governments must recognize the regional impacts of their decisions as demonstrated in new efforts such as the Metropolitan Mayors Caucus. At the same time, regional agencies must respect local opinions on regional issues. If local governments and regional agencies can work together to seek the same goals, we can be effective and efficient in achieving the goals of the *2040 Plan*.

Local governments will need to work closely with one another while involving the public and important stakeholders to make better decisions about development and the use of land in our region. County governments will continue to play a critical planning role to help coordinate efforts between communities and community interaction with regional agencies. The Councils of Government and the CATS Councils of Mayors also will continue to support collaboration among municipalities.
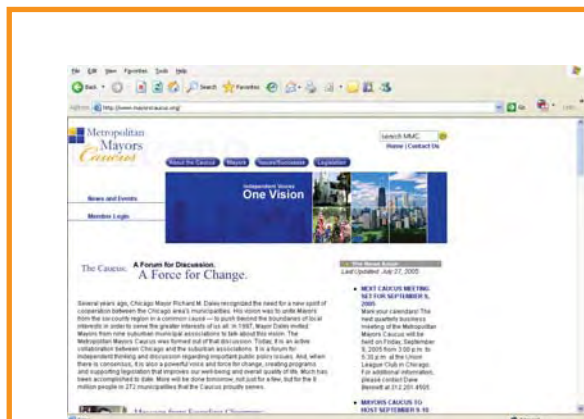
Metropolitan Mayors Caucus[3]

In December 1997, Chicago Mayor Richard M. Daley convened a meeting of mayors representing the Chicago region's nine suburban municipal associations. During this meeting, a much bigger idea evolved — the Metropolitan Mayors Caucus, a forum for discussion, cooperation, consensus, and change. Today, the Caucus has 272 mayors, and it addresses major issues such as economic development and affordable housing.

Learn More

End Notes

[1] *Northeastern Illinois Planning Commission*, http://www.nipc.org/2030_forecast_endorsed_093003.htm.

[2] U.S. Conference of Mayors, *The Role of Metro Areas in the U.S. Economy* (September 2004).

[3] *Metropolitan Mayors Caucus*, http://www.mayorscaucus.org/pages/Home/About_the_Caucus.

Related Resources

- *Northeastern Illinois Planning Commission*, http://www.nipc.org/.
- *Illinois General Assembly*, http://www.ilga.gov/.
- *Chicago Area Transportation Study*, http://www.catsmpo.com/.
- *Metropolitan Mayors Caucus*, http://www.mayorscaucus.org/.

Centers, Corridors, and Green Areas

The legacy of the *2040 Framework Plan* will be to make centers more vital, compact and diverse; to make corridors multi-modal and supportive of the transportation needs of all residents; and to protect, enhance and expand green areas and the important natural resources that these areas contain and represent.

This chapter details how the *2040 Regional Framework Plan*'s elements of centers, corridors, and green areas create a regional framework for planning at the regional and local levels. Compact centers that feature a mix of uses can decrease the amount of land being consumed for development, ensure the right mix of services to support local businesses and residents, and facilitate the protection of these green areas.

This pattern will support the self-sustainability of centers and decrease the need for travel among centers. This pattern also supports the development of multi-modal transportation corridors that provide better and more efficient connections among centers and improve transportation choices, including better connections among centers in suburban areas.

2040 Regional Framework Map

The early work of Common Ground set goals, defined themes and articulated a vision

C ommon Ground participants voiced a desire to preserve additional environmental areas. In the future, local planning authorities may choose to protect these areas with conservation or green development.

The legacy of the 2040 Plan *will include the protection and enhancement of green areas and the important natural resources, such as Lake Michigan, that these areas contain.*

for the region in 2040. The next step was to anchor these concepts to the geography of the region. The 2040 Regional Framework Map in Figure 1 illustrates the defined hierarchy of centers, corridors and green areas that can be implemented at the facility level through the Chicago Area Transportation Study (CATS) *Regional Transportation Plan* (*RTP*) and at the community level through the measures identified in Chapter 7 of this plan. A large-format version of the 2040 Regional Framework Map is also included in the back of this book.

Because it is broad in scope, the 2040 Regional Framework Map shows how major corridors will connect the centers of regional significance and how these centers and corridors can be surrounded by an integrated network of green areas. In this way, the 2040 Regional Framework Map sets the frame for future planning in the region. Many of these centers, corridors and green areas exist in some form today, while others must be created. The legacy of the *2040 Plan* will be to make centers more vital, compact and diverse; to make corridors multi-modal and supportive of the transportation needs of all residents; and to protect, enhance, and expand green areas and the important natural resources that these areas contain and represent.

The green areas portrayed in Figure 1 represent a vision for the future based on the input received during the Common Ground process and, consequently, they do not represent existing conditions, nor do they match current municipal or county maps. Common Ground participants voiced a desire to preserve additional environmental areas, and these preferences are shown on the map. In the future, local planning authorities may choose to protect these areas with conservation or green development.

The following sections describe centers, corridors and green areas in more detail, as well as their relevance and the relationship of the *2040 Plan* to the *RTP*.

Figure 1: 2040 Regional Framework Map

Lake Michigan

2040 Features

Centers
- ⬤ Global Center
- ⬤ Metropolitan Center
- ⬤ Urban and Suburban Community Center
- ⬤ Town Center
- ⬤ Hamlet/Very Low Density Center
- ✈ Airport

Corridors
- ➡

Green Areas
- ▮ Open Space
- ▮ Agricultural Areas

Existing Features
- ▮ Protected Green Areas and City Parks
- — Expressway
- — Arterial (US or State Highway)
- ···· Metra Rail
- — CTA Rail
- ▮ Streams and Lakes
- ▮ Lake Michigan
- ▮ Municipalities
- ▯ County Boundaries

Miles
0 1.5 3   6   9   12

▲

The City of Chicago's Central Business District is the Global Center in northeastern Illinois, tying the region and the United States to the world.

Centers

The *2040 Plan* recognizes the important role that centers play in the region. Here, centers are generally defined as compact, mixed-use, livable, inclusive, economically vibrant places interconnected by multiple modes of transportation.

Historically, the region has developed outward from multiple central cities with high concentrations of people and jobs: Waukegan, Elgin, Aurora, Joliet, Chicago Heights[2], and Chicago. As growth expanded beyond these areas, many Town Centers developed along river, rail and later road corridors with a variety of uses. These centers were smaller than the industrial center cities but had sufficient density and mix of uses within their traditional main street downtowns to provide residents with most of their daily needs. A series of even smaller centers also emerged, reliant on larger, neighboring centers for a full range of goods and services.

The size and function of centers tend to differ depending on when they developed and where they are located. The region's "inner-ring communities" — including Chicago and parts of Cook and eastern DuPage counties have already developed and have stable geographic boundaries. These communities are likely to experience redevelopment in the future. "Outer-ring communities," meanwhile, are still experiencing growth and their boundaries may continue to change through annexation. Today, many of these areas are experiencing explosive growth.

For the *2040 Plan*, "center" is an inclusive concept. that includes both the core and the surrounding area influenced by it. Each municipality or community within the region is a center that includes one or more cores or hubs and the area under its sphere of influence.

Given these concepts, the *2040 Plan* identifies five types of centers that vary in their levels of activity, compactness, and regional impact:

Global Center. A Global Center significantly affects the economic, cultural, and travel patterns regionwide, nationwide, and worldwide. The City of Chicago's Central Business District (CBD) is the Global Center in northeastern Illinois and ties the region and the United States to the world. Its vitality is inextricably linked to the region's vitality as a whole. The global center is the densest, most transit-served center of commercial business, cultural and retail activity. Land values are high, as is the volume of traffic, significantly affecting regional travel. It is a regional, national and international destination with a heightened level of human interaction, serving as the transit hub of the metropolitan circulation system. The density of this center is crucial to supporting the face-to-face interactions and support services required by high-end headquarter businesses serving a global network. These businesses produce services or products that are shipped around the globe and are crucial to the region's economic base. Firms located in the Global Center pay a premium for land and office space in order to be located near other like businesses.

Metropolitan Center. Metropolitan Centers are mixed-use hubs for commercial, employment, and institutional activities. People travel from around the region for jobs, shopping, restaurants, theatres, galleries, and parks. Dense development and a variety of housing choices contribute to

making these centers walkable and accessible by multiple modes of transportation. They contain high densities of employment and population and significantly impact the regional economy and traffic. Metropolitan Centers are destinations for the rest of the region and contain clusters of employment that produce services or products for the region or the nation. Like businesses located in Global Centers, Metropolitan Center companies produce services and products for consumption outside the region, but these companies trade off a Central CBD location for other factors: lower land costs, proximity to a labor force, transportation access, etc.

Employment clusters in Metropolitan Centers differ among centers depending on when the center developed and where it is located. Manufacturing functions tend to be clustered in older inner-ring Metropolitan Centers and in older Metropolitan Centers located along the Fox River Valley. An exception to this is niche manufacturing districts located in the City of Chicago. Office and commercial clusters are found in the Metropolitan Centers located in inner-ring suburbs along major highways leading out of Chicago. The density of development in these older Metropolitan Centers is characterized by supportive relationships among firms within the center.

Metropolitan Centers located in newer outer-ring communities may contain businesses with many

◄

Metropolitan Centers like Evanston are mixed-use hubs for commercial, employment, and institutional activities. Photo by dorothyperryphotography.com

The *2040 Plan* identifies a total of 292 centers. The City of Chicago's Central Business District is the only Global Center. As a whole, the region has 41 Metropolitan Centers, 106 Community Centers, 127 Town Centers and 17 Hamlets.

▲

Flossmoor, a Town Center, offers restaurants and shops in its downtown area.

of the same functions, but have chosen a relatively less dense location and are characterized by many fewer local relationships. The lack of local supportive relationships generates more transportation demands along corridors.

Community Center. Urban and suburban Community Centers are moderately sized hubs similar to Metropolitan Centers, but they are smaller and not as intensively developed. They are destinations with services primarily for people in the general vicinity as well as surrounding towns and hamlets. Community Centers affect traffic and land-use patterns at the local and sub-regional level. They contain a range of uses and a degree of walkability. Community Centers primarily serve the consumer and recreation needs of local residents. Jobs in these centers, as well as centers further down the hierarchy, are dependent upon income generated by firms in Global and Metropolitan Centers.

Town Center. Town Centers are small suburban or rural hubs with residential and commercial uses that support daily needs. Town Center residents depend on nearby Metropolitan or Community Centers for specialized services. Town Centers have moderate to low density, primarily residential land uses with some commercial or retail activities such as groceries, pharmacies, smaller shops, and restaurants. Some civic, recreational, and support uses are mixed in. These centers typically have an accessible and walkable street system.

Hamlet. Hamlets are low-density centers. Although the primary land use in most Hamlets is residential, they have an identifiable focal point that may develop around an institution such as a post office and include some small-scale commercial uses. Hamlet residents rely on nearby Town, Community and Metropolitan Centers for most services.

The role that these centers play in the economic prosperity of the region will differ depending on their place in the "center hierarchy." Global Centers (of which there is only one), are home to international businesses and are crucial to maintaining the international economic base of the region. (The economic base of a region is made up of the goods and services its companies export that bring in regional income. This income from exports goes to local companies that support the exporter, such as printing and janitorial services, as well as to workers in the firms who then buy housing, transportation, food, recreation, and so on.) Metropolitan Centers also produce services and goods for export, but the nature of their products or functions means they do not need the density characterized by a Global Center. Community Centers primarily contain businesses that serve the regional market.

Participants in Common Ground began the process of identifying the region's 2040 centers by considering such issues as transportation infrastructure, population, employment, projected growth, and environmental issues. NIPC staff refined this list with further analysis.

The *2040 Plan* identifies a total of 292 centers. The City of Chicago's central business district is the only Global Center. Chicago also contains 14 Metropolitan Centers. Because of its density and mix of uses, the *2040 Plan* considers the remainder of the city as a Community Center. As a whole, the region has 41 Metropolitan Centers, 106 Community Centers, 127 Town Centers and 17 Hamlets. It is important to note that several centers already have many of the characteristics of their 2040 designation; these centers will continue to thrive. Other centers may redevelop to reach their 2040 potential.

Special Places

Special Places have regional and/or national significance but are difficult to categorize in any of the five center types listed above. Typically these places draw their regional significance from the large amount of land area they occupy and the special nature of land uses they have. They include places such as major airports, military bases in process of conversion, and significant national laboratories.

Unlike the five center types, Special Places may not be livable or walkable communities with mixed-use developments. Instead they are the places that significantly contribute to regional or national transportation, economy, open space, environment, security, or science and technology. Seven Special Places identified within the

◄

Special Places are not easily categorized as center types and include locations such as major airports and military bases.

▼ **Figure 2: Centers**

Metropolitan Centers (outside City of Chicago: 27)

Arlington Heights
Aurora
Blue Island
Bolingbrook
Calumet City
Chicago Heights
Cicero
Crystal Lake
Des Plaines
Elgin
Elk Grove Village
Evanston
Gurnee
Harvey
Joliet
Matteson
McHenry
Naperville
New Lenox
Oak Brook
Oak Lawn
Oak Park
Rosemont
Schaumburg
Vernon Hills
Waukegan
West Chicago

Metropolitan Centers (within City of Chicago): 14

79th & Halsted
Cicero Industrial Corridor
Hyde Park
Jefferson Park
Lake Calumet
Lincoln Park
Little Village
Loyola
North and Clybourn
South Loop/Roosevelt
Stockyards
UIC Medical Center
Uptown
USX

Community Centers: 106

Addison	Itasca	South Elgin
Algonquin	La Grange	South Holland
Antioch	Lake in the Hills	South Naperville
Bartlett	Lake Zurich	St. Charles
Batavia	Lansing	Steger
Bedford Park	Libertyville	Sugar Grove
Beecher	Lincolnwood	Tinley Park
Bellwood	Lisle	University Park
Bensenville	Lockport	Villa Park
Berwyn	Lombard	Volo
Bloomingdale	Manhattan	Warrenville
Bridgeview	Markham	West Dundee
Broadview	Maywood	Westmont
Buffalo Grove	Melrose Park	Wheaton
Carol Stream	Midlothian	Wheeling
Carpentersville	Monee	Wilmette
Cary	Montgomery	Wood Dale
Country Club Hills	Morton Grove	Woodridge
Crete	Mount Prospect	Woodstock
Deerfield	Mundelein	Zion
Dolton	Niles	
Downers Grove	Norridge	
East Dundee	North Aurora	
Elburn	North Chicago	
Elmhurst	Northbrook	
Elmwood Park	Northlake	
Evergreen Park	Olympia Fields	
Forest Park	Orland Park	
Fox Lake	Palatine	
Frankfort	Park Forest	
Franklin Park	Park Ridge	
Geneva	Peotone	
Glen Ellyn	Plainfield	
Glenview	Richton Park	
Grayslake	River Forest	
Hampshire	Riverdale	
Hanover Park	Rolling Meadows	
Harwood Heights	Romeoville	
Hazel Crest	Roselle	
Highland Park	Round Lake	
Hoffman Estates	Round Lake Beach	
Homewood	Schiller Park	
Huntley	Skokie	

Town Centers: 127

Alsip	Lake Villa	Western Springs
Barrington	Lakemoor	Willowbrook
Berkeley	Lakewood	Wilmington
Braidwood	Lemont	Winfield
Brookfield	Lindenhurst	Winnetka
Burbank	Long Grove	Worth
Burlington	Lynwood	New center near
Burnham	Lyons	Huntley
Burr Ridge	Maple Park	Bannockburn
Calumet Park	Marengo	Beach Park
Channahon	McCook	Bull Valley
Chicago Ridge	Mettawa	Crestwood
Clarendon Hills	Mill Creek	Diamond
Countryside	North Riverside	Forest View
Crest Hill	Northfield	Fox River Grove
Darien	Oakbrook Terrace	Godley
Deer Park	Old Mill Creek	Green Oaks
Dixmoor	Palos Heights	Hebron
East Hazel Crest	Palos Hills	Holiday Hills
Elwood	Palos Park	Hometown
Flossmoor	Park City	Indian Creek
Ford Heights	Phoenix	Kildeer
Gilberts	Pingree Grove	Lincolnshire
Glencoe	Prospect Heights	McCullom Lake
Glendale Heights	Richmond	Merrionette Park
Glenwood	River Grove	Minooka
Hainesville	Riverside	Mokena
Harvard	Robbins	Oak Forest
Hawthorn Woods	Rockdale	Oakwood Hills
Hickory Hills	Round Lake Park	Orland Hills
Highwood	Sauk Village	Port Barrington
Hillside	Shorewood	Posen
Hinsdale	Sleepy Hollow	Prairie Grove
Hodgkins	South Chicago	Riverwoods
Homer Glen	Heights	Round Lake
Indian Head Park	Spring Grove	Heights
Island Lake	Stickney	Third Lake
Johnsburg	Stone Park	Trout Valley
Justice	Streamwood	Union
Kenilworth	Summit	Wadsworth
La Grange Park	Thornton	Wayne
LaFox	Wasco	Willow Springs
Lake Bluff	Wauconda	
Lake Forest	Westchester	

Hamlets: 17

Barrington Hills
Big Rock
Golf
Greenwood
Inverness
Lake Barrington
Lily Lake
Non-municipal Hamlets in Kane County (2)
North Barrington
Ringwood
South Barrington
Symerton
Tower Lakes
Virgil
Winthrop Harbor
Wonder Lake

region are O'Hare, Midway and South Suburban Airports, Argonne National Laboratory, Fermi Nuclear Laboratory, Midewin National Tallgrass Prairie and Great Lakes Naval Station.

Centers and Their Locations

The following section discusses centers in detail and identifies the natures and locations of existing and proposed centers for 2040.

Global Center. Chicago's Central Area, expanding around the historic Loop, has experienced extraordinary growth since 1980 and faces equally profound changes in the decades to come. As the point of access to Middle America, Chicago will retain its role as one of the world's great commercial cities, attracting businesses, residents and visitors from throughout the United States and internationally. Chicago will be a leading tourist destination, sought for its cultural attractions, magnificent architecture, universities and museums, lively street and nightlife, and fine restaurants and shops. It is also served by two major airports, general aviation airports and ports.

According to the City of Chicago's *Central Business District Plan*, the Central Area will remain the heart of the metropolitan area, the place where Chicagoans gather for commerce,

culture, and celebrations. The Central Area will be a green model of urban sustainability for America and the world in the 21st century. It will exemplify a commitment to transit first, be a smart energy manager, bring the use of renewable power and green technologies to the fore in new buildings, lead in the sensitive management of waste, and rebuild the biodiversity of its open space, river, and lakefront.

Centers and Their Implications for Future Planning: Looking to 2040

Today, the region has many centers. Each center has different characteristics that determine its livability and sustainability. Not all of these traits are shared by every center, and those that are shared will vary by degree. Regardless of its type, population, area or location, local communities should consider the following characteristics when planning for the future of these centers.

Compact Form with Mixed Uses. Directing growth to centers allows for the more efficient use of land than would be achieved by continuing the region's current patterns of growth. Communities can benefit from the efficiencies of developing centers that are compact and dense in places where density is appropriate and that feature a mix of uses.

▶

Communities can benefit from developing centers that are compact and feature mixed-use developments, such as the downtown area in Elmhurst, a Community Center.

▼ **Figure 3: Central Business District Plan Elements for the Global Center**

The *2040 Plan* recognizes the following elements for the Global Center from the City of Chicago's *Central Business District Plan:*

Development. Direct growth to create a dynamic Central Area made up of vibrant and diverse, mixed-use urban districts.

- Extend the highest density office core into the West and South Loop around transit stations, services and the Chicago River.
- Develop high-density, mixed-use corridors that extend from the expanded Loop and are linked to transit.
- Support a diverse collection of livable neighborhoods and special places.
- Preserve and strengthen the Central Area's world-renowned architectural and cultural heritage.
- Strengthen Industrial Corridors and Planned Manufacturing Districts.
- Direct the growth of the Central Area's educational institutions and provide opportunities for lifelong learning.
- Promote and strengthen the Central Area's world-class cultural assets.
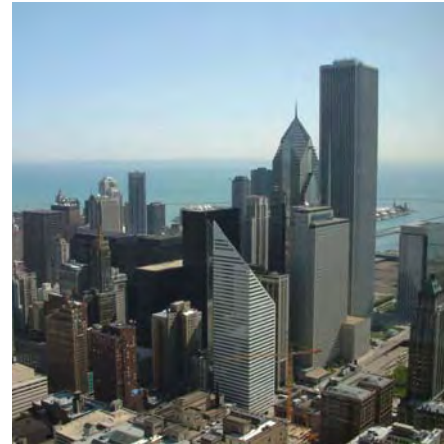
Transportation. Strengthen transportation connections to keep the Central Area easy to reach and get around.

- Make transit the first choice for people coming to the Central Area.
- Increase CTA and Metra capacity to bring workers to the Central Area.
- Improve the quality of pedestrian environment.
- Manage efficient traffic circulation and parking to prevent gridlock.
- Encourage alternative modes such as bicycles and water taxis.
- Improve national and international connections.

Waterfronts and open spaces. Expand and connect waterfronts and open spaces to create great public spaces.

- Strengthen the lakefront — Chicago's great public space.
- Develop the Chicago River as a premier public place and continuous open space system.
- Create next generation of urban and neighborhood parks to support the growing population.
- Complete the Central Area's framework of richly landscaped streets and boulevards.

▼ **Figure 4: 2040 Centers Map**[3]

Lake Michigan

2040 Features

Centers

● Global Center
● Metropolitan Center
● Community Center
● Town Center
● Hamlet
✈ Airport

Green Areas
Open Space
Agricultural Areas

Existing Features
Protected Green Areas and City Parks
Expressway
Arterial
Metra Rail
CTA Rail
Streams and Lakes
Lake Michigan
Municipalities
County Boundaries

Miles
0 1.5 3   6   9   12
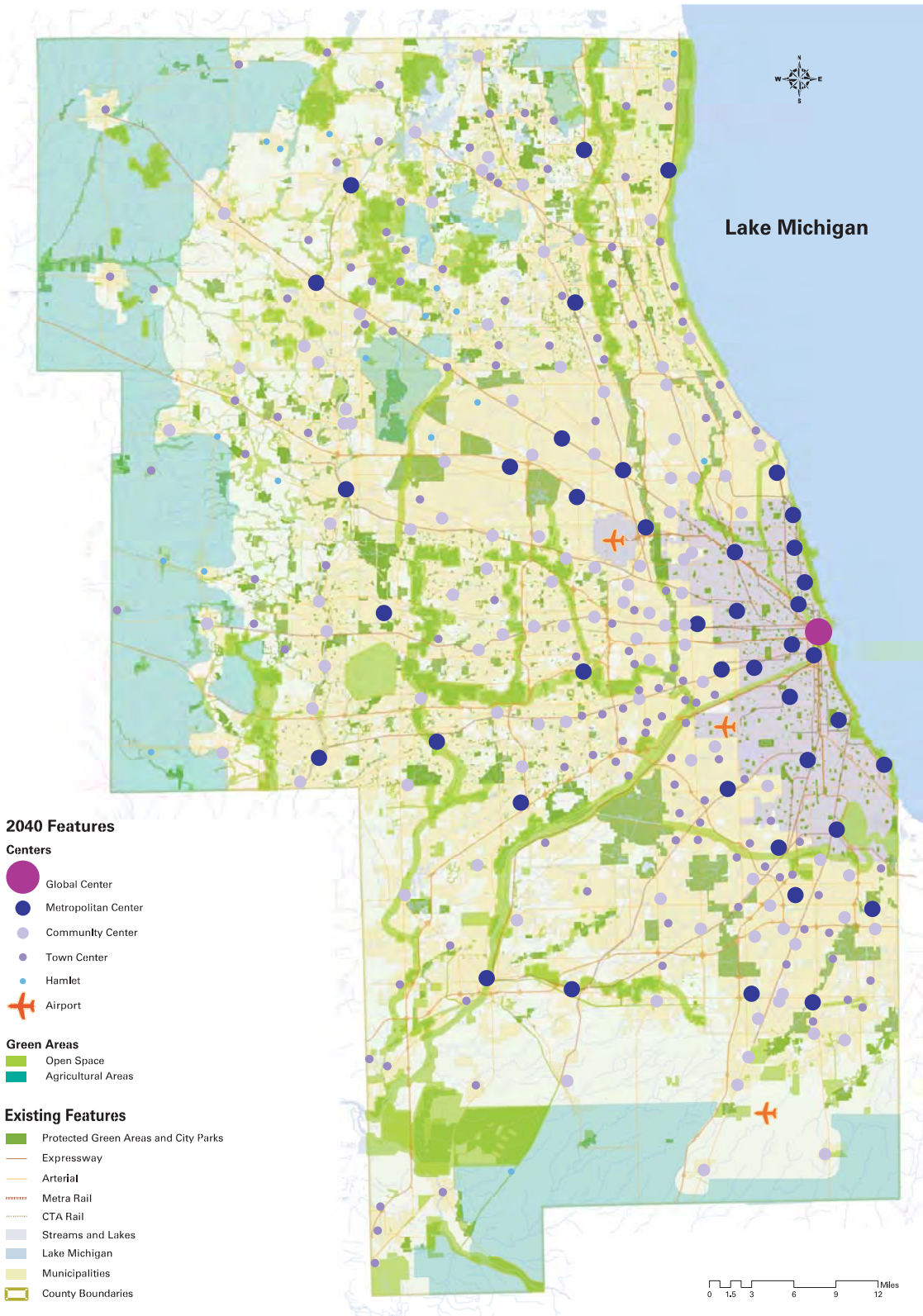
▼ Figure 5: 2040 Centers Within the City of Chicago[3]
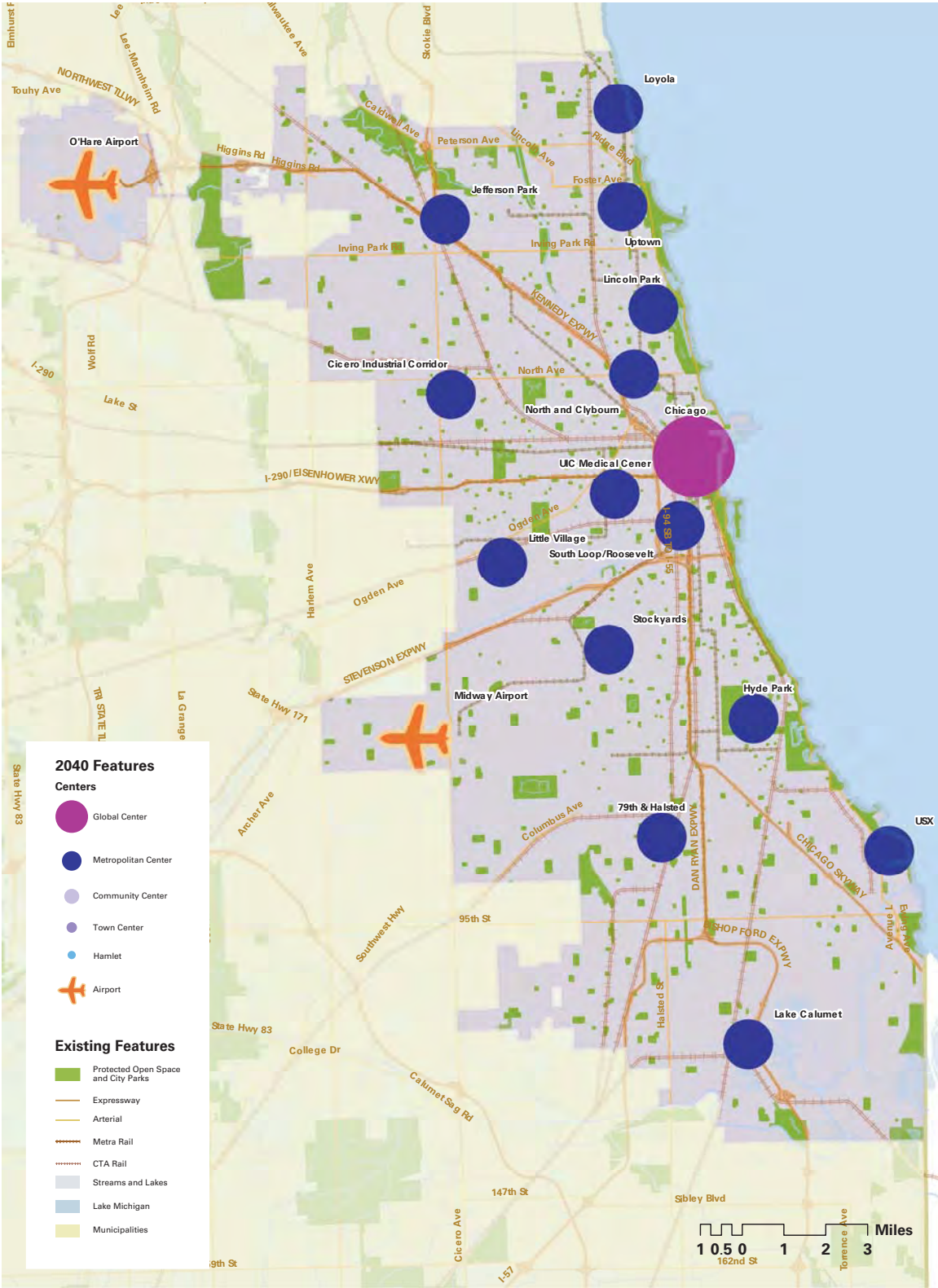
The degree of density within our region varies greatly. The average density of residential uses in incorporated areas is about 6.5 residents per acre. Densities today vary within municipalities from less than three residents per acre in the City of McHenry to more than 10 residents per acre in the Village of Oak Park.

Studies show that compact development can save local governments 3 to 12 percent in infrastructure costs (road building, water, sewer, and general services).[4] Low-density development requires more roads, schools, water, and sewer extensions, and increases the costs of municipal services such as police, fire, and emergency medical.[5]

Balance is also important. In addition to compactness and density, centers need a balanced mix of land uses to thrive. Having residential, employment, retail, and civic activities in close proximity to one another allows for easy access among them, reducing the need for automobiles and facilitating the use of transit. In centers where uses are mixed, travel distances and times are reduced, destinations can be easily accessed by all age groups, and opportunities to interact and socialize increase.

Livability and Sense of Place. Livability refers to such qualities as a sense of place, community pride, housing choices, convenient access to employment, racial, ethnic, and income diversity, and enhanced opportunities for culture and

entertainment. Creating compact centers allows us not only to meet our functional needs, but also to create unique physical spaces that support civic pride and a cohesive social fabric. Centers that have high-quality environments rich in historic, architectural and natural elements are also more likely to retain their economic vitality and value.

Some of the most successful centers have built upon or reinvested in their urban heritage, reinforcing a sense of place. In *Enhancing Main Streets and Town Centers*, NIPC identifies more than 120 main streets and town centers in the region. Many of these areas are historic centers and can accommodate more density to become even more vibrant areas.

An Array of Housing Types and Affordability. Well-planned centers provide a range of housing choices (detached single-family homes, attached townhouses, condominiums, and apartments) that are well connected to jobs and other uses by multiple modes of transportation (including bicycles and pedestrian access). Each of these housing options is needed to serve the needs of a population diverse in income, age, race, and ethnicity.

A reasonable proportion of housing in all centers should be affordable. The State of Illinois defines affordable housing as housing that has total annual costs (including mortgage payments

Centers that have high-quality environments rich in historic, architectural, and natural elements, such as Libertyville, are more likely to retain their economic vitality and value. Photo by dorothyperryphotography.com

▼ **Figure 6: Historic Main Streets[6]**

Legend

- ● Historic Main Streets
- ● Chicago Neighborhoods
- ▢ Lakes and Streams
- ▢ Chicago and Satellite Cities
- ▢ Municipalities
- ▢ County Boundaries
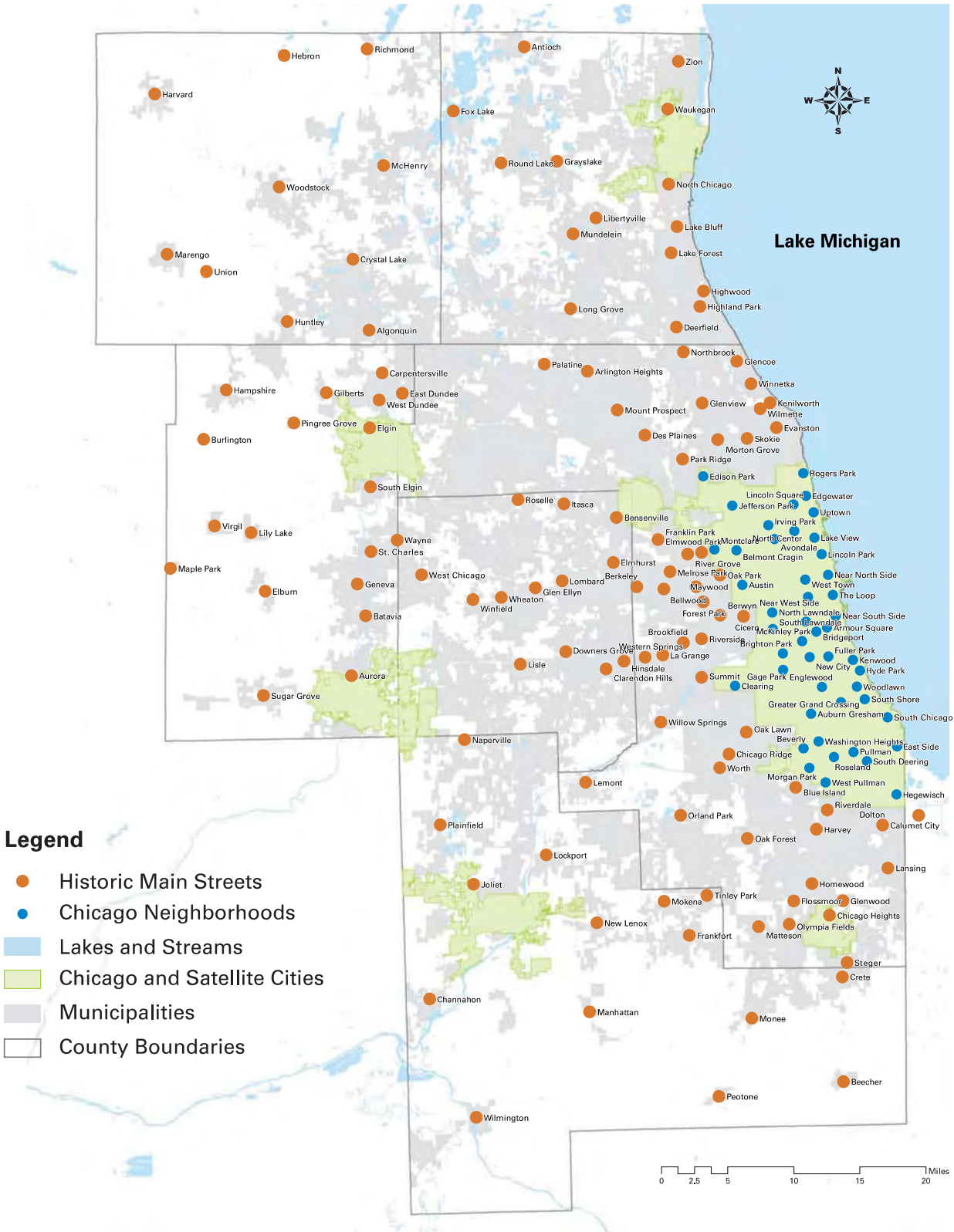
Base of Community Support is Key to Improving Main Streets and Town Centers[7]

1. Make the main street a focus of community planning by creating a comprehensive vision of the main street neighborhood as a unifying element that brings residents together in a common place. The vision can include physical links with the town center such as bicycle and walking paths, a connected local street network, and transit connections.

2. Build community-wide associations of support for main street that includes interested residents and business leadership. These people can begin the process with public meetings and oversee initial efforts. A broad-based, citizen-led effort, rather than isolated individuals who seek financial benefits, will enhance collaboration among different parties.

3. Conduct community forums and encourage public input via town meetings, workshops, focus groups, and Internet-based discussions. Special events that celebrate main street are also tools for organizing the community.

4. Create a strategic action plan for the town center by laying out the planned uses and guidelines for architecture, urban design, traffic, parking, and zoning, and a promotional strategy. The strategy should determine which places to target for redevelopment, where to support various land uses (such as residential, commercial, entertainment, and governmental), and when to undertake specific programs. Professional expertise can provide needed technical support.

▲

Affordable housing is especially needed in centers with high concentrations of jobs.

or rent, taxes, insurance, utilities, and other fees) of no more than 30 percent of the household's gross annual income. Affordable housing is especially needed in centers with high concentrations of jobs.

Affordable housing programs, including the Illinois Affordable Housing Planning and Appeal Act, are typically aimed at two income groups: moderate income housing is to be affordable for households earning between 50 and 80 percent of the area median household income; and low-income housing is to be affordable for households earning less than 50 percent of the area median household income. The Illinois Act states that at least 10 percent of the year-round housing in each community should be affordable.[8]

As mentioned above, balance is important so that the number of jobs roughly equals the number of adult residents in a particular area; so that the transportation system can support the need of people to travel between their homes and their jobs; and so that more workers can live near their jobs. A reasonable proportion of housing in all centers should be affordable. All centers should include rental housing to accommodate people for whom home ownership is not feasible or desirable.

A range of housing options and housing tenure are important issues in the region, because both have significant impacts on the size and quality of the labor pool. Although the rate of home ownership in the region has risen between 1990 and 2000, the number of rental units has not risen in turn.[9]

Indeed, in Cook and Kane counties, the number of rental units actually declined in this period. To maintain economic competitiveness, centers with a high number of jobs need an adequate supply of rental housing.

NIPC estimates that 1.9 million more people (720,000 more households) will live in the region by 2030. This growth will pose significant challenges for housing choices and land consumption. If the region's current pattern of single-family homes on large lots continues, it will seriously threaten valuable natural open spaces and agricultural areas in the region.

Diversity of Race, Ethnicity, and Age. NIPC forecasts indicate that our region's changing population will affect the demand for housing and transportation in the future. Centers, therefore, should be planned to welcome diversity and plan for the changing demands. The population in centers should be diverse in terms of race, ethnicity, and age.

By 2030, NIPC estimates that the Latino population will almost double to 33 percent of the region's total population; the African American population will decrease to 18 percent; and the remaining population groups will decrease to 49 percent of the total. Between today and the year 2030, almost all of the increase in the region's population will be Latino.

▲

Well-planned centers provide a range of affordable housing choices, including condominiums and apartments.

2000

19%

17%

64%

2030

18%

33%

49%

White / Other

Latino

African American

Other includes Asian-Pacific Islander,
Native American, and Other Race

▲
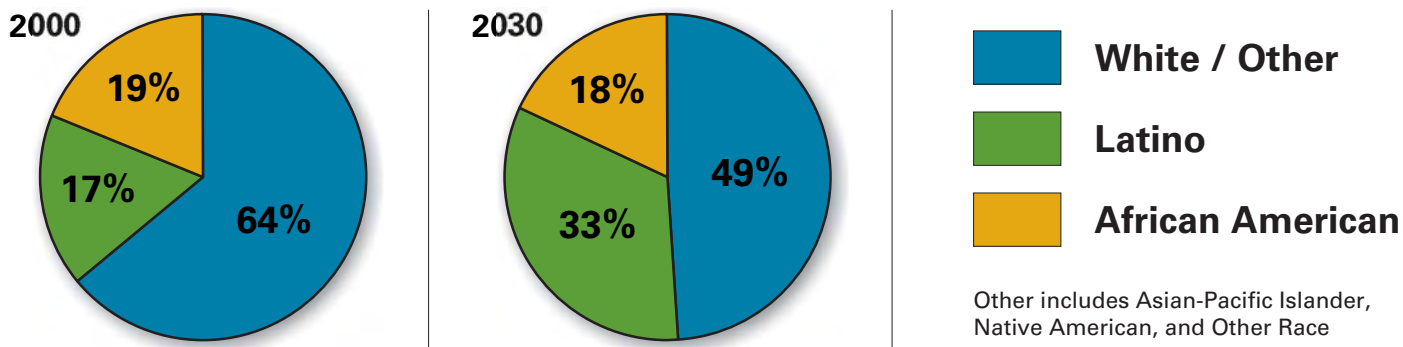
Figure 7: Region's Population by Race, 2000 and 2030[11]

The region must address housing, jobs, and transportation options in relation to race, economic background, national origin, and immigration status. Today, the region is highly segregated, with high concentrations of African Americans and Latinos physically separated from the rest of the population.[10] Racial and ethnic segregation continues to impose barriers to opportunity for people of color.

Demographic changes will also affect the region. In terms of age distribution, the largest change in the population makeup will be an increased number and proportion of people over age 65, from 11 percent in 2000 to 17 percent (1.7 million people) by 2030. As people age, they want to remain independent, which can be facilitated by the concept

of "aging in place." Older people want to run errands, socialize, and recreate without having to drive or depend on someone else. Land-use decisions that lead to compact, mixed-use centers help to improve accessibility for people who walk and take public transportation. This improves quality of life for everyone but is especially vital to senior citizens.

Economic Vitality. The level of employment is one of the most significant indicators of a thriving economy. With 4.4 million jobs, the Chicago region is a leading global job center. This status will only be enhanced in the future. The number of jobs in the region is expected to grow by 1.2 million in the next 25 years, including 240,000 in Chicago.

▶

Knowledge- and service-based professions will become increasingly significant to the region during the next few decades, while manufacturing jobs will remain vital to the region's economy.

▼ **Figure 8: Percentage of Latino Population as of 2000[12]**

Lake Michigan

Legend

- ☐ < than 5%
- ☐ 5.01% - 15%
- ☐ 15.01% - 35%
- ☐ 35.01% - 50%
- ☐ > than 50%
- — Expressways
- ☐ Chicago and Satellite Cities
- ☐ County Boundaries
- ☐ Lakes and Streams
- * Data Not Available
  (Municipalities were Incorporated after 2000)

0   2.5   5   10   15   20   Miles
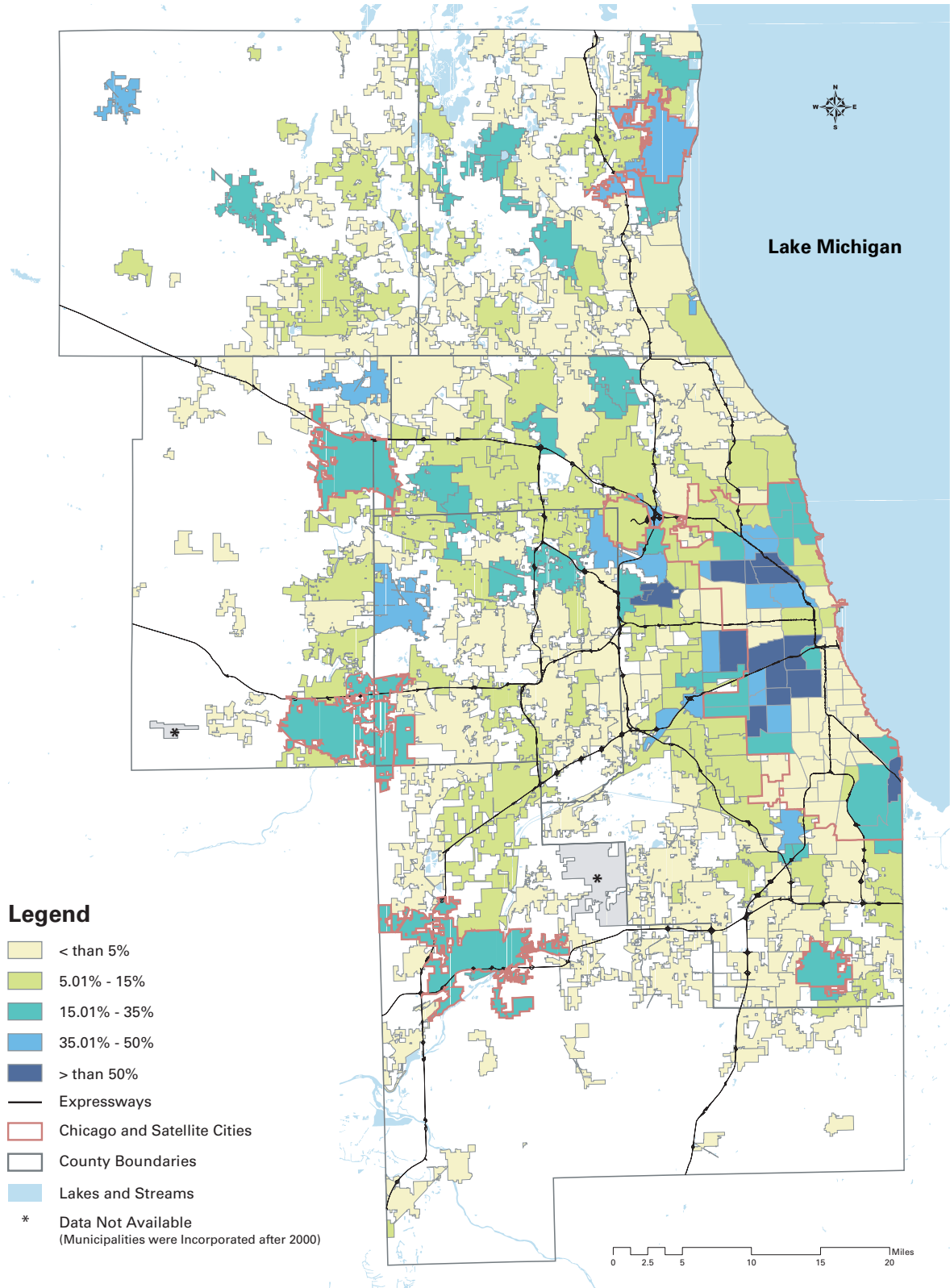
Figure 9: Percentage of African American Population as of 2000[12]

Lake Michigan

Legend

< than 5%

5.01% - 15%

15.01% - 50%

50.01% - 75%

> than 75%

Expressways

Chicago and Satellite Cities

County Boundaries

Lakesa nd Streams

* Data Not Available
(Municipalities were Incorporated after 2000)

Miles
0   2.5   5   10   15   20
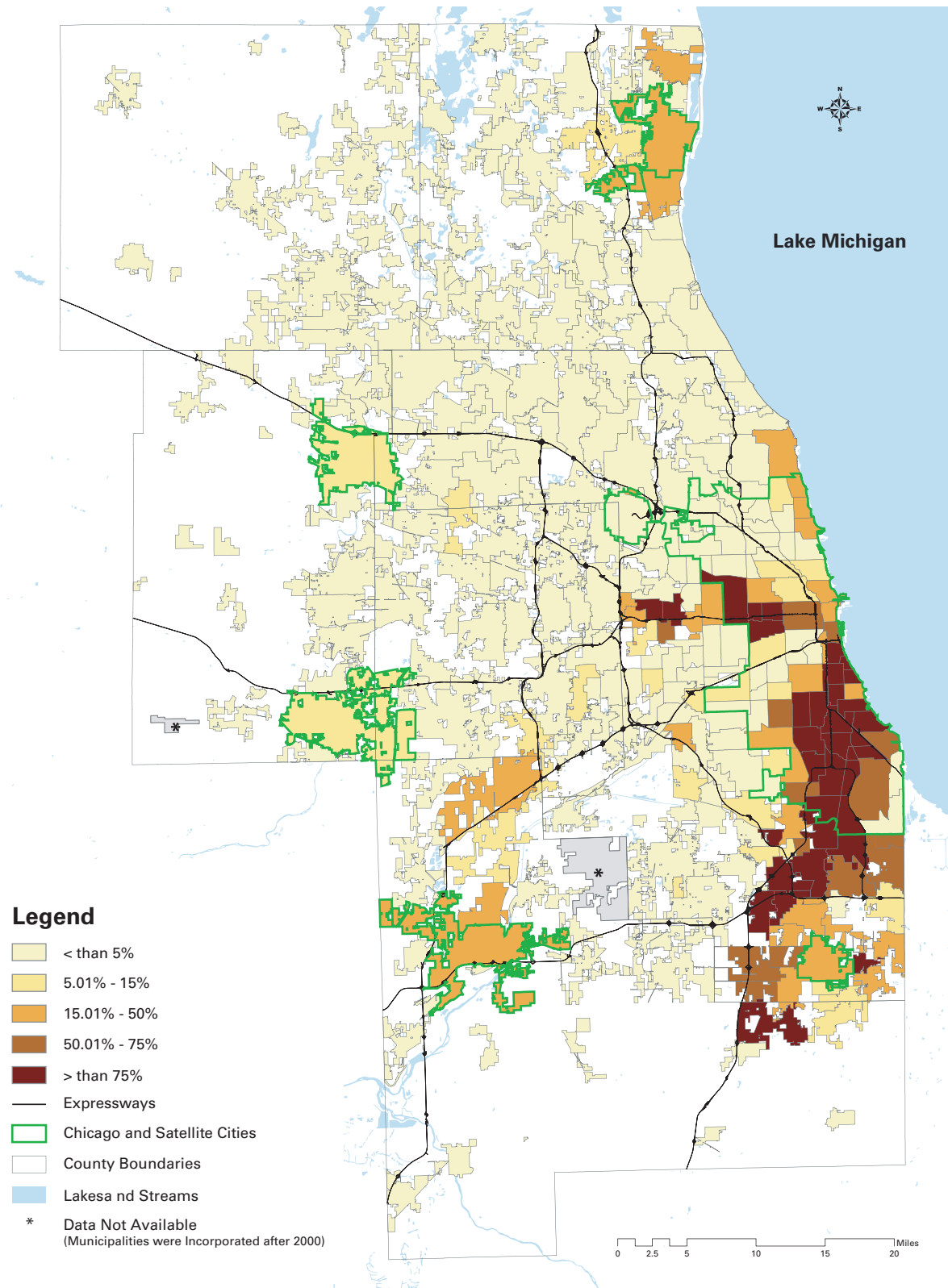
Figure 10: Percentage of Asian Population as of 2000[12]

Lake Michigan

Legend

	< than 5%
	5.01% - 15%
	15.01% - 25%
	25.01% - 60%
—	Expressways
▭	Chicago and Satellite Cities
▭	County Boundaries
▭	Lakes and Streams
*	Data Not Available (Municipalities were Incorporated after 2000)

Miles
0 2.5 5 10 15 20
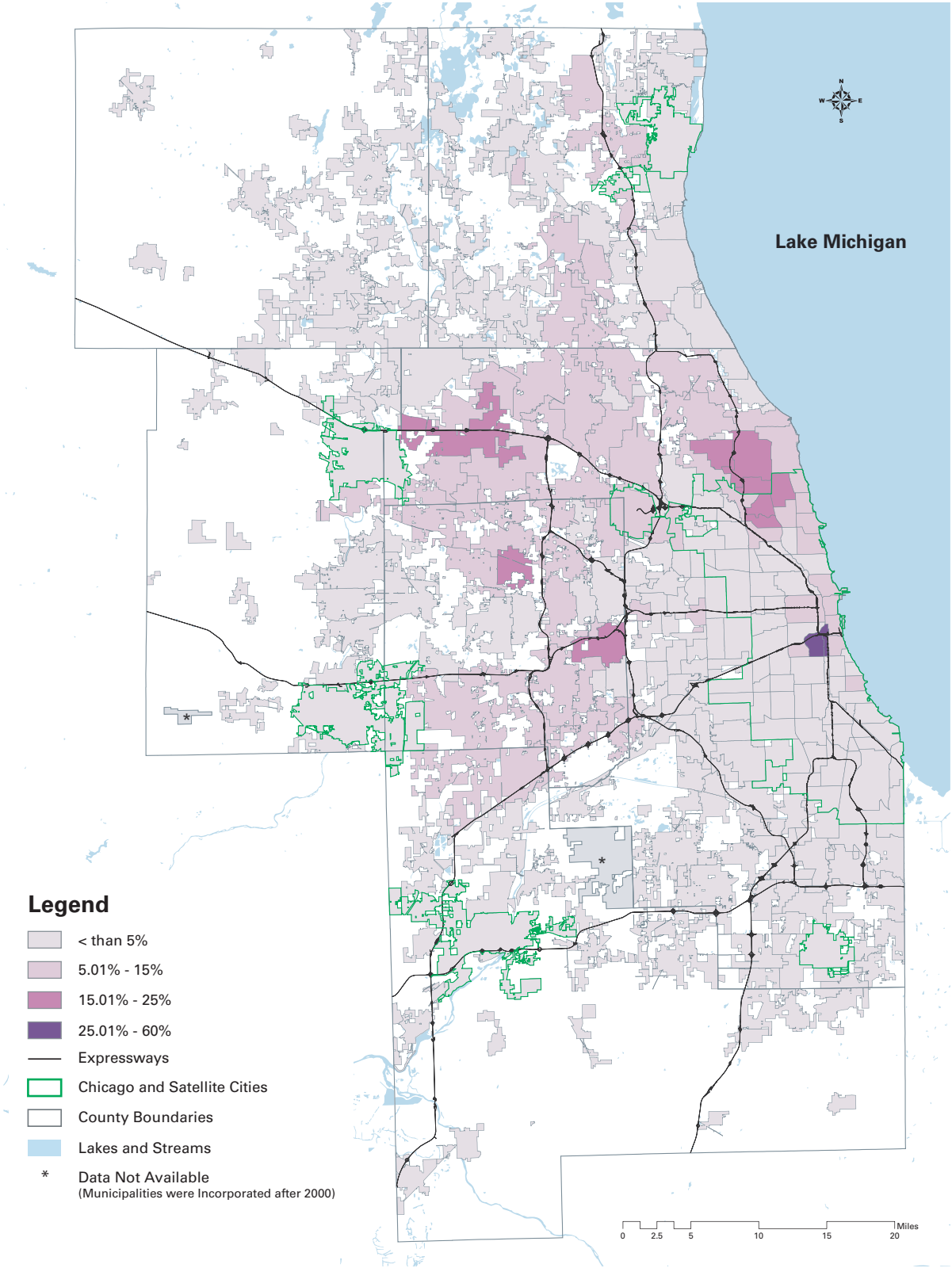
▶ *Coordinated regional efforts can attract businesses and employment opportunities to northeastern Illinois.*

According to NIPC's 2030 forecast, about 33 percent of the 1.2 million new jobs created outside Chicago would go to Metropolitan Centers; 42 percent would go to Community Centers; and 25 percent would go to Town Centers.

Manufacturing jobs will continue to be important to the region, while the knowledge- and service-based sector becomes increasingly significant. We need to continue to attract and retain knowledge workers because they bring innovation, a key measure of economic vitality.[13] Studies have shown that dense, mixed-use centers show higher levels of innovation, as evidenced by the number of patents issued.[14] Research indicates that the amenities these centers generate attract knowledge workers.[15]

Mixed-use development will also help businesses reach new customers, increase profits and be competitive. Centers have a pool of workers, infrastructure, good connectivity, and housing available for people employed nearby, which benefits business-es by accommodating the needs of employees, and reducing turnover, and hiring and training costs.

Research has shown that when center cities get an economic boost, suburbs also benefit.[16] Coordinated regional efforts such as improved transportation choices for workers, improved rail and road network for freight, high technology communications facilities, and other infrastructure support can attract businesses and employment opportunities to the region.

Transit-Oriented Development and Redevelopment. Transit-oriented development (TOD) and transit-oriented redevelopment (TOR) are the design and development of land around transit stations in ways that encourage people to use mass transit within a center, between centers, or throughout a region. TOD and TOR bring more people and more businesses to a station area, increasing the sense of community and promoting a thriving marketplace.

Centers have a pool of workers, infrastructure, good connectivity, and housing available for people employed nearby, which benefits businesses by accommodating the needs of their employees, and reducing turnover, and hiring and training costs.

One purpose of TOD is to build active and convenient communities that link people to their jobs as well as to commercial, retail, and entertainment centers. A region of TODs connected to one another contributes to a more vital region overall. Well-designed TOD can help increase "trip chaining" by combining several errands into one trip. Locating the day care center, grocery store, and bank in the same area or near the train station reduces the need for additional trips. In addition to saving time, such linked trips can also reduce traffic congestion and pollution (see Figures 11, 12, and 13).

TOD and TOR can increase transit ridership by enhancing access and usability. Such increased use of public transit makes better use of existing infrastructure and can lead to cleaner air and a healthier natural environment. NIPC research shows that an increase of residential units near just one station saved 500,000 vehicle miles per year that, in turn, helped cut air pollution. New development around transit stations can also serve as a catalyst for redevelopment in disinvested areas. As transit use becomes more desirable and popular, station areas become prime redevelopment candidates.[17]

Transit-oriented development requires certain design features. In particular, the development is usually concentrated within a half-mile radius from the transit station and must be pedestrian-friendly. Compact, mixed uses near stations provide a larger population of potential transit riders and increase the likelihood of producing an economically viable transit system.

Northeastern Illinois has many opportunities for TOD and TOR. Today, there are 228 Metra and 144 CTA rail stations in the region, and more than 100 more are expected in the future. The future development of land near these transit stations can have a major impact on the regional distribution of population and employment. Planning for TOD around these stations can be a key element in planning for growth in the region.

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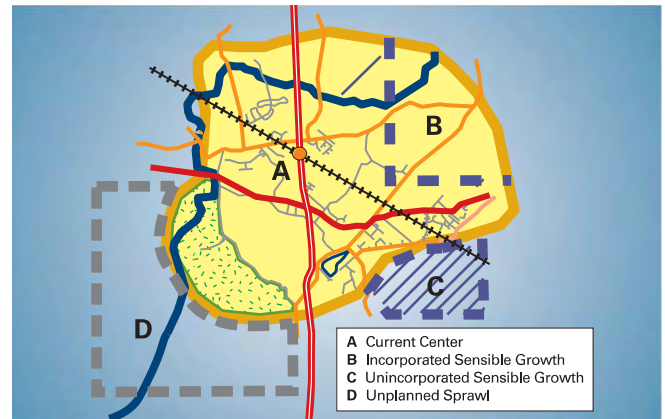
Figure 11: Sensible Growth vs. Sprawl
Without planning that guides compact growth to sectors B or C, sprawl stretches beyond the incorporated Center to sector D. Illustration by Randi Robin Design

▲
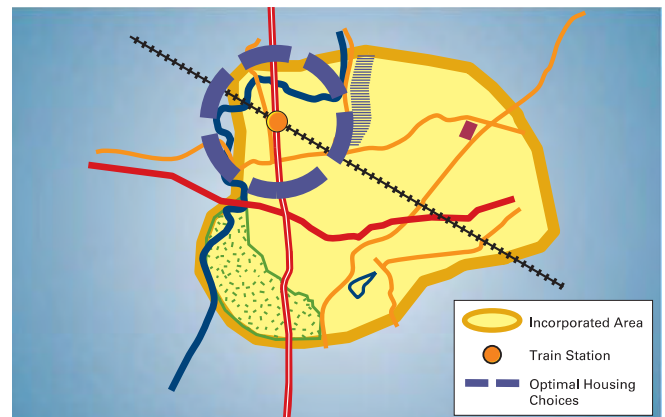
Figure 12: Housing Choices
Compact centers should feature housing choices near mass-transit hubs. If housing instead is concentrated at the outer edges of incorporated areas, traffic congestion will increase in arterials and expressways. Illustration by Randi Robin Design
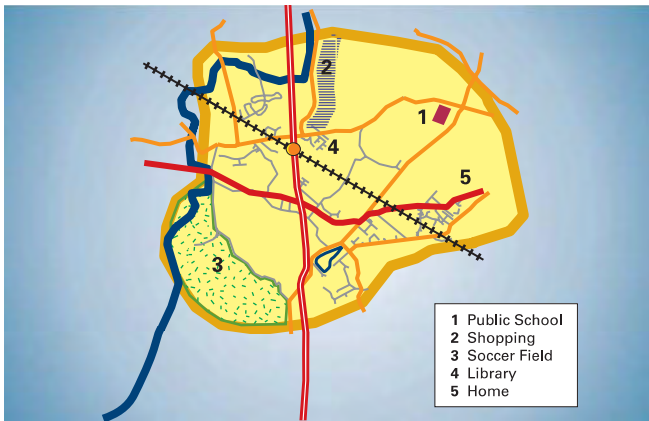
▲
Figure 13: The 'Trip Chaining' Phenomenon
Multi-destination local trips tend to occur around or during rush hour, contributing to traffic congestion. Illustration by Randi Robin Design

▲
There are numerous points, including in Joliet, at which the proposed STAR Line would intersect existing rail lines. These areas would be planned to promote use of the rail system. Photo by dorothyperryphotography.com

Many communities throughout the region have created downtown, town center and/or station area plans that incorporate elements of TOD. Many communities have created these plans through the support of the Regional Transportation Authority's Regional Technical Assistance Program (RTAP), IDOT, Center for Neighborhood Technology, etc., or by funding the plans on their own. Metra also has completed three land-use reports and brochures to provide guidance to communities. These include *Land Use in Commuter Station Areas: Guidelines for Communities* (1991), *Local Economic Benefits of Commuter Rail Stations for Communities and Businesses* (1994), and *Rail and Residential Development Study* (2000).

The proposed Suburban Access Transit Route (STAR) Line would add new stations and provide opportunities for TOD (see next section for more discussion of the STAR Line). Specifically, there are numerous points at which the STAR Line intersects existing rail lines or major roads. These areas should be properly planned to promote use of the rail system. The Circle Line, Mid-City Transitway, and other extensions to CTA lines also would add stations and present opportunities for new development.

Land-use studies were completed for the Northwest Corridor Segment and the West EJ & E Segment of the proposed STAR Line in 2003 and March 2005, respectively. A land-use study is being created for the North and East EJ & E segments of the potential extensions of the STAR Line. The North Central Council of Mayors, the West Central Municipal Conference, and the municipalities along the proposed line also completed a land-use study for the proposed Inner Circumferential Service in 2003. The South Suburban Mayors and Managers Association and the communities along the proposed SouthEast Service Line also have completed land-use plans for the proposed station areas.

The map in Figure 14 shows population density around existing stations.

Figure 14: Average Population Density Within 1/2 Mile of Metra Stations, 2000[18]

Legend

- Metra Station

People per Acre

- Less than 5
- 5-10
- 10-15
- 15-25
- More than 25
- Expressway
- Metra Rail
- CTA Rail
- Municipalities
- Lake Michigan
- County Boundaries

▲
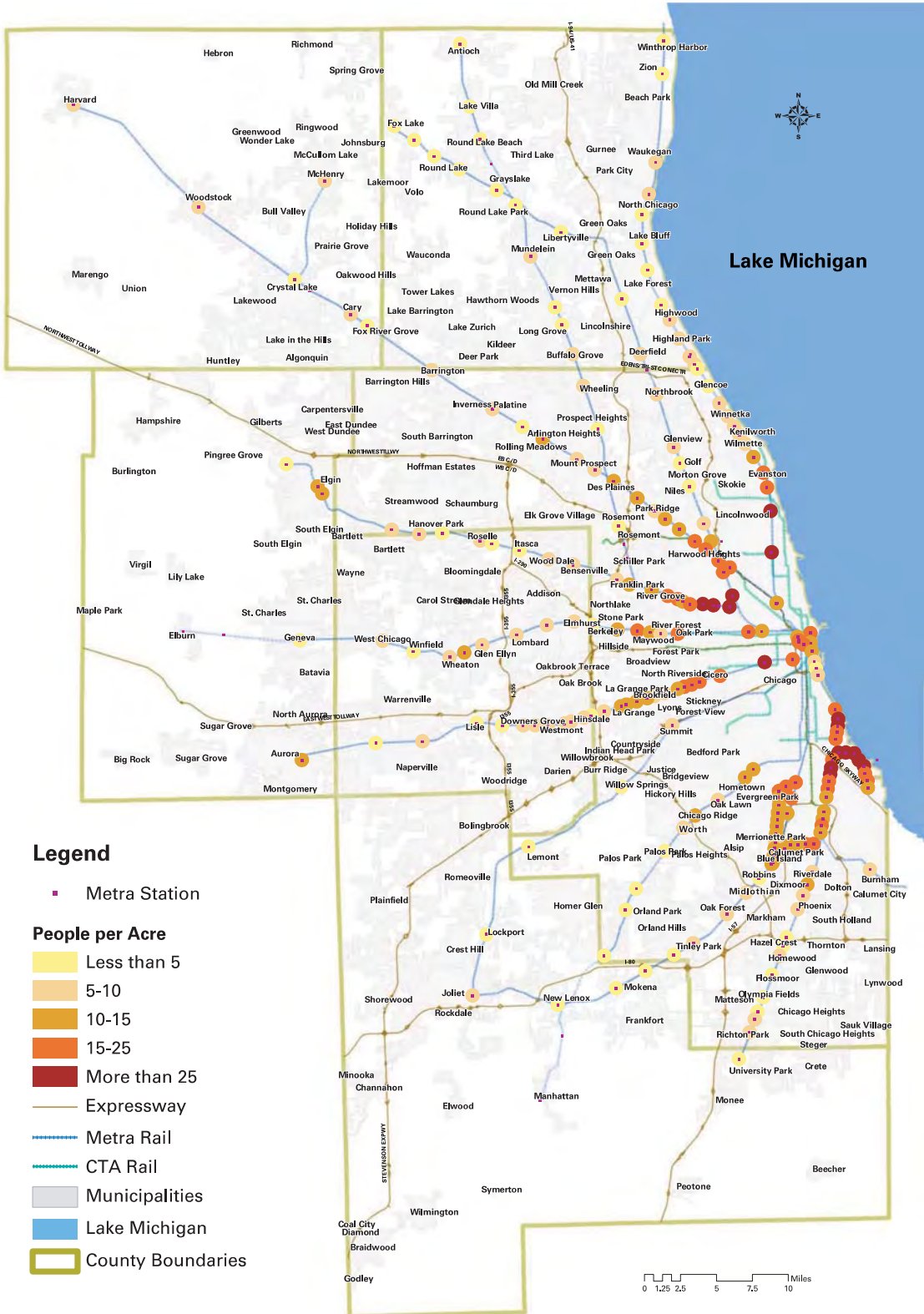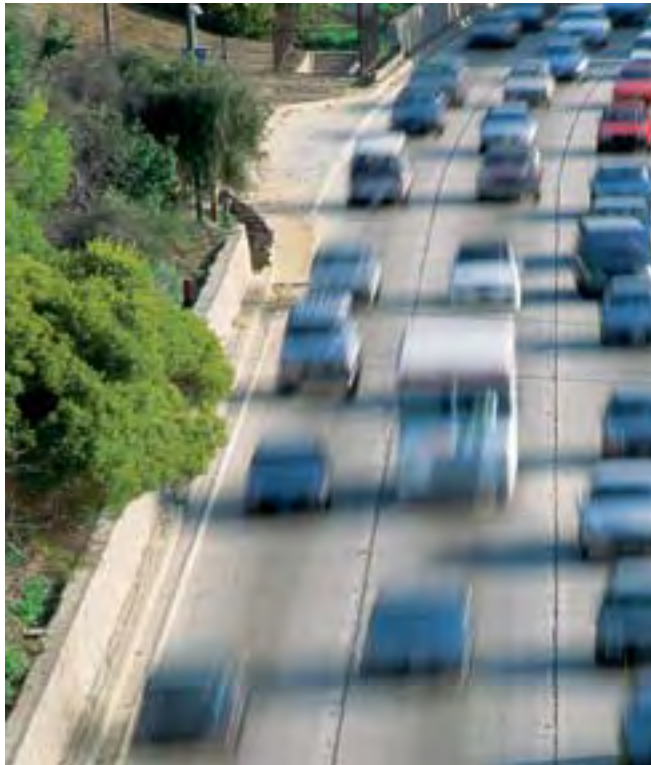
Several interstate corridors pass through the City of Chicago, connecting drivers to the city and region from surrounding centers, states, and the rest of the country.

Corridors

The earliest communities in the region grew along trails, canals, and railroads. In the latter half of the 20th century, highways and expressways began to dominate as transportation links, both responding to and encouraging lower density development. Today, these highways, along with our public transit network (the nation's second largest), are integral parts of the region's transportation system.

Several interstates connect the City of Chicago to surrounding communities and the rest of the country. A vast network of arterials allows for local travel between centers within the region. Multiple rail lines radiating from downtown Chicago to outlying centers provide convenient travel for commuters. This system will not be sufficient, however, to meet future travel demand.

According to the *RTP*, residents of the region in 2030 will spend 7.5 million hours making 25 million trips a day across the region. Eleven percent of these trips will be made by public transit, while personal automobiles will be used to travel 165 million miles per day.[19]

Roads and rail are in need of major improvements and expansions to meet the future demand. Areas of the region are growing rapidly and will need new transportation infrastructure to connect the area with the rest of the region.

CATS' *2030 Regional Transportation Plan*[22]

The *2030 Regional Transportation Plan* (*RTP*) identifies emerging transportation challenges and their possible solutions and provides a guide for long-term transportation investment in the region. The plan was developed through a public planning process called Shared Path 2030 that began in June 2001 and continued through the *RTP*'s adoption in October 2003. Participants in Shared Path 2030 included elected officials, regional and local planning agencies, civic and advocacy organizations, transportation implementers and providers and residents of the region.

Although the region has one of the best transit systems in the country, as of 2000, only 12.7 percent of commuters in the region took public transportation to work.[20] This is partly because public transit options are not convenient or not available for all work trips. When public transportation is available, communities and transportation providers should work to make it convenient and attractive for commuters by increasing bus-to-rail access and options for parking near transit stations. Public education campaigns should be launched to increase awareness of available transit options and to improve the public perception of transit.

Travel patterns also have changed, and more people are commuting from suburb to suburb for work primarily by automobile (although Pace currently operates shuttle bus and vanpool service between many suburban Metra stations and businesses, including those in the Lake Cook Road and I-88 corridors). As the City of Chicago gains population, however, a growing number of people must travel from Chicago out to the suburbs for their jobs.[21] Even though there are trains available for the reverse commute, service is often infrequent and a second mode is necessary to get from a train station in the suburbs to the place of employment. New options are needed to reduce congestion on the suburb-to-suburb and reverse commutes by increasing service frequency, capacity, and choices for connections among centers.

Travel between centers is frequent, whether residents of a Town Center are traveling to a nearby Community Center for services or residents of a Hamlet are traveling to a Metropolitan Center for work. For centers to thrive, it is important to have good connections among them that allow for efficient travel. Development along these corridors may differ in form, type, and intensity.

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Trains are available for the reverse commute, but service is often infrequent, and a second mode is necessary for travelers to get from the train stations in the suburbs to their places of employment. Photo by dorothyperryphotography.com

For example, an arterial corridor may consist of narrow bands of higher intensity development, or connect a series of smaller centers. Bicycle and pedestrian accommodations are possible on many but not all highways and water transport corridors.

Common Ground participants envisioned a stronger and more efficient transportation network connecting the centers around the region. Besides improvements and extensions to existing corridors, participants made recommendations for new corridors. The *2040 Plan* describes a region of mixed-use centers that contain jobs, housing, and recreational opportunities. Corridors are transportation and activity connections between the centers and the land uses along the corridors.

The *2040 Plan* recognizes five types of corridors: highways, arterials, light rail and bus rapid transit (BRT), heavy rail, and water transport corridors. Below is a discussion of the land-use impacts of these corridors as addressed by the *2040 Plan*. (See Figure 15.)

Highways. Highways are high-speed, limited-access corridors with separated entrance and exit ramps. Compact development should be concentrated around these access points and whenever feasible, open space buffers should be provided in between. Access areas should be designed to handle large volumes of traffic. As multi-modal operations like bus and rail are incorporated into

highway corridors, provision of pedestrian and bike facilities to improve access to transit stops gain increased significance. Park-and-ride programs, where commuters can park their cars and take transit or ride-share, should be established to reduce vehicular traffic.

Arterials. Arterials serve a mix of automobiles, buses, bicycles and pedestrians. Arterial streets carry through-traffic and provide access to adjacent land uses. Therefore, arterials generally have continuous development along them that often leads to an excessive number of driveways and curb cuts that hamper smooth traffic flow. Access-management techniques that restrict the number of direct access points from the arterial should be incorporated to reduce congestion and improve safety. Generous pedestrian and bike facilities and safer intersections will enable people to walk or bike among adjacent uses instead of driving.

Light Rail and BRT. Rail Lines and BRT provide convenient access corridors served by a series of stations. Improved local bus connections should connect transit stations to residential areas and employment centers in surrounding neighborhoods, thereby reducing the need for people who live in these neighborhoods to drive. Commuter parking should be integrated within the pedestrian-friendly environment by using creative solutions like small, scattered lots, shared parking and parking structures where it's feasible.

▶

Arterial corridors serve automobiles, buses, bicycles and pedestrians. These corridors carry through-traffic and provide access to adjacent land uses.

▲

Water transport corridors are used recreationally and to transport goods and travelers.

Heavy Rail. Heavy rail includes Metra commuter rail and CTA rail transit. Rail has the capacity to carry heavy passenger volumes, on exclusive right-of-way, at high speeds and with high platform loading. The areas around stations become desirable places to attract mixed-use, walkable developments that can help support transit and vice versa.

Water Transport. Water transport routes move passengers and goods regularly for non-recreational or recreational purposes. This category includes water taxis, commuter ferries, cruise lines, and tour boats. Terminals or docking points should be located at important centers or corridor junctions so they're easily accessible and attractive to passengers.

▼ **Figure 15: 2040 Corridors Map**[23]

2040 Features

Centers

● Global Center
● Metropolitan Center
● Community Center
● Town Center
● Hamlet
✈ Airport

Corridors
➡

Green Areas
Open Space
Agricultural Areas

Existing Features
Protected Green Areas and City Parks
Expressway
Arterial (US or State Highway)
Metra Rail
CTA Rail
Streams and Lakes
Lake Michigan
Municipalities
County Boundaries

Lake Michigan

Corridors and Their Implications
for Future Planning: Looking to 2040

In Common Ground, residents and local officials collaborated to identify regional corridors for the year 2040. While defining future corridors, participants considered the recommendations of existing major transportation plans like the CATS *2030 RTP* and the Pace *Vision 2020 Plan*.

The overriding message delivered by the community through Common Ground is that our region is facing serious levels of congestion that cannot be mitigated by building more roads and transit only.

New travel alternatives and development approaches are needed to take advantage of the region's existing transit system and create a less automobile-dependent region. The *2040 Plan* defines a system of corridors and supportive land uses meant to connect the region's centers and improve residents' quality of life by making it easier to get around our communities.

NIPC staff considered this input while developing a list of recommended enhancements to corridors that fit within the land-use implications of the plan:

City of Chicago

• Optimize the usage of the CTA Circle Line.

• Extend rail to serve populations and neighborhoods most in need of transit.

• Provide transit service for areas of Chicago that are not currently served by public rapid transit.

• Expand water transport where feasible.

• Continue to provide bicycle access throughout the City.
• Implement express service from downtown to Midway and O'Hare Airports.

▲
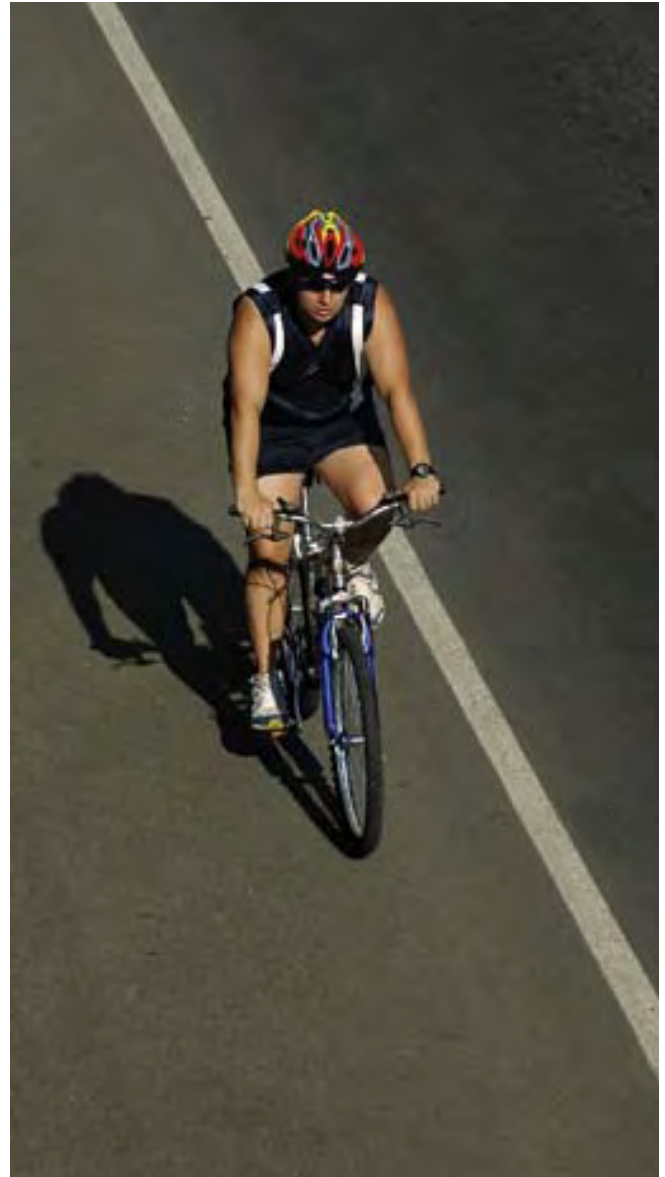
NIPC recommends enhancements to corridors that will improve bicycle access.

- Develop a corridor to connect Midway and O'Hare Airports via Cicero Avenue.

South (South Cook, Southwest Cook, and Will)

- Improve east-west connections across the southern portion of the region.

- Provide transportation to service the South Suburban Airport.

- Enhance service and extend existing corridors.

- Utilize Calumet and Des Plaines River Corridor for economic development opportunities (industry, recreation, and conservation).

- Link Metropolitan Centers and significant places.

West (DuPage, Kane, and West Cook)

- Connect residential, retail and employment areas in DuPage with O'Hare Airport and Woodfield area in Schaumburg.[24]

- Extend transit to DuPage County.

- Improve north-south travel.

- Make corridors multi-modal.

▶

Figure 16: Corridor Challenges and Potential Solutions

- Coordinate land use and transportation to prevent development along corridors.

- Use land-use control measures and context-sensitive solutions to prevent unwanted development and to preserve open space.

North (Lake, McHenry, and North Cook)

- Improve east-west and north-south connections.

- Extend transit to Lake-Cook Road.

- Improve connections among existing corridors.

- Create connections among Metropolitan Centers and employment centers using most feasible mode.

- Construct new bike connections that link centers.

- Explore using utility rights-of-way for corridor development.

- Develop a water travel corridor using Lake Michigan.

Common Ground participants also identified some key challenges relating to corridors along with possible solutions to these challenges (see Figure 16).

CHALLENGES	POTENTIAL SOLUTIONS
Jobs and Housing	Locating jobs and housing closer together
Housing Affordability	Creating affordable housing near transportation and employment
Transportation Access	Providing multimodal access to all communities
Improved Public Transportation Choices	Improving and expanding public transportation; increasing connectivity
Transportation and Development	Making transportation decisions support economic and community development

The Need for Rail Improvements

Key to the region's transportation future beyond roads is the development of additional rail service.

Many people support the proposed STAR Line, a new commuter rail line along the Northwest Tollway and the EJ & E freight rail line. The *RTP* includes a STAR line segment between O'Hare and Joliet, with possible future extensions east from Joliet and north from Hoffman Estates.

The current commuter rail system is a hub-and-spoke system connecting the City of Chicago CBD with surrounding areas. Along with other center-to-center connections, the STAR Line could serve the growing need for potential commuters who work outside Chicago, taking some pressure off the region's roadways. For the transit system to work effectively, however, bus or shuttle service would need to connect train stations in the suburbs to employment centers and other destinations.

Sponsored by Metra and studied by many stakeholders including RTA, Metra and Northwest Municipal Conference, the STAR Line is the first phase of a larger transit proposal that includes extensions of the rail transit service east from Joliet and north from Hoffman Estates. An inner circumferential line connecting the O'Hare and Midway airports is also included in this larger proposal under study. While planning and evaluation of the phases continue, the rail lines received good general support from the majority of participants in Common Ground.

As shown in Figure 17, the first phase of STAR Line will provide commuter rail service along a route from Joliet (Will County), north via Naperville (DuPage County) to Hoffman Estates (Cook County) and east through Schaumburg to Chicago's O'Hare International Airport.

For the transit system to work effectively, bus or shuttle service should connect train stations in the suburbs to employment centers and other destinations.
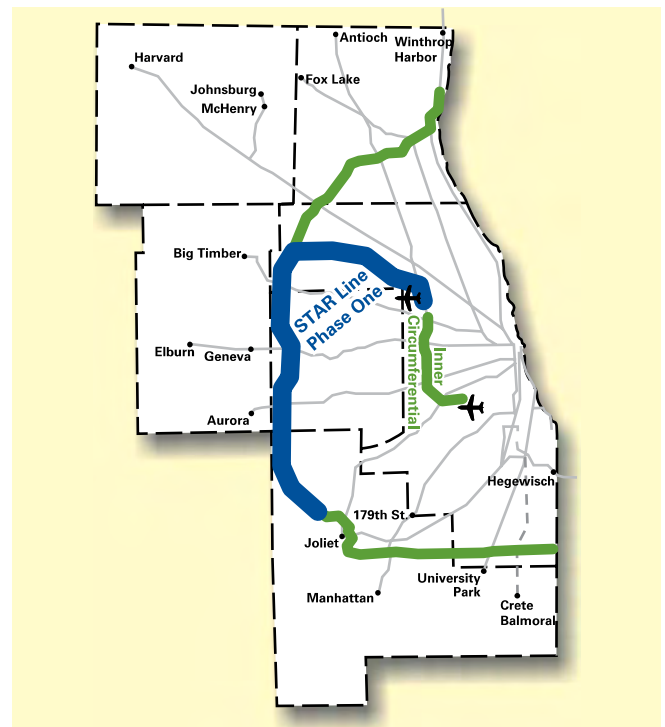
Figure 17: STAR Line Phase One
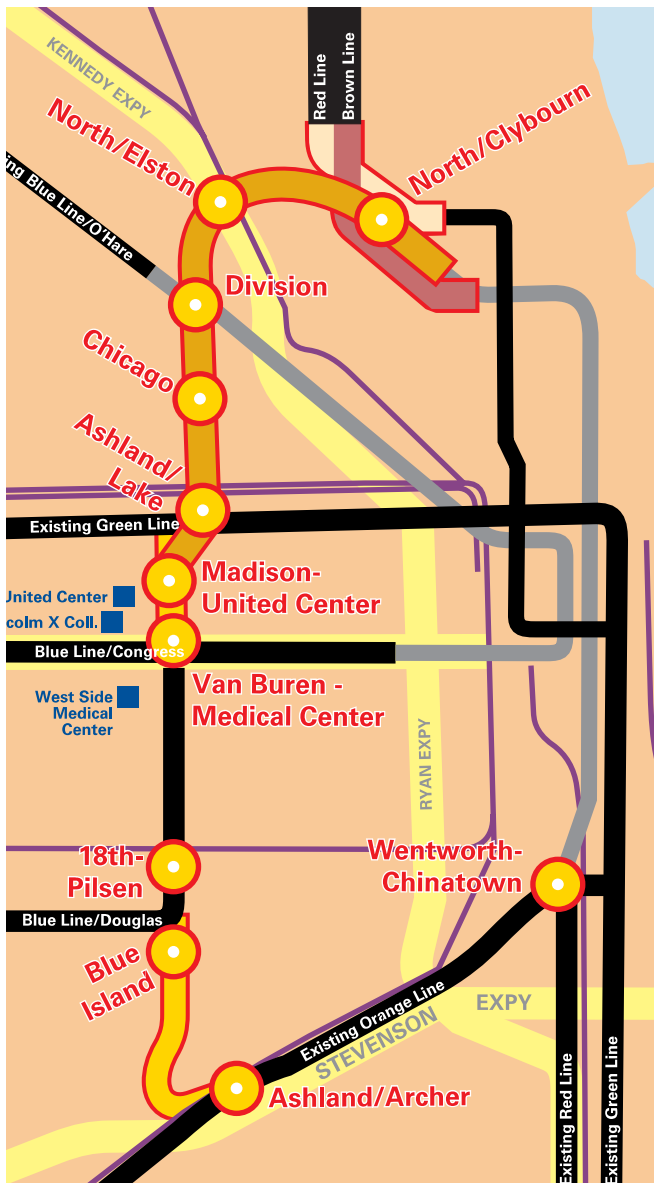
Figure 18: CTA Conceptual Train Routing Plan Upon Completion of Circle Line

The new transit line will link residential and employment areas including the Metropolitan Centers of Joliet, Naperville, West Chicago, Elgin, Schaumburg, Elk Grove Village, Arlington Heights and Rosemont. The service will also support Community Centers such as Plainfield, Bartlett, Hoffman Estates, and Rolling Meadows.

In addition to providing a long-needed alternative to the automobile and chronic traffic congestion, the STAR Line creates a number of exciting opportunities for municipalities to tie land use and economic development to this major corridor. Organizations such as the EJ & E Mayoral Task Force and Northwest Municipal Conference have taken a lead in organizing efforts to coordinate land-use planning within the communities that is supportive of the STAR Line. This plan strongly supports such coordination between land-use and transportation planning and encourages the communities to adopt and implement land-use policies that support the centers and station areas along such transit lines.

The Circle Line is a project proposed by CTA to create an outer ring around downtown Chicago encircling an area about 28 times greater than the existing Loop. The line would connect all CTA and Metra rail lines in Chicago, with about 6.6 miles of new or rebuilt "L"' and subway tracks saving commuters from coming all the way into the loop to transfer to another line in order to reach destinations outside downtown.

The project could be divided into three or more phases. The first includes reactivating the existing 0.75 mile Paulina Connector connecting the Blue Line at Harrison Junction with the Green Line at Lake Street. This line is presently used by CTA to move out-of-service trains from one line to another. The second phase involves building 1.5 miles of new elevated track connecting the existing Blue Line Douglas Branch with the existing Orange Line near Ashland/Archer. The final phase would complete the circle by

building about 3.35 miles of tracks linking the Paulina Connector with the Red Line via the Blue Line O'Hare branch near Division Street. The proposal is undergoing an alternatives analysis study, which is the first formal planning step for the purpose of pursuing federal funding under Federal Transit Administration's (FTA) New Start program.

The Circle Line not only supports the ongoing revitalization of neighborhoods but also supports Chicago's *Central Area Plan* by connecting the communities and Metropolitan centers within the city of Chicago with the downtown that is identified as the Global Center in this plan. The project is expected to significantly decrease transit travel time between the Central Area, city neighborhoods and suburban communities throughout the region. The Circle Line connects to six CTA rail lines, 12 Metra rail lines and 20 CTA bus routes. The total area within a half-mile walk of all pro-

posed Circle Line stations would cover 10.8 square miles. Much like other CTA and Metra stations, this plan encourages sensitive station area planning and transit oriented development around the new and renovated stations along the Circle Line.

Initially considered as a part of the STAR Line proposal, the Inner Circumferential Rail Line would connect suburban Cook County with the two major airports and links them with Chicago's central area through CTA's Orange and Blue lines. Much like the Circle Line and the STAR Line, the Inner Circumferential Rail Line also focuses on connecting the spokes of the existing radial transit system.

The inner circumferential line would run along the Indiana Harbor Belt Line connecting centers including Schiller Park, Melrose Park, Bellwood,

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The Circle Line would save commuters from coming all the way into the Loop to transfer to another line in order to reach destinations outside downtown.

Broadview, and LaGrange. It is intended to improve access to jobs and encourage economic development within mature suburban centers. Commuter parking, non-motorized access to stations and feeder bus service will help to make the station areas along the transit line more vibrant and accessible to a higher number of residents and jobs.

Another pressing issue is freight transit. Chicago is the nation's largest rail hub, with nearly 75 percent of the nation's freight passing through the region.[25] Northeastern Illinois faces a freight bottleneck that some say is reaching the crisis stage. Commuter trains must coordinate with freight trains to minimize delays for passengers. In addition, the freight arriving to Chicago via rail is often loaded onto trucks to reach its final destination. This adds truck traffic to the region's roadways and increases congestion for automobiles.

The Chicago Region Environmental and Transportation Project (CREATE) is an important agreement with the City of Chicago, the State of Illinois and the nation's railroads to improve the flow of rail through the area and minimize its impacts on passenger travel in the region.[26]

Chicago is the "freight handler of the nation" and the world's third busiest rail hub, handling 37,500 freight cars each day and one third of America's goods and products. Within the next 20 years, this freight volume is expected to nearly double. Because this industry is so vital to the regional, national, and global economy, a $1.5 billion project is under way to prepare Chicago's rail infrastructure for the future.

The Chicago, Illinois, and U.S. departments of transportation, as well as six major freight railroads and Metra's commuter railroad, have combined their resources to handle this enormous project. CREATE will provide a more efficient freight system, improve passenger rail service, and reduce road-rail conflicts.
CREATE will allow the six freight railroads to

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Figure 19: CREATE Rail Corridors

Partnerships Help CREATE[27]

The CREATE project, which identifies critically needed improvements to the region's rail system, is the result of the combined efforts of the Association of American Railroads; Chicago Department of Transportation; IDOT; Burlington Northern Santa Fe; Canadian National; Canadian Pacific; CSX; Norfolk Southern; and Union Pacific.

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Chicago is America's transportation hub. Its rail infrastructure covers approximately 16,000 acres — more than twice the area of O'Hare International Airport — carrying 500 freight and 700 commuter trains each day. Chicago is the world's third busiest intermodal hub, surpassed only by Hong Kong and Singapore, as of 2005.[27]

access one anothers' regional infrastructure. To streamline the use of this infrastructure, the project will create four freight corridors and one express corridor for passenger trains (see Figure 19). The streamlined corridors would include "flyovers" or bridge overpasses for six rail-rail intersections, 25 road-rail grade separations, 49 new track miles, and centralized traffic control for the corridors' 122 route miles. Ultimately, CREATE means more mobility and safety, and less congestion and pollution.

The Western Avenue Corridor will streamline one of Chicago's most congested freight corridors, between the Eisenhower Expressway and 75th Street, and provide a 95 percent reduction in train delays. The Beltway Corridor between Franklin Park and South Holland will serve as a "bypass" route between the western and eastern railroads.

Because of the addition of a new route that is totally grade separated, the Central Corridor between Franklin Park and Grand Crossing will create system flexibility and capacity for growth. The East-West Corridor creates a new central route between the Beltway Corridor and the Port of Chicago, and links major switching yards with other corridors. Lastly, the Passenger Express Corridor from Metra's LaSalle Street Station to Chicago Ridge will result in more reliable southwest commuter service, and will allow future development of high-speed rail from Union Station to the Illinois-Indiana border. The implementation of CREATE hinges on finan-

The larger metropolitan area of northeastern Illinois is also influenced by tri-state transportation facilities. These include ports and airports in Milwaukee and Madison, Wisconsin; Gary, Indiana; and Rockford, Illinois.

cial commitments. The freight carriers already have committed a combined $212 million. The city and state will provide a local share, depending on the federal commitment. Right now, the reauthorization of the federal "highway bill" has been stalled in Congress over the last year, but is expected to pass in 2005 with a significant financial commitment for CREATE.

Other Corridor-Related Considerations

The region's air traffic congestion was also an issue for Common Ground participants who generally expressed a desire to expand and increase the capacity at O'Hare International Airport and Midway Airport, and also to build the new South Suburban Airport. Participants stated that better transportation was needed to service the existing airports and the new airport. Some of the ideas suggested include airport to airport connections, express service to the airports from downtown

and high-speed rail connections. High speed rail could complement airport modernization and expansion and also provide access to airports from many places in the region. The larger metropolitan region is also influenced by tri-state transportation facilities. These include ports and airports in Milwaukee and Madison, Wisconsin; Gary, Indiana; and Rockford, Illinois.

Common Ground participants also identified the need for more water corridors and services, such as ferry service on Lake Michigan and water taxis on rivers, as additional options for traveling within the region. Before this idea can be implemented, however, it is important to identify potential conflicts with regional goals and to ensure that water service would not disrupt the shoreline environment and recreational uses on the lake.

Participants also expressed a desire for transit, such as a BRT network, to connect centers, rail stations and popular attractions. BRT is a hybrid

Common Ground participants identified ferry service on Lake Michigan and water taxis on the region's rivers as transportation options.

of bus and light transit that can run in a dedicated right of way and/or roadway lanes. Such local bus service may be able to fulfill the need for public transit in a highly flexible and cost-effective way.

As the region moves forward in its transportation planning, the *2040 Plan* suggests the use of new technology to improve traffic flow and increase transit accessibility. Possible improvements include Intelligent Transportation Systems (ITS) technology to provide travelers with real time travel information, value pricing and use of High Occupancy Toll (HOT) lanes that combine pricing and High Occupancy Vehicles (HOV) lane strategies. For example, the City of Chicago's new Traffic Management Authority announced in March 2005 begins an initiative designed to reduce the time people spend in their cars. In addition, the wider region from Milwaukee to Gary was designated as the Gary-Chicago-Milwaukee (GCM) Intelligent

Transportation Systems (ITS) Priority Corridor in 1993. The three states have worked closely together on solutions to transportation problems in this corridor through the deployment of advanced technologies.[28]

Participants also emphasized the need for multi-modal corridors around the region. Multi-modal corridors are major transportation facilities that accommodate a combination of auto, bus, rail, bicycle, and pedestrian travel. Travel efficiencies can increase if we integrate future land uses with such transportation improvements along these corridors. By linking different modes of transportation together, multi-modal corridors give residents of the region more travel options. For example, a person can bring a bike on the bus and then use it to travel from the bus stop to various locations. Or an individual can park once and walk to multiple destinations, thus decreasing the number of automobile trips necessary. Several key planning tools can be applied to

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Already in use by other cities, Bus Rapid Transit (BRT) is a hybrid of bus and light transit that can run in a dedicated right of way and/or roadway lanes. Such service may be able to fulfill 2040 goals for transit to connect centers, rail stations and popular attractions in a flexible and cost-effective way.

Public involvement is an essential component of developing context-sensitive transportation facilities, which provide effective multi-modal transportation solutions that preserve and enhance the human and natural environment.

corridors more effectively and integrate them with centers from a transportation and land-use perspective. These include context-sensitive solutions and balanced land use. Other measures are identified in Chapter 7.

Context-Sensitive Solutions

An approach called context-sensitive solutions seeks to provide effective multi-modal transportation solutions that preserve and enhance the human and natural environment in the project's surroundings. In addition to focusing on safe and efficient movement of people and goods, transportation agencies are increasingly looking at ways to better integrate transportation facilities into the communities they serve.

Public involvement is an essential component of developing context-sensitive transportation facilities. According to the Illinois Department of Transportation (IDOT), "Through early, frequent and meaningful communication with stakeholders, and a flexible and creative approach to design, the resulting projects should improve safety and mobility for the traveling public, while seeking to preserve and enhance the scenic, economic, historic and natural qualities of the settings which they pass."[29]

Multi-modal facilities are an important aspect of context-sensitive solutions.[30] Congress allows traditional highway funds to also be used for non-highway transportation such as bicycle and pedestrian facilities as part of an overall project to improve accessibility in the community. Bicycle, transit and pedestrian facilities provide mobility to people who do not or cannot drive. By providing an alternative to private automobiles, these facilities also help reduce traffic congestion and improving air quality.

IDOT has set forth basic principles of context-sensitive solutions that are critical for realizing Common Ground's vision:

- Strike a balance between cost, safety, mobility, community needs and the environment.

- Involve stakeholders in the decision-making process early and continuously throughout the development of the project.

- Address all appropriate modes of transportation in the plan and design of the project, including motor vehicle, mass transit, pedestrian and bicyclists.

- Use all appropriate disciplines to help plan for and design the project.

- Apply the flexibility inherent in the design standards to fit the project and its surroundings.

- Incorporate aesthetics as part of basic "good design."[31]

Balanced Land Use

Development along corridors can have significant impacts on the efficiency of the transportation system.

Compatible land uses and development patterns along the region's corridors can foster efficient and healthy travel behavior maximizing the use of available transportation infrastructure. Specific land-use strategies for different corridors should vary depending on factors such as location, environmentally sensitive areas and transportation mode.

Many individuals in the region commute long distances to their jobs because they cannot afford to live near where they work. In 1970, only 13 percent of the residents of the region lived and worked in different counties. By 2000, this had increased to more than one out of every four — more than 1 million inter-county commuters. Without increased opportunities for individuals to live near work, commute times will continue to grow. In 2003, the average auto commuter in the six-county region spent more than one hour a day traveling to and from work, a quarter-hour more than the national average.[32]

To minimize long commutes, affordable housing options need to be available near jobs, and economic development needs to occur in areas where potential workers already live. Numerous communities with high job growth have relatively little low- and moderate-income housing; other communities with enough housing attract few new jobs.

Long commutes by car add to roadway congestion and personal fatigue. Using public transportation is often difficult because it requires too many connections. Indeed, in some areas public transportation is unavailable and not likely to develop because the population density is too low to support the cost of providing bus or rail service.
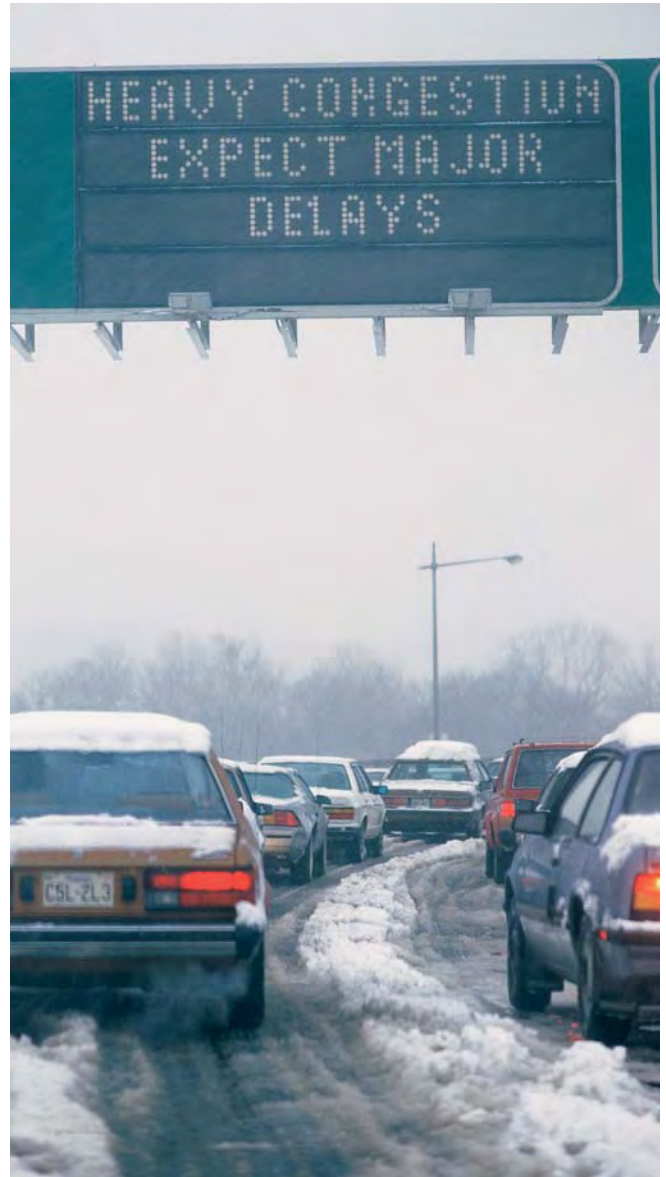
Long car commutes add to roadway congestion and driver fatigue. To minimize commutes, affordable housing needs to be available near jobs, and economic development needs to occur in areas where potential workers already live.

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The region is home to one of the greatest concentrations of prairies and oak woodlands in the world.

Chicago Wilderness Reserve

Chicago Wilderness is a regional nature reserve that includes more than 250,000 acres of protected natural lands. It stretches from southeastern Wisconsin, through northeastern Illinois and into northwestern Indiana. The protected lands are forest preserves, state parks, federal lands, county preserves, and privately owned lands. Many areas also offer refuge to native wildlife.

This network of wild spaces contains globally significant natural communities. The prairie communities within the Chicago Wilderness region are important to global prairie conservation, because the region contains some of the best remaining examples. This region also holds valuable forests, streams, and wetlands. Plants and animals ranging from colorful songbirds and tiny orchids to impressive great blue herons and magnificent oak trees find their homes in Chicago Wilderness.

Green Areas

Green areas are integral to the livability of our communities. They offer valuable assets for health, well-being, and enjoyment, providing active corridors for recreation and walkable, bikeable connections among destinations and communities. These areas connect natural habitat and waterways, and they maintain the vital functions of natural systems. They can also contribute directly to a sustainable economy, not only in traditional ways (e.g., the way agriculture benefits our economy) but in new ways, such as the way water trails contribute to our tourism industry.

The region is home to one of the greatest concentrations of prairies and oak woodlands in the world. The region is also home to some of the most fertile and productive farmland worldwide. It is a constant struggle to protect open land, and the land that is already protected requires maintenance. Additionally, the region must manage a complex relationship with water resources, including Lake Michigan.

Green areas are valued resources that include areas of agricultural land, open space, water resources, biodiversity, and trails. They range in size and function from small parks to large savannahs and prairies, and include bodies of water ranging from streams to large rivers and lakes. They are found in and around centers and along corridors.

Although some green areas are already protected, Common Ground participants expressed a desire to protect more land. Participants were particularly concerned about the loss of natural resources and called for protecting and conserving open space, areas of biodiversity, water resources, and agricultural areas. Future conservation of new green areas may not depend only on conventional public protection techniques but also may apply conservation easements and other private sector green development practices.

Openlands Project is a Leader in Protecting Green Areas[33]

Openlands Project, founded in 1963, is a non-profit organization dedicated to preserving and enhancing public open space in northeastern Illinois. The project has taken leadership roles in securing more than 45,000 acres of land in the Chicago area for public parks, forest preserves, land and water greenway corridors, and urban gardens. Openlands has worked to conserve open spaces throughout the region, including the Illinois Prairie Path, Goose Lake Prairie, Midewin National Tallgrass Prairie, Old Plank Road Trail, and thousands of other acres of parks, wetlands, forest preserves, bike trails, and gardens.

A number of efforts have been made to identify the green areas that need protection and that could be enhanced through restoration.

NIPC and Openlands Project developed the 1997 *Northeastern Illinois Greenways and Trails Implementation Program* to update the 1992 *Greenways Plan*.[34] It serves as a regional guide to opportunities for preservation.

Additionally, NIPC, Openlands, and the Illinois Paddling Council created the *Northeastern Illinois Regional Water Trails Plan* in 1999 — updated in 2002 — which proposes nearly 500 miles of trails for canoeing and kayaking.[35]

Chicago Wilderness, a regional coalition of more than 170 public and private organizations to protect, restore, and manage the region's natural lands created the *Biodiversity Recovery Plan* (1999).

The Center for Neighborhood Technology and the Openlands Project developed the Natural Connections: Green Infrastructure in Wisconsin, Illinois and Indiana partnership to document the green resources in place in the tri-state region.[36]

The *2040 Plan* identifies four types of green areas: agriculture, water resources, open space, and greenways. On maps in the figures for the *2040 Plan*, an expansion of current green areas is represented, based on input collected in Common Ground.

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Nearly 500 miles of trails for canoeing and kayaking are proposed in the Northeastern Illinois Regional Water Trails Plan, *developed by NIPC, the Openlands Project, and the Illinois Paddling Council.*

Agriculture

Illinois is known for its agriculture industry, and northeastern Illinois has some of the best farming soils in the world. If best agricultural practices are used, the land can help filter water, recharge groundwater, and store floodwaters. Additionally, it serves as a habitat for wildlife and game species, preserves the rural quality of life and offers the scenic beauty and community character so highly valued in this region. While much of the Chicago metropolitan area is highly urbanized, three of the six counties still have significant percentages of their land in agricultural production: Kane County (60 percent), McHenry County (61 percent), and Will County (50 percent). In 2002 the market value of agricultural products from these three counties was $290 million.[37]

Farms are important to the state, regional, and local economy. Nevertheless, some of this prime land is at high risk of being prematurely converted into housing developments, shopping malls, and other urban uses. According to the American Farmland Trust document *Farming on the Edge*, the land between Chicago and Milwaukee is the third most threatened farming area in the United States.[38] Land that is flat, well-drained, and cleared of trees is excellent for farming. It is also excellent for development.

The advantages of such development to developer and purchaser may be offset by the costs to the community. For instance, the American Farmland Trust has found that extending public services to farmland is more expensive than serving the areas immediately adjacent to existing communities, some of which already have sewer and water utilities. By directing new housing and population growth to centers, it will be possible to preserve the greatest amount of farmland while also meeting the needs of the forecasted population.

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According to the American Farmland Trust document Farming on the Edge, *the land between Chicago and Milwaukee is the third most threatened farming area in the United States.*

▼ Figure 20: 2040 Agricultural Areas Map[39]

Lake Michigan

Legend

Recommended for Preservation as Agricultural Areas through 2040

Land in Agricultural Use in 2001

Expressway

Lake Michigan

Municipalities

County Boundaries

Miles
0 1.5 3   6   9   12

northeastern illinois planning commission
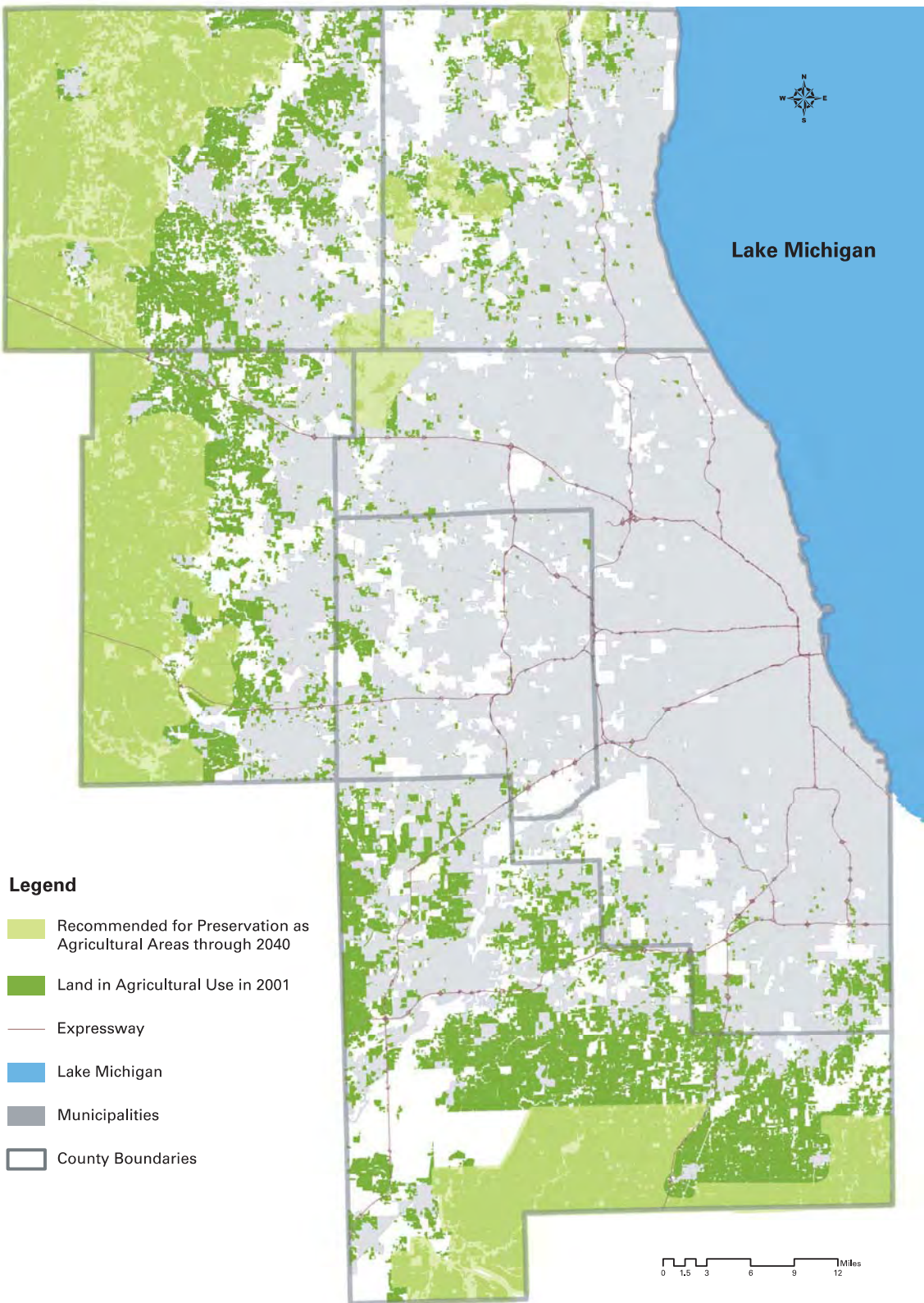
Water Resources

Illinois has lost 90 percent of its wetlands (see NIPC's *Guiding Development to Protect Natural Resources*, 2001). More than 40 percent of the streams in the region have been severely altered by channelization or use of berms, spoil piles, and levees.

Wetlands cover approximately 80,000 acres in the region, or nearly 4 percent of the region's total area. Wetlands are the critical filters and recharge "drains" for underground water tables. However, public ownership protects only about 26,000 acres and the new development threatens many wetlands. Especially worrisome is the removal of Federal protection from wetlands that are isolated from streams and major drainage ways. Also, altered hydrology and urban drainage practices affect the source, quantity, and quality of water that is critical to healthy wetland function and survival.

Stream quality is critical to ensuring a high level of biodiversity in a region. The region has some of the highest quality streams in the state, but almost all are located at the edge of the urbanized area. Where substantial development has occurred, stream quality has been degraded and the most sizeable streams fail to meet the goals of the Clean Water Act for fishing and safe swimming. The *Northeastern Illinois Regional Greenways and Trails Plan*, published in 1997 by NIPC, calls for better treatment for the region's streams by proposing 2,000 miles of stream corridors for protection.[40]

The available water supply is also of great concern. Regulations, court rulings and international treaties restrict the amount of water that can be drawn from Lake Michigan, and they determine which communities may use that water. Most of the anticipated increases in population will be dependent on groundwater or inland surface water. Protecting these water supplies will be a major challenge in the face of new development, which generally impacts groundwater quality and quantity.

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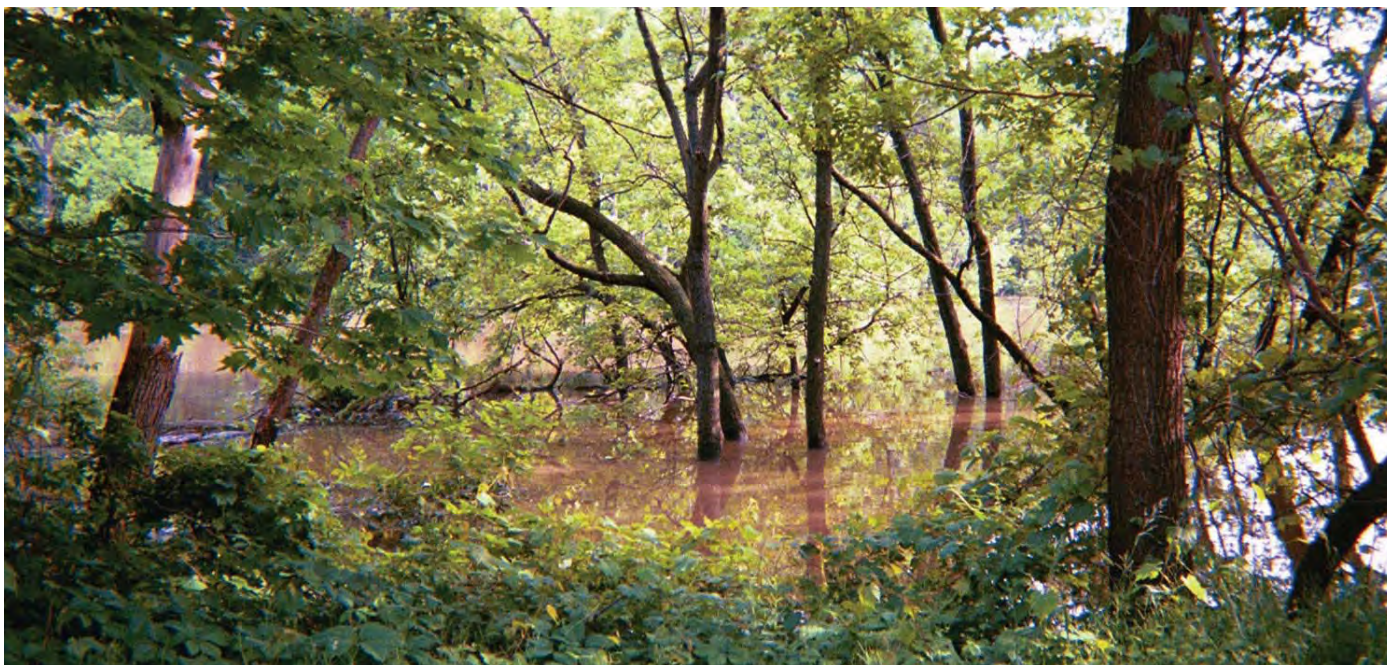
Public ownership protects only about 26,000 acres of the approximately 80,000 acres of wetlands in the region.

◀

The benefits of Lake Michigan include drinking water, valuable commercial and recreational uses, and internationally significant habitat and natural features, including the world's largest collection of freshwater sand dunes.

The quantity of water from underground aquifers depends on aquifer recharge. The more that land is developed with roads, parking lots, buildings, and other impermeable surfaces, the less that absorption is able to recharge the aquifers. The runoff is also exposed to pollutants. Shallow aquifers (well-water supplies) are at greater risk of contamination than deeper bedrock aquifers because there are fewer natural mechanisms to filter out any pollution introduced on the ground surface. If these aquifers are to be major water sources for future residents, and if development continues to encroach on aquifer recharge areas, such pollution will pose significant water supply and quality issues.

Some of the water resource areas recommended for protection include the Kishwaukee River System, the streams and creeks in the northwest portion of McHenry County, the Nippersink Creek, and the Chain of Lakes area. Although these are examples, all of the water resource areas in the region merit protection. Both quality and quantity of surface water need consideration along with borders and natural buffers to protect these resources.

The *2000 Lake Michigan Lakewide Management Plan* states that Lake Michigan is an outstanding natural resource of global significance, with 20 percent of the world's fresh surface water held in the Great Lakes basin, now under stress and in

L ake Michigan is an outstanding natural resource of global significance, with 20 percent of the world's fresh surface water held in the Great Lakes basin.

2000 Lake Michigan Lakewide Management Plan

Open space and areas for passive recreation are critical in making communities and the region more livable.

need of special attention. The lake supports many beneficial uses, both for communities along its 63-mile shoreline and those further inland. These benefits include drinking water, internationally significant habitat and natural features — including the world's largest collection of fresh water sand dunes — food production and processing, fish for food, sport, and culture and valuable commercial and recreational uses. These qualities mean billions of dollars not only to the economy of northeastern Illinois but also the four states that share the lake and the nation as a whole.

Open Space

Open space is an important green areas component. Taken together, these various open space resources constitute a system or "green infrastructure plan" for the region. The value of Illinois' great parks, forest preserves and conservation lands need to be appreciated from both a health perspective and an economic perspective. Open space and areas for passive recreation are critical in making communities and this region a good place to live and work. Greenways, linear continuous corridors of green space, are especially valuable for recreational trails and habitat linkages.

Open space offers other benefits. It increases oxygen in the air through photosynthesis, which improves the quality of the air we breathe. Additionally, greater numbers of trees and areas of open space help balance the landscape's heating and cooling processes by absorbing sunlight. In contrast, built environments create a "heat island" effect that raises the temperature of the urban area.

Historically, the region's planners have been very aware of the need for open space. The 1909 Plan of Chicago by Daniel H. Burnham and Edward H. Bennett gave the guideline of 10 acres of parkland per 1,000 people "for health and good order."[41] The 1956 Planning the Region of Chicago document set a goal of a ratio of 10 acres of parks and recreational areas and 10 acres of forest and nature preserve per 1,000 residents, for a total of 20 acres per 1,000 people.[42]

NIPC's 1980 *Regional Open Space and Recreation Policy Plan* adopted the National Recreation and Park Association's (NRPA) and U.S. Department of the Interior's standards of a minimum of 10 acres of local parkland and 20 acres of regional open space for every 1,000 people served by the land-managing agency.[44] The NRPA standards have changed since 1980; instead of recommending just one standard that applies to all communities and regions, the association developed a formula based on level-of-service calculations, taking into account the individual needs of different communities.[45]

Greenways

Greenways, or linear continuous corridors of green space, play a vital role in our quality of life, economics, and the quality of our environment. There are many examples of their contributions to our lives. They give us opportunities — such as hiking or non-motorized boating — to seek peaceful pastimes and connect with the natural environment. In this region, greenways can increase property values.

Greenways along transportation facilities can enhance walking and biking to destinations along the corridor because of the traffic-calming effect of trees and other vegetation. Protected greenways along streams can prevent streambank erosion and provide a natural runoff filter when natural vegetation is restored and maintained. Greenways also provide plant and animal migration paths.

Burnham Plan Recognized Early Benefits of Open Space[43]

The *Plan of Chicago*, written in 1909 by Daniel H. Burnham and Edward H. Bennett and sponsored by the Commercial Club — an association of Chicago's most prominent business and professional leaders — was Chicago's first comprehensive plan. Today's extensive system of parks along the shoreline of Lake Michigan and the 67,000-acre Cook County Forest Preserve system both were chiefly inspired by the Burnham plan.

Before the Burnham plan, Aaron Montgomery Ward began a campaign to preserve Grant Park for public use, and in 1904, a report edited by architect Dwight Perkins and titled *The Outer Belt of Forest Preserves and Parkways for Chicago and Cook County*, was the first proposal for a regional network of parks. Additionally, the Sanitary and Ship Canal Commission put forth efforts to reverse the Chicago River by means of a system of canals and locks in order to protect Lake Michigan from contamination from sewer discharges. After 1899, sewage, whether treated or not, was carried by the Chicago River and the new canals into the Illinois and Mississippi Rivers.

But the Burnham plan was the first to recognize a Chicago metropolitan region encompassing southern Wisconsin and northwestern Indiana. Its main distinction was its comprehensiveness: In addition to parks, Burnham gave detailed attention to the Loop and its immediate environment, and to the region's future highway system.

For the benefit of future generations, sound planning is needed to protect open spaces from pollution and other misuse.

In selecting greenway areas to designate and protect, communities should try to fulfill as many objectives as possible. For example, a good greenway location would be an area that not only is threatened by flood damage but also provides a migration path for a threatened or endangered species. Another example would be a greenway location that protects high-quality natural areas threatened by development and also bridges a gap between existing greenways. A third example is a location that provides a community with a connection to the regional greenway system while at the same time protecting tributary streams to preserve water quality and ecological value in main regional waterways.

Figure 21 identifies existing and proposed green areas. Existing features include protected open spaces, streams, lakes, and floodplains, while proposed areas include agricultural areas and open space. The following paragraphs explain these types of areas in more detail.

Open Space. Participants in the Common Ground process identified potential open space areas for protection. The areas shown on the map in Figure 21 are primarily conceptual representations sketched out during the Common Ground process. They are not exclusively intended to be used to identify parcels that would fall within publicly protected areas, but should be carefully considered in future plans and development for a variety of ways to protect and enhance them.

Along with future open spaces identified in county plans, this includes stretches of unprotected or privately owned open spaces, vacant land or grasslands. These areas may include land

that is already developed but done so with sustainable, green approaches.

Showing these broadly conceptual areas recognizes a need and desire to protect, preserve, conserve, or at least prevent them from being developed inappropriately. Some of these areas may be appropriate for careful development if conservation measures and other sustainable development practices are used.

Agricultural Areas. As with proposed open space, the areas on the map in Figure 21 are conceptual representation of the areas broadly identified as "agricultural" during Common Ground. For the most part, the areas identified on the map are in agricultural use and should remain in primarily the agricultural use for the coming decades.

These agricultural areas include some developed land — such as small urban areas, Town Centers or Hamlets — that requires planning and growth

management sensitive to its agricultural context. Some agriculture also may need to change from large-field crops (i.e., corn and soy) to more intense small-field produce. The map is not intended to be used for planning at the parcel level.

Water Resource Areas. Existing streams, lakes, floodplains, and wetlands constitute a system of water resource areas that should be conserved for the region in 2040. The map in Figure 21 includes streams and lakes data from the National Hydrography Dataset of U.S. Geological Survey (USGS); wetlands data from the U.S. Fish and Wildlife Service's National Wetlands Inventory; and the floodplains data included are 100-year floodplains identified by the Federal Emergency Management Agency (FEMA).[46]

Protected Open Spaces. This category includes existing, protected open spaces owned by federal, state, county, or local governments.

▲

For the most part, agricultural areas in the region should remain primarily in that use for the coming decades. Some agriculture also may need to change from large-field crops (i.e., corn and soy) to more intense small-field produce.

▼ **Figure 21: 2040 Green Areas Map**[47]

Lake Michigan

Legend

- ☐ Open Space (Proposed)
- ☐ Agricultural Area (Proposed)
- ☐ Protected Green Areas and City Parks
- ☐ Wetlands
- ☐ Flood Plain (100 Year)
- ☐ Streams and Lakes
- ☐ Lake Michigan
- ☐ Municipalities
- ☐ County Boundaries

0   1.5   3   6   9   12   Miles

Green Areas and Their Implications for Future Planning: Looking to 2040

The region faces increasing pressure to develop green areas. In the 20 years between 1970 and 1990, great swaths of wetlands, prairies, woodlands, and farmland were converted to suburban development. While development is needed to accommodate the anticipated population increases over the next 30 years, once natural areas are taken over by development, there is little chance of returning to their pre-development state. The environmental impacts of poorly planned development are significant.

Biodiversity. The *2040 Plan* identifies biodiverse areas to emphasize the protection of natural habitat. These areas encompass all the species and ecosystems in an area. Generally, a high level of biodiversity indicates a healthy and sustainable environment. A healthy natural area would normally include dozens of species of birds, mammals, reptiles, amphibians, insects, mites, fungi, and bacteria. A healthy region would include a range of natural communities that coexist near one another, such as prairies, wetlands, savannahs, and meadows.

Quality of life in the region is linked to the presence of natural areas with a wide range of biodiversity. Our health and our economy depend on biodiversity. In natural communities,

environmental processes such as photosynthesis, nutrient cycling, and pollination occur without stress and sustaining these processes are critical to human survival. Only a tiny fraction of the genetic variety found in nature has been studied for potential use in agriculture, industry, and medicine.

Development has direct and indirect effects on natural habitats and the biodiversity of plant and animal life. As natural areas become fewer, smaller, and more fragmented, species populations become greatly reduced and may end up threatened, endangered, or disappear entirely. (Threatened and endangered species are those that federal or state governments define as in danger of extinction or at risk of being endangered, either nationally or on a state level.) In Illinois, 15 percent of all the plant species recorded are threatened or endangered — a significant number.

The *2040 Plan* recommends protection of specific areas rich in biodiversity. A few examples include areas along the Kankakee River in southwest Will County, along the Fox River in Kane County, along the Calumet River near the Indiana border, along the Chain of Lakes in Lake and McHenry counties, and along the Nippersink Creek. Additional biodiversity areas are identified in the Des Plaines River area near the Palos/Sag Forest Preserves.

◄

As natural areas become smaller and more fragmented, species populations are greatly reduced and eventually may become threatened, endangered or disappear all together. The 2040 Plan *recommends protection of specific areas that are rich in biodiversity.*

Common Ground participants said they want more trails and more connections among existing trails to create a larger trail network.

Trails offer significant recreational activities such as biking.

Regional Green Areas. One way to create larger green areas is to connect existing green areas into a green infrastructure. Potential connections include land along the DuPage and Des Plaines rivers; the corridors along the southernmost segment of the Fox River in Kane County; the area between the forest preserves along the West Branch of the DuPage River and east to Cook County forest preserves; and the area between Hickory Creek Forest Preserve and Butterfield Creek. Large areas adjoining the Wisconsin border also could be protected. Land in Will, Kane and McHenry counties could also be set aside for agricultural preservation.

Trails. Common Ground participants wanted trails and more connections among existing trails to create a larger trail network. Trails along land and water features would allow for significant recreational activities such as walking, biking, horseback riding, canoeing, and kayaking.

Trails may serve as alternative transportation routes (i.e., walking, bicycling, and non-motorized boating) and improve access to public transportation systems when they connect key travel origins and destinations. Recreational uses contribute to a healthy lifestyle for the region's residents. Some trails run along stream corridors, shorelines, or wetlands; others follow old railway tracks or other land-based features. Trails can be used to connect cultural resources or educational amenities, and they help enhance a community's sense of place.

Communities should consider trails in conjunction with all land uses, as well as transportation planning. However, NIPC's survey of local comprehensive plans (*Compendium of Comprehensive Plans*, 2004) found that more than half of the plans made little to no mention of walkable trails. Twenty-four percent of the plans gave a detailed emphasis to walkable development, and 36 percent went into detail on bicycle-friendly development. Some communities and counties do have bicycle plans separate from their comprehensive plans; some are included in a transportation plan.

Relationship of Centers, Corridors, and Green Areas to the *2030 Regional Transportation Plan*

One of the important roles of the *2040 Plan* is to guide the *2030 RTP*. For that reason, it is important to understand the relationship between the content of this plan and the goals of the *2030 RTP*.

Both of the plans place great emphasis on the relationship between transportation and regional growth, and they share a concern to closely integrate land-use and transportation planning. The *2030 RTP* calls for a regional vision of land-use patterns that supports transit as well as bicycle and pedestrian mobility.

This section examines how the *2040 Plan*'s concepts of centers, corridors, and green areas relate to the *2030 RTP*.

Centers

The goals and strategies of the *2030 RTP* complement and reinforce the *2040 Plan*'s land-use objectives as they pertain to centers. This concern for land use ties in closely with the *2040 Plan*'s concept of centers. Land-use priorities appear throughout the *RTP's* objectives and strategies, which emphasize TOD.

The *RTP* calls for implementation of transportation projects that stimulate a balance of housing and jobs in local areas. The *RTP* states that each transportation project should be designed, managed and operated to encourage redevelopment in established urban areas and to engender compact and contiguous land use in newly developed areas.

The *2030 RTP* objectives touch on a broad range

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Both the 2040 Plan *and the* 2030 RTP *emphasize the relationship between transportation and regional growth. Photo by dorothyperryphotography.com*

Objectives of the 2030 RTP *include locating commercial land use near rail facilities and encouraging sustainable development in communities with concentrations of disadvantaged residents.*
Photo by dorothyperryphotography.com

L and-use priorities appear throughout the *2030 RTP*'s objectives and strategies, which emphasize transit-oriented development. The *RTP* calls for implementation of transportation projects that stimulate a balance of housing and jobs in local areas.

of policy issues, ranging from the development of the entire regional transportation system to priorities for implementation of specific projects. Many *RTP* priorities advance the development of the *2040 Plan*'s concept of centers.

• A local balance of jobs and housing.

• Close proximity of commercial land use to existing major highway and rail facilities.

• Transportation projects that support TOD.

• Balanced and sustainable development in communities with concentrations of disadvantaged residents.

The *2030 RTP* calls for large-scale regional strategies that promote growth potential at existing centers of development. It also places emphasis on areas in need of reinvestment. *RTP* strategies directly related to the development of centers include:

• Employ land-use planning, zoning, and economic development resources within a community to balance the location of jobs, services, and housing to reduce travel distances.

• Arrange land uses in ways that foster efficient and healthy travel behavior.

▲

The 2030 RTP *encourages multi-modal facilities that more fully integrate arterial, transit, bicycle, pedestrian, and commercial goods movement. Photo by dorothyperryphotography.com*

- Allocate land use for residential development within walking or bicycling distance to local employment centers or public transit.

- Design, manage, and operate transportation improvements to encourage compact land use.

The *RTP* and *2040 Plan* both emphasize TOD and TOR. Both plans encourage communities to embrace these principles to support existing transit service and encourage additional transit investment.

Corridors

The goals and strategies of the *2030 RTP* also complement and reinforce the *2040 Plan*'s land-use objectives regarding corridors. The *RTP* encourages the full integration of land-use planning, design, and control in arterial design, both for retrofit of existing corridors and for new arterials in rapidly growing areas of the region. The *RTP* also encourages multi-modal facilities that more fully integrate arterial, transit, bicycle, pedestrian, and commercial goods movement.

The *2030 RTP* calls for management and operations strategies that influence the development of multi-modal corridors. Such strategies try to ensure efficient coordination of capital construction, service provision and effects on local development patterns.

The *RTP* objectives that tie in closely to the *2040 Plan*'s concept of corridors include the following:

▲

The 2030 RTP*'s objectives for corridors include enhancements that encourage walking and bicycling.*

▲

Making bike racks available encourages people to ride their bikes to transit stations rather than drive a car.

- Improved multi-modal service to the Chicago CBD and other employment concentrations.

- Multi-modal access to industrial and commercial areas.

- New projects that include multi-modal travel options.

- Travelers enjoying a choice of transportation modes.

- Reduced highway congestion.

- Increased availability of public transit.

- Encouragement for walking and bicycling.

- Transportation proposals coordinated with regional and local development plans.

- Increased access to job opportunities.

- Efficient modal alternatives for short trips.

- Transit access coordinated to job locations.

The *RTP*'s recommendations for the largest part of the transportation system are embodied in the principles of "shared use." A shared-use facility is one that through construction or design specifically encourages and accommodates safe and efficient use by pedestrians, bicycles, buses, autos, and trucks. While the primary function remains movement of people and goods, shared-use design encourages use by all and their integral role in anchoring community land use.

Shared-use offers an important strategy for arterial design, retrofit, and improvement. Complementary strategies include transportation facility development that is context sensitive and the integration of land-use plans and transportation improvements into a new concept for regional boulevards.

These multi-modal approaches, encapsulated in the concept of shared use, seek to maintain a high level of mobility and accessibility while offering a richer set of travel choices to the region's residents.

Green Areas

The goals and strategies of the *2030 RTP* complement and reinforce the *2040 Plan*'s land-use objectives regarding green areas. The *RTP* recognizes that the region's transportation system has significant impacts on the natural ecology of the region, including land, air, and water resources. The *RTP* also recognizes that maintaining and improving the transportation system provides opportunities to further sustain and improve environmental quality. The range of transportation's impacts on the long-term sustainability of the natural environment extends from global climate change to natural beauty.

The *RTP* objectives that tie in closely to the *2040 Plan*'s concept of green areas include:

• Develop a transportation system that helps improve air and water quality, and that promotes and protects biodiversity.

• Promote transportation proposals that include elements that mitigate environmental problems or that provide opportunities to improve environmental quality.

• Encourage project implementation that protects natural groundwater recharge and promotes effective stormwater management.

• Encourage project implementation that enhances greenways, trails, and open space.

• Encourage project implementation that helps protect threatened and endangered species and that promotes wetland protection.

This Metra station in Joliet shows how transportation solution facilities can complement and reinforce the 2040 Plan's *land-use objectives regarding green areas. Photo by dorothyperryphotography.com*

- Encourage project implementation that is consistent with official environmental protection and preservation plans and is consistent with official historic, cultural, or agricultural preservation plans.

The *RTP* favors community and environmental strategies that consist of context-sensitive transportation solutions. These solutions promote local community quality and enhance the surrounding natural environment, mainly through integrating transportation facilities with official historic, cultural, and agricultural preservation plans.

The *RTP* lists the notable environmental features near to each of its proposed major capital projects. In cooperation with land-use planners at NIPC, it employed a methodology for analyzing the major capital project through a composite natural-resource score based on the degree and type of natural resources present within the project zone of analysis.

Other strategies named in the *RTP* tie in strongly to the *2040 Plan*'s concept of green areas. The *RTP* acknowledges the strategic system of natural and recreation areas in the *Regional Greenways Plan*. It also recognizes the comprehensive regional bicycle and pedestrian planning process currently under way, called Soles and Spokes, which includes a regional inventory of county and local pedestrian and bicycle plans and strategies.

The Transportation Effects of the *2040 Framework Plan*

One of the major impacts of the *2040 Plan* is the integration of where growth occurs with the transportation network necessary to serve it.

The *2040 Plan*'s implementation would focus growth in centers and along corridors. To illustrate the point, an evaluation was completed that compared the transportation effects of NIPC's current endorsed regional 2030 socioeconomic forecast with a desired future based on the *2040 Plan*.

To test the transportation effects of this scenario, NIPC prepared two socioeconomic scenarios for use by CATS to develop regional travel demand models. These are briefly described on the following pages and in more detail in the "Scenario Modeling" section of the Appendices.

- **The 2030 Forecast** — represents NIPC's adopted socioeconomic forecast. NIPC's official forecast is used as an input to the CATS *RTP*.

- **The *2040 Plan* Land Use Scenario** — represents population and employment growth in the region's centers and along the corridors.

Using these socioeconomic inputs, a travel demand analysis was performed to indicate how traffic patterns will change given assumed locations (and/or varying intensity) of new growth.

T he *RTP* favors community and environmental strategies that consist of context-sensitive transportation solutions. These solutions promote local community quality and enhance the surrounding natural environment, mainly through integrating transportation facilities with official historic, cultural and agricultural preservation plans.

	2000 Base Socio-Economics over current network	2030 Endorsed Forecast over 2030 RTP placeholders	Framework Plan Scenario over 2030 RTP placeholders
Transportation system supply			
Highway lane miles (arterials and up)	25,231	28,757	28,757
Transit service hours (peak)	3,174	4,321	4,321
Tripmaking behavior			
Trips (daily in thousands)	23,806	30,299	29,670
% trips in Chicago	32	27	29
% trips by transit	16	14	15
Average work trip minutes by transit	28	31	31
Average work trip minutes by auto	24	27	23
Transportation system demand (in thousands)			
Transit hours traveled (daily passenger)	1,120	941	1,219
Auto hours traveled (daily person)	5,015	6,139	6,288
Auto miles traveled (daily person)	123,357	152,417	152,827
% Congested Vehicle Miles (daily)	47	49	52

▲

Figure 22: Comparison of 2030 Transportation System Performance Scenarios

For the comparison, the assumptions in the forecasts remained the same (i.e. such as length of trip to work). The *2040 Plan* Land Use Scenario was compared to the current *2030 RTP*. This simply means that the *2040 Plan* Land Use Scenario assumptions were applied to the current *RTP* to measure the effect of the *2040 Plan*'s policies.

Changes were not made to the *RTP* to respond to recommended land-use changes under the *2040 Plan* scenario. The *2040 Plan* still showed beneficial effects on regional travel patterns without changing the *RTP*. While changes will be recommended to the *RTP* to improve future congestion conditions, the purpose of this exercise is to illustrate how the *2040 Plan*'s polices

can affect locations within the region where congestion might occur (i.e. in existing urbanized areas vs. developing suburban locations).

Collectively, Figures 23, 24, and 25 illustrate the benefits in the application of corridors and centers. Figure 23 shows the extent of regional congestion under the current *RTP* without the *2040 Plan*'s policies (illustrated in blue). When the *2040 Plan*'s policies are applied, the extent of increased congestion (red) is more compactly distributed in the existing urbanized area.

Figures 24 and 25 show that the *2040 Plan*'s policies would encourage more congestion within the urbanized areas than in the non-urbanized areas. This analysis demonstrates

that the *2040 Plan* would achieve its objective of promoting new growth, infill, and redevelopment in centers and along corridors.

Planning Implications

It is important to understand that the *2030 RTP* anticipates an increase in the number of vehicles in the region, and increased congestion. The work to date does not seek to find ways to reduce the number of future trips. Rather, the *2040 Plan* scenario directs new growth, infill, and redevelopment in locations where transportation facilities already exist in the urbanized area. In the long

run, it will be less costly for northeastern Illinois to improve and enhance the current transportation network, than it would be to build entirely new transportation infrastructure systems in undeveloped areas.

The *2040 Plan* will influence future *RTP* recommendations. New improvements, reduced trip generation, and other activities will help to minimize regional congestion and improve transportation efficiency. The comparative analysis described earlier is just a start. Continued close coordination between the *RTP* and the *2040 Plan* will ensure that the *2040 Plan*'s policies and recommendations are integrated in future *RTP* cycles.
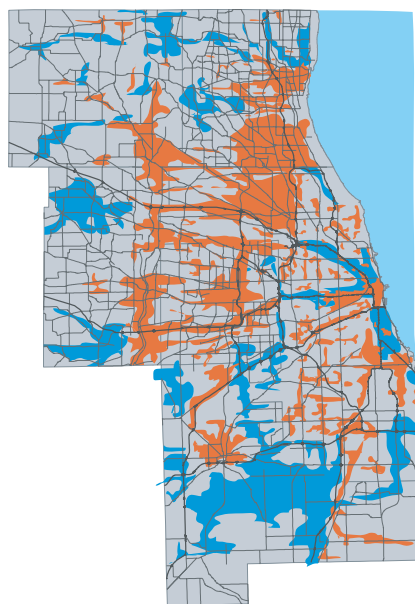
Figure 23: Common Ground (Red) Minus Forecast Traffic Volumes (Blue)

Future traffic volumes in outlying areas would be less under the 2040 Plan *than if current trends continue.*
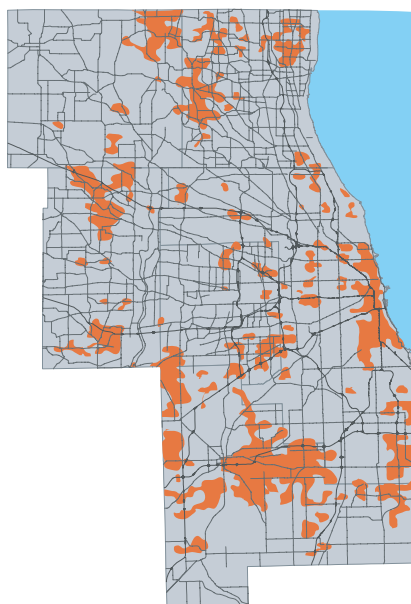
Figure 24: Only Forecast Congested

Future highway congestion would be higher in developed areas under the 2040 Plan *than if current trends continue.*
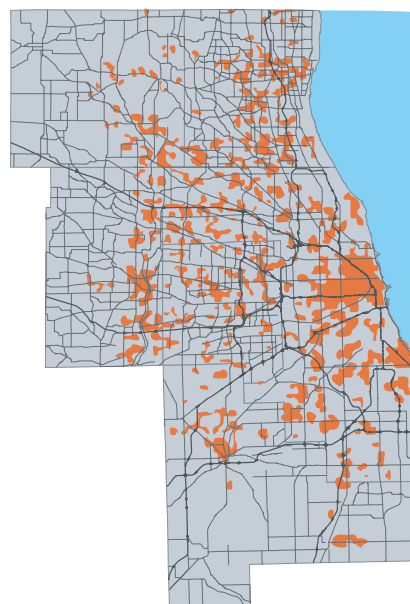
Figure 25: Only Common Ground Congested

Future highway congestion would be higher in developed areas under the 2040 Plan *than if current trends continue.*

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[13] Knowledge workers are employed in fields that typically require a higher level of education and creativity. Examples include high technology, law, education, and science.

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Learn More, continued

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Learn More, continued

Related Resources

- *The Chicago Central Areas Plan: Preparing the Central City for the 21st Century* (July 2002).
- Campaign for Sensible Growth, *Sensible Tools for Healthy Communities: A Decision-making Workbook for Local Officials, Developers, and Community Leaders*.
- Northeastern Illinois Planning Commission, *Building a Regional Framework: Enhancing Main Streets and Town Centers*.
- Northeastern Illinois Planning Commission, *Building a Regional Framework: Diversity and Inclusiveness*.
- *The Metropolis Housing Index: Housing as Opportunity*.
- Northeastern Illinois Planning Commission, *Building a Regional Framework: Transit Oriented Development*.
- Northeastern Illinois Planning Commission, *Building a Regional Framework: A View of Economic Activity*.
- RTA, *Regional Transit Coordination Plan*.
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- Business Leaders for Transportation, *Critical Cargo: A Regional Freight Agenda*.
- Illinois Department of Transportation, *Context Sensitive Solutions: Detailed Guidelines for Practice*.
- CNT and Openlands Project, *Natural Connections: Green Infrastructure in Wisconsin, Illinois, and Indiana*.
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- *Metra*, http://www.metrarail.com/.
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- *Illinois Department of Transportation*, http://www.dot.state.il.us/.
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- *Pace*, http://www.pacebus.com/.
- *Federal Transit Administration*, http://www.fta.dot.gov/.
- *Gary-Chicago-Milwaukee Intelligent Transportation Systems Priority Corridor*, http://www.gcmtravel.com/.
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- *Illinois Paddling Council*, http://www.illinoispaddling.org/.
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- *Environmental Protection Agency*, http://www.epa.gov/.
- *National Recreation and Park Association*, http://www.nrpa.org/.
- *U.S. Geological Survey*, http://www.usgs.gov/.
- *U.S. Department of the Interior*, http://www.doi.gov/.
- *U.S. Fish and Wildlife Service*, http://www.fws.gov/.
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- *Soles and Spokes Plan*, http://www.solesandspokes.com/.
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Chapter 4

The Common Ground Planning Process

In a region with 272 municipalities, more than 1,200 government units, and 8 million people, effective regional planning requires effective and extensive collaboration. When NIPC initiated the process of developing a new comprehensive regional plan, the Commission recognized that traditional means of planning and collaboration would not be sufficient. It was time to consider exercising NIPC's mandated mission for a regional plan. After extensive dialogue with state, regional, county, and local leadership, this need was affirmed.

NIPC initiated Common Ground: A Blueprint for Regional Action to address continued increases in population and the need to achieve balanced, sustainable growth benefiting all of the region's communities. In doing so, NIPC has set a new standard for engaging the public in creating a shared vision for the future of the region.

Common Ground is part of an emerging approach known as "community-based regionalism" in which individual local jurisdictions remain the basic unit of planning and government, while the importance of working together and looking at all issues from both a local and regional perspective is recognized. Common Ground's four inter-related objectives are to:

• Prepare and adopt this *2040 Regional Framework Plan* based on a publicly created, comprehensive vision for the region's 35-year future.

NIPC has set a new standard for engaging the public in creating a shared vision for the future of northeastern Illinois.

Participants in the Common Ground process collaborated using a set of decision-support tools such as facilitated discussion, networked computers, and keypad polling.

- Provide a new approach supported by the best available technology for community-driven regional planning in northeastern Illinois.

- Assist local planning efforts by providing best practices, utilizing new technology, and facilitating intergovernmental cooperation.

- Strengthen the link between land-use planning and infrastructure investment across the region.

Leadership Workshops

The *2040 Plan* process began with a series of leadership workshops. In striving for maximum public involvement, it was necessary to first broaden NIPC's traditional networks and constituencies. The workshops were held in 12 locations representing a different part of the region. These workshops engaged many businesses and civic organizations that had not previously worked with one another or been involved in past regional planning efforts.

As part of its outreach effort, NIPC conducted breakfast meetings throughout the region to talk with leaders and activists about whom should be engaged to broaden the participation. Participants collaborated using a set of decision-support tools such as facilitated discussion, networked computers, and keypad polling. Many people from different professional backgrounds met one another for the first time, even though they lived and worked in the same parts of the region.

Each workshop produced a broad and comprehensive set of issues and challenges facing its part of the region. The early Common Ground process had identified 52 issues and challenges; these leadership workshops identified an additional five issues and five challenges, raising the total to 57.

Regional Forum

As the second step in the planning process, Common Ground was launched publicly with a large Regional Forum in October 2001 at the Stephens Convention Center in Rosemont. While the leadership workshops were divided by geography, this Regional Forum assembled these people together at a single location to include a broader public involvement. The event brought together approximately 850 people of diverse ages, races, and ethnicities from the city, from the suburbs, and from rural communities. The forum was facilitated by America*Speaks* using the same technology that assisted the large-group process America*Speaks* later used in New York City to convene 5,000 people to plan for the rebuilding of Lower Manhattan after Sept. 11, 2001. NIPC has since brought this technology in-house with expert staff support.

Regional Forum participants sat down at tables with people from all across the region and shared information about what they valued in their communities and in the region. Using decision-support tools such as facilitated discussion, networked computers, and keypad polling, the participants reviewed, clarified, and prioritized the issues and challenges developed by the leadership workshops. Some of the challenges receiving the most attention were education, housing, the environment, and providing benefits for all parts of the region.

Regional Forum participants also made commitments to work more closely with one another and with the Common Ground process to build a new community-based regional plan and a new form of regional governance based on communities working together.

America*Speaks* Connects Policy Makers, Citizens[1]

America*Speaks* is a Washington, D.C.-based organization that uses round-table discussions and technological tools to connect decision makers with citizens. The firm is working toward "a national infrastructure for democratic deliberation that institutionalizes the links between decision makers and citizens in determining public policy."

To this end, America*Speaks* is currently:

• Developing partnerships with other organizations to create coordinating institutions.

• Recruiting and training a national network of volunteers and facilitators.

• Developing public outreach processes to ensure diverse and representative participation.

• Increasing legislators' knowledge of and commitment to public deliberation.

• Developing appropriate technologies to facilitate effective deliberation.

• Designing new public spaces for deliberation and dialogue.

Working Groups

More than 275 people signed up for working groups to develop regional goals and a new form of regional governance. These volunteers organized themselves into five working groups broken down by topic in four geographic clusters. Four meeting locations were chosen so that the working groups could convene in their area. The groups working on the north part of the region met in Palatine; the south groups met in Orland Park; west groups met in Lisle; and the groups working on the central part of the region met in downtown Chicago. These groups worked for eight months, meeting monthly and communicating via WebCouncil, an online meeting and discussion tool.

Each group devised its own mission statement, did research on critical issues, and presented information to one another. Each group conducted a detailed Strengths, Weaknesses, Opportunities, Threats (SWOT) analysis. Through working together, the groups developed a collective and deep understanding of the issues facing the region. They were also learning how to work with others from across traditional lines of geography, race, and background. This work set the stage for the drafting of regional goals.

Goals-Writing Workshops

In June 2002, the 20 working groups assembled as five groups for a series of goals-writing workshops. Each group was to draft goals based on their lessons learned during the previous eight months for a particular topic area. The goals created by engaged, diverse participants gained greatly in the details and the richness that resulted from this collaborative effort. The goals written by each group were shared with the rest of the working-group participants via WebCouncil. People shared feedback and made revisions. The goals then were taken out for review and affirmation by a larger group.

The working groups represented a major time commitment for participants who had other jobs and responsibilities, and their effort was deeply appreciated. Using working groups to draft the goals themselves — rather than leaving the responsibility to NIPC staff — has been an integral part of Common Ground and the process of community-driven regional planning.

While the general scope of goals written by staff might have been similar to the goals written by the groups, they would have differed greatly in the details and lacked the richness that results from such a collaborative effort. Further, by having participants actually work together to write parts of the plan, Common Ground created a higher sense of ownership for this regional vision. This ownership and identification with a regional perspective is necessary to take collaboration to a new level while retaining traditional lines of responsibility.

Using working groups to draft the goals themselves — rather than leaving the responsibility to NIPC staff — has been an integral part of Common Ground and the process of community-driven regional planning.

◀

Student participants at the Youth Forum emphasized the need to address racial and ethnic intolerance and poverty, and they expressed concerns about the environment and the need to find alternative fuel sources and alternative forms of transportation.

Diverse Group Speaks its Mind at Youth Forum[2]

At the NIPC-sponsored Youth Forum, part of the 2002 American Planning Association National Conference, 71 percent of the participants were between the ages of 14 and 19. Slightly more females (59 percent) than males attended the forum. The majority of attendees were from the City of Chicago (72 percent) with the remainder from the surrounding suburbs. The group was racially diverse. In response to a question on race, 35 percent of the group identified themselves as white, 32 percent identified themselves as black or African American, 19 percent as another race, and 14 percent as two or more races. Separately, 23 percent of the group identified themselves as Hispanic.

Youth had been a strong presence at the Regional Forum, but they were not able to make the evening meetings that were a part of the working groups. Therefore, NIPC conducted a separate Youth Forum in April 2002 in conjunction with the annual American Planning Association National Conference that was held in Chicago. Nearly 100 youth came together on a Saturday morning to conduct their own SWOT analysis for the region.

The participants emphasized the need to address racial and ethnic intolerance and poverty. The youth believed that more equitable access to better education as well as improvements to the built environment and public transit could help considerably to address issues of intolerance and inequity. They also expressed concerns about the environment and the need to find alternative fuel sources and alternative forms of transportation. The results from the Youth Forum were shared with the participants in the working groups.

Goal-Review Workshops

Between November 2002 and March 2003, several meetings and goal-review workshops were held to get broader feedback on the goals. Although the goals working groups were diverse, it was felt that workshops were needed to discuss issues for traditionally under-represented groups, such as African Americans, Latinos, and youth. Several meetings and workshops were

also held to review the goals with elected officials and planners who had not been a part of the working groups. There was also a special workshop in McHenry County to talk about farmland issues.

These additional workshops resulted in revisions and additions to the regional goals, and key changes were made to strengthen goals in the areas of housing, farmland, and freight transportation. Furthermore, these additional workshops permitted NIPC to continue to expand its network of organizations and people willing to work together to build and implement a new form of community-based regional planning.

Commission Endorsement

After this public review process, the Commission voted in March 2003 to endorse the 52 regional

goals and the set of five core themes. The themes were crafted to provide a condensed summary of the 52 goals that could be easily communicated to new audiences. (See Figure 1.)

Creating a Framework

With the establishment of the goals and themes, NIPC turned its attention to a key part of its organizational mandate: creating a regional land-use plan. While NIPC does not have direct land-use authority over any part of the region, it is the state-authorized regional land-use planning agency. Therefore, to affect planning in northeastern Illinois, NIPC looked to create a framework that could respect and support local planning and foster greater local collaboration, while honoring the vision produced through Common Ground and the need to integrate with transportation planning.

▲

In spring 2003, a special goal-review workshop was held in McHenry County to specifically address farmland issues.

▼ Figure 1: How Regional Goals Blend into Themes and Implementation Strategies

GOAL TITLES

Access to Education
Accessibility of Arts and Culture
Air Quality
Balanced Economy and Environment
Balanced Growth
Biodiversity and Natural Communities
Business Attraction and Retention
Civic Involvement
Community Economic Development
Cultural Diversity
Economic Development
Education Funding
Energy

Environmental Education
Environmental Justice
Environmental Protection
Equity in Law Enforcement
Existing Transportation
Expanded Public Transportation
Farmland Preservation
Freight Transportation
Global Competitiveness
Health Care
Historic Preservation
Housing Affordability
Infrastructure

Intergovernmental Cooperation
Inter-regional Transportation
Jobs
Jobs and Housing
Lake Michigan
Livable Communities
Open Space Planning
Public Safety and Security
Public Transportation and Environment
Quality of Life
Racial and Ethnic Diversity
Recreation
Redevelopment

Seniors
Social Services
Stormwater
Support for Agriculture
Taxation
Technology and
Telecommunications
Transportation and Development
Transportation Funding
Water Quality
Water Supply
Workforce Education
Youth

5 REGIONAL THEMES

Globally Competitive   Livable Communities   Healthy Natural Environment   Diversity   Collaborative Governance

CENTERS

CORRIDORS

GREEN AREAS

IMPLEMENTATION STRATEGIES

- Encourage redevelopment, reuse and infill
- Achieve a balance between jobs and housing
- Provide affordable housing opportunities
- Promote livable communities
- Coordinate land use and transportation
- Promote economic vitality
- Promote diversity and inclusiveness
- Promote compact, mixed use development

- Promote walking and bicycling as alternative modes of travel
- Ensure that transportation facilities are context-sensitive with natural resources
- Maximize use of existing transportation infrastructure

- Protect water resources
- Protect and enhance biodiversity
- Manage water supply
- Enhance and connect green areas
- Preserve farmland

▲

Common Ground participants developed their vision for 2040 by identifying the places where they wanted to see concentrations of development, the transportation corridors needed to connect them, and the natural and open areas that should be preserved.

Cluster Workshops

NIPC conducted workshops in 2004 with the 13 clusters of municipalities that were formed earlier in the process. These workshops brought together elected officials from municipalities; local, county and regional planners; and other constituents to translate the Common Ground goals into a land-use framework to guide future growth in the region.

In these workshops, participants developed their vision for a desirable future in 2040 by identifying the places where they wanted to see concentrations of development, the transporta-tion corridors needed to interconnect them, and the natural and open areas that should be preserved. A separate workshop was held for the City of Chicago, where a diverse group of participants engaged in a similar exercise for the city to identify significant areas and major corridors for 2040.

During this year, NIPC conducted cluster workshops with municipal elected officials; local, county and regional planners; and other constituents to apply this land-use concept to the six-county region and produce a map depicting a desired framework to guide future growth and planning to support that growth.

Figure 2: Municipal Clusters[3]
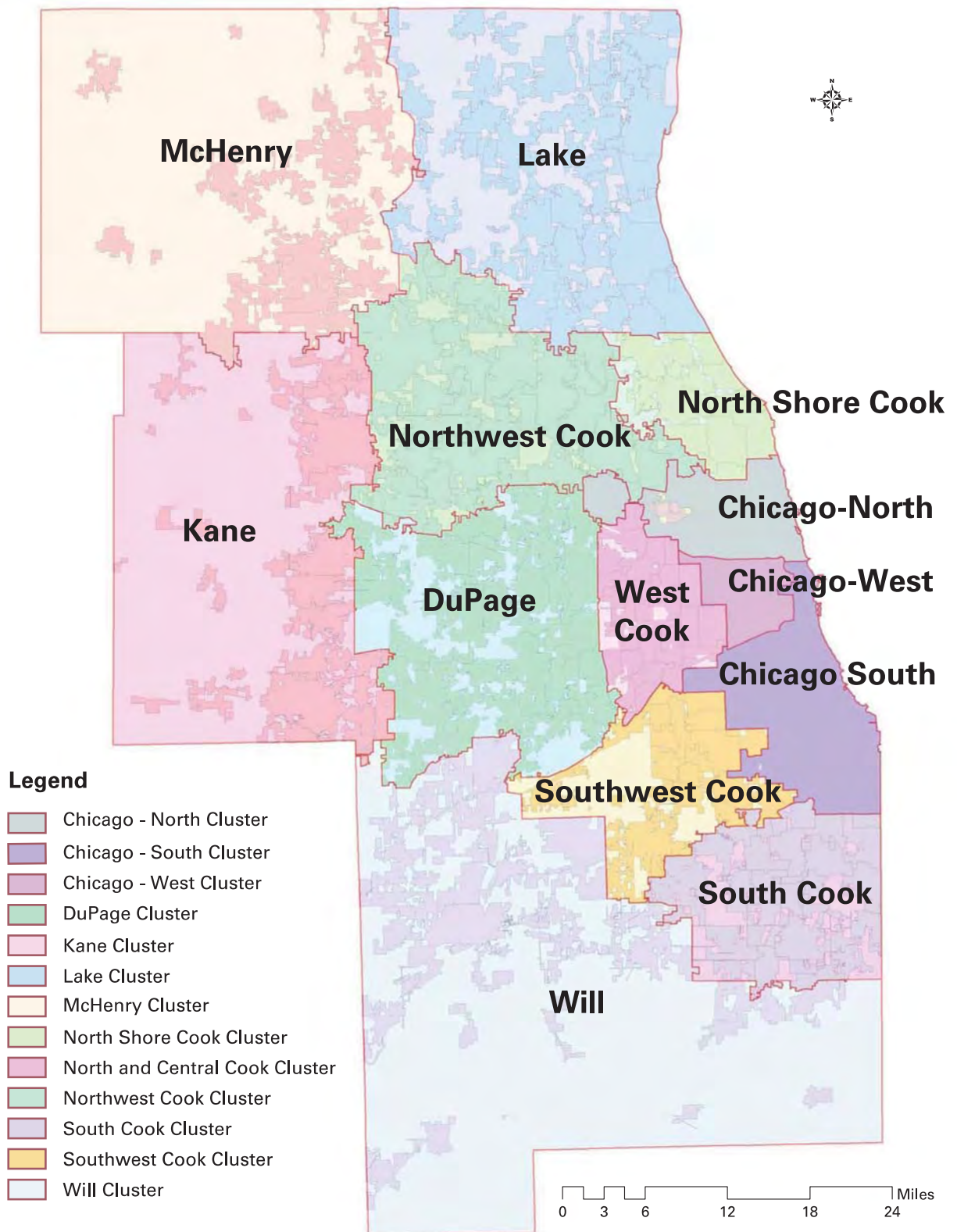
McHenry

Lake

North Shore Cook

Northwest Cook

Chicago-North

Kane

Chicago-West

DuPage

West Cook

Chicago South

Southwest Cook

South Cook

Will

Legend

- Chicago - North Cluster
- Chicago - South Cluster
- Chicago - West Cluster
- DuPage Cluster
- Kane Cluster
- Lake Cluster
- McHenry Cluster
- North Shore Cook Cluster
- North and Central Cook Cluster
- Northwest Cook Cluster
- South Cook Cluster
- Southwest Cook Cluster
- Will Cluster

Miles
0   3   6   12   18   24

T he participants were able to "paint" their centers, corridors, and green areas on the maps directly over the digital information needed to support decision making.

▲

Figure 3: Paint the Region Interface

Paint the Region

The participants in these workshops used a program developed by NIPC called "Paint the Region." The tool provided participants with multiple layers of data about their areas in map form, including information about existing and proposed transportation networks and natural resources. The participants were able to "paint" their centers, corridors, and green areas on the maps directly over the digital information needed to support decision making.

At the workshops, participants were divided into groups of five to 10 people, and the groups worked with a discussion facilitator, a technical facilitator, keypads, reference material, and a network of computers and projectors running the Paint the Region computer program.

The Paint the Region tool allowed participants to digitally add centers, corridors, and green areas to the regional landscape. The Paint the Region screen is divided into three parts (see Figure 3). The central part of the screen acts as a canvas where the cluster boundaries and multiple reference layers could be switched on or off, and centers, corridors, and green areas could be painted. On the right side of the screen is a list of reference layers that could be turned on or off to help participants make decisions about the location of different features. These reference layers include the existing road network, rail network, employment centers, open spaces, streams and lakes, wetlands, floodplains, etc. It also included a layer of aerial photographs that could be magnified to determine exact location of any feature. To the left of the canvas is a set of tools for painting 2040 features that included different types of centers, corridors, and green areas.
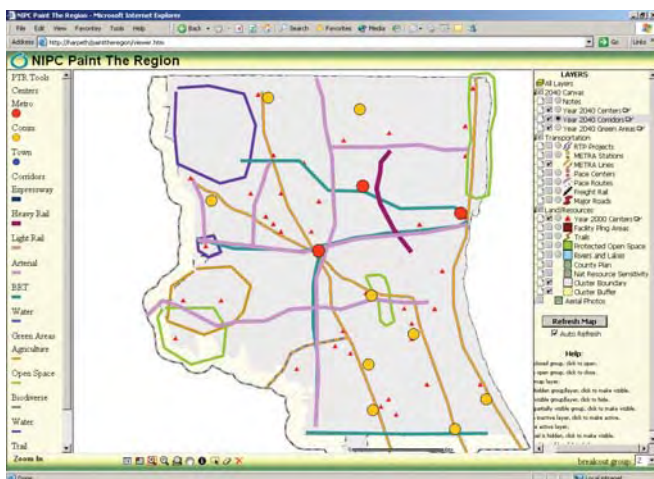
At these sessions, participants discussed potential centers, corridors, and green areas for each cluster. The painted maps from different tables were digitally overlaid at the end of the workshops so the assembled group could observe the ideas and features and develop a consensus.

Paint the Region Palettes

Paper copies of the palettes shown in Figure 4 were provided to Common Ground participants. These included brief explanations of characteristics and illustrations of different types of centers, corridors, and green areas. The same features were included on the Paint the Region interface as digital tools that participants could use to "paint" the region.

Synthesizing the Map

NIPC staff analyzed the results from these workshops, and through a series of cluster synthesis meetings and a regional synthesis meeting, created the regional map of centers, corridors, and green areas that is an integral part of the *2040 Plan*.

The process began by synthesizing the multiple maps for a single cluster that were produced at each workshop. The proposals for centers were compared with information available in municipal and county plans and other relevant data, such as population growth, job growth, and existing density. The maps representing each cluster were then quilted together to form a single map for the region. This quilted map was shared with land-use, transportation and environmental planners from across the region for review and feedback.

Building the Common Ground Map

NIPC took the preferences articulated in public workshops and developed the detailed map shown in Figure 5. This early map represents the "cores" or "activity hubs" of the centers. These cores are the places where urban activities would be concentrated, intensified and expanded outward. Within a center, as one moves away from the core, the intensity of urban activities may gradually decline along with the decline in densities and change in land use.

On this map, the City of Chicago is illustrated with the same color as a Community Center. This symbolizes that the community areas within Chicago, with their current populations, densities and land-use mix, are already at Community Center level. Therefore, they were planned for accordingly within the future regional framework.

Corridors are the primary transportation links among centers. The corridors illustrated in Figure 5 include five types of regionally significant corridors: highway, arterial, passenger rail, bus rapid transit, and water transport. Three of these — highway, arterial and passenger rail — are illustrated on the map as either "existing" or "proposed." "Existing" indicates corridors already in service; the "proposed" status indicates corridors that are new or that would be improved by additional lanes, medians, tracks, stations, or other improvements. BRT and water transport do not exist as significant regional systems; therefore, they are under "proposed" status.

Tools and Outputs

The tools and outputs described here were integral pieces of the Common Ground process.

Regional Growth Transect Overlay

The Growth Transect map in Figure 6 is one output of the Paint the Region process. This map shows urban areas in a transparent red overlay; growth areas in transparent yellow overlay; and rural/agricultural areas on the outer peripheries of the region, identified by light green. The transparent purple islands are very low-density urban areas.

Employment Centers

The Employment Centers map in Figure 7 illustrates existing employment subcenters, one of the reference layers used for Paint the Region process.

▼ **Figure 4: Paint the Region Palettes**

PALETTE OF CENTERS

Symbol	Centers in Suburban Context	General Characteristics / Description	Illustrations	Pop. Density (residents/acre)	Job Density (jobs/acre)
Metro ●	Metropolitan Center	• Major urban hubs for commercial activities, services, amenities and residential land uses • Major destination for people around the region • Areas with high density of employment and population • Significantly impacts the regional economy, traffic and land use patterns • **Examples: Arlington Heights, Oak Park, Schaumburg, Waukegan, Joliet**		20 or more	20 or more
Comm ●	Community Center	• Moderate size urban or suburban hubs with retail activities and residential land uses • Important destinations primarily for the people from surrounding communities or towns • Impacts traffic and land use patterns at local and sub-regional level • **Examples: Mundelein, Lake Forest, Des Plaines**		10-20	10-20
Town ●	Town Center	• Small suburban or rural hubs with moderate to low density residential land uses and some commercial or retail activities • Residents depend on nearby Community or Metropolitan Centers to meet their needs • **Examples: Peotone, Woodstock, Richmond**		5-10	Less than 10

TRANSPORTATION WISH LIST

Mode of Transportation	Illustrations
Bus (CTA / PACE)	
BRT (Bus Rapid Transit)	
Commuter Rail (CTA, Metra)	
Light Rail	
Pedestrian / Bicycle	
Transit Oriented Development	

PALETTE OF CORRIDORS

Symbol	Corridors	General Characteristics / Description	Illustrations	Pedestrian and/or Bike Possibility	Gross Width (impact areas)
Heavy Rail	Rail Corridor (CTA, Metra)	• About two mile wide stretch along a rail right of way • Characterized by its capacity to carry heavy passenger volumes • Have an exclusive right-of-way, high speed and high platform loading • Examples in Chicago region include CTA transit rail and Metra commuter rail		Yes	2 miles
Express-way	Expressway Corridor	• About two mile wide stretch along the length of an Expressway • Highly accessible by cars and other heavier automobiles • Fast moving vehicular traffic, limited access only via interchanges • Land uses and development activity are significantly impacted by the presence of an expressway • May create a physical barrier between communities, and cause noise and air pollution		No	2 miles
Arterial	Arterial Corridor	• About one mile wide stretch along the length of an Arterial road • Primarily meant for through vehicular movement; can also be shared by bicycles and pedestrians have direct access to adjacent land uses		Yes	1 mile
Light Rail	Light Rail Corridor	• About one mile wide stretch along a light rail right of way • May use shared or exclusive rights-of-way, high or low platform loading • Electric railway with single car or multi-car trains typically with lower passenger carrying capacity compared to heavy rail • Also known as "streetcar," "trolley car," and "tramway"		Yes	1 mile
BRT	Bus Rapid Transit Corridor	• About one mile wide stretch along a Bus Rapid Transit route • Rapid transit buses travel along dedicated lanes or special guideways that allow higher speeds, generally serving permanent station stops • A less expensive and a more flexible option than light or commuter rail		Yes	1 mile
Water	Water Transport Corridor	• Used to transport people and goods for non-recreational and recreational purposes • The mode of transport includes freight barges, water taxis, cruise lines, tour boats etc		No	NA

PALETTE OF GREEN AREAS

Symbol	Centers	General Characteristics / Description	Illustrations
Agriculture	Agricultural Areas	• Land used for crop cultivation with limited residential land uses • Generally found in the mostly rural parts of the region • Plays important role in rural economy and in preserving a healthy natural environment	
Open Space	Open Space Areas	• Forest preserves, state and local parks, other recreational open spaces • No development activity • Generally available for public use and enjoyment	
Biodiverse	Biodiversity Areas	• Special category of open spaces that need to be protected for their contribution to biological diversity in the region • Sensitive resource areas, vulnerable to development activity • Examples: upland prairies, wetlands, oak savannahs	
Water	Water Resource Features	• Significant water bodies like rivers, streams, lakes, creeks • Important to preserve the quality and quantity of water in the region • Also serves as recreational amenity	
Trails	Trails	• Includes trails along land or water features like railway lines, streams or through green open spaces • Permits activities like walking, bicycling, horseback riding, canoeing and kayaking • Widths of these corridors may vary from narrow – such as an abandoned railway corridor, to broad – such as a large, linear forest preserve adjacent to a river	

Figure 5: Common Ground Map[4]

Lake Michigan

2040 Centers

- Global Center
- Metropolitan Center
- Urban and Suburban Community Center
- Town Center
- Hamlet/Very Low Density Center
- Airport

2040 Green Areas

- 2040 Open Space
- 2040 Agricultural Area
- Protected Green Areas and City Parks
- Wetlands
- Flood Plain (100 Year)
- Streams and Lakes
- Lake Michigan

2040 Corridors

- Expressway with proposed addition or improvement
- Expressway
- Limited Access Arterial
- Potential Limited Access Arterial
- Arterial with proposed addition or improvement
- Arterial (US or State Highway)
- Passenger Rail with proposed addition or improvement
- Metra Rail
- CTA Rail
- BRT or LRT
- City of Chicago as Community Center
- Municipalities
- County Boundaries

▼ **Figure 6: Growth Transect**

Lake Michigan

Growth Transect

- Urban Area
- Low Density Urban Area
- Growth Area
- Rural/Agricultural Area

2040 Features

Centers

- Global Center
- Metropolitan Center
- Community Center
- Town Center
- Hamlet
- Airport

Corridors

- Expressway with proposed addition or improvement
- Arterial with proposed addition or improvement
- Limited Access Arterial
- Potential Limited Access Arterial
- Passenger Rail with proposed addition or improvement
- BRT or LRT
- Water Transport

Green Areas

- Open Space
- Agricultural Area

Existing Features

- Expressway
- Arterial (US or State Highway)
- Metra Rail
- CTA Rail
- Protected Green Areas and City Parks
- Wetlands
- Flood Plain (100 Year)
- Streams and Lakes
- Lake Michigan
- Municipalities
- County Boundaries

Miles
0   1.5   3   6   9   12

▼ **Figure 7: Major Existing Employment Subcenters[5]**

Legend

Municipalities

Expressways

Employment Subcenters
Location (Typical)

County Boundaries

Lake Michigan
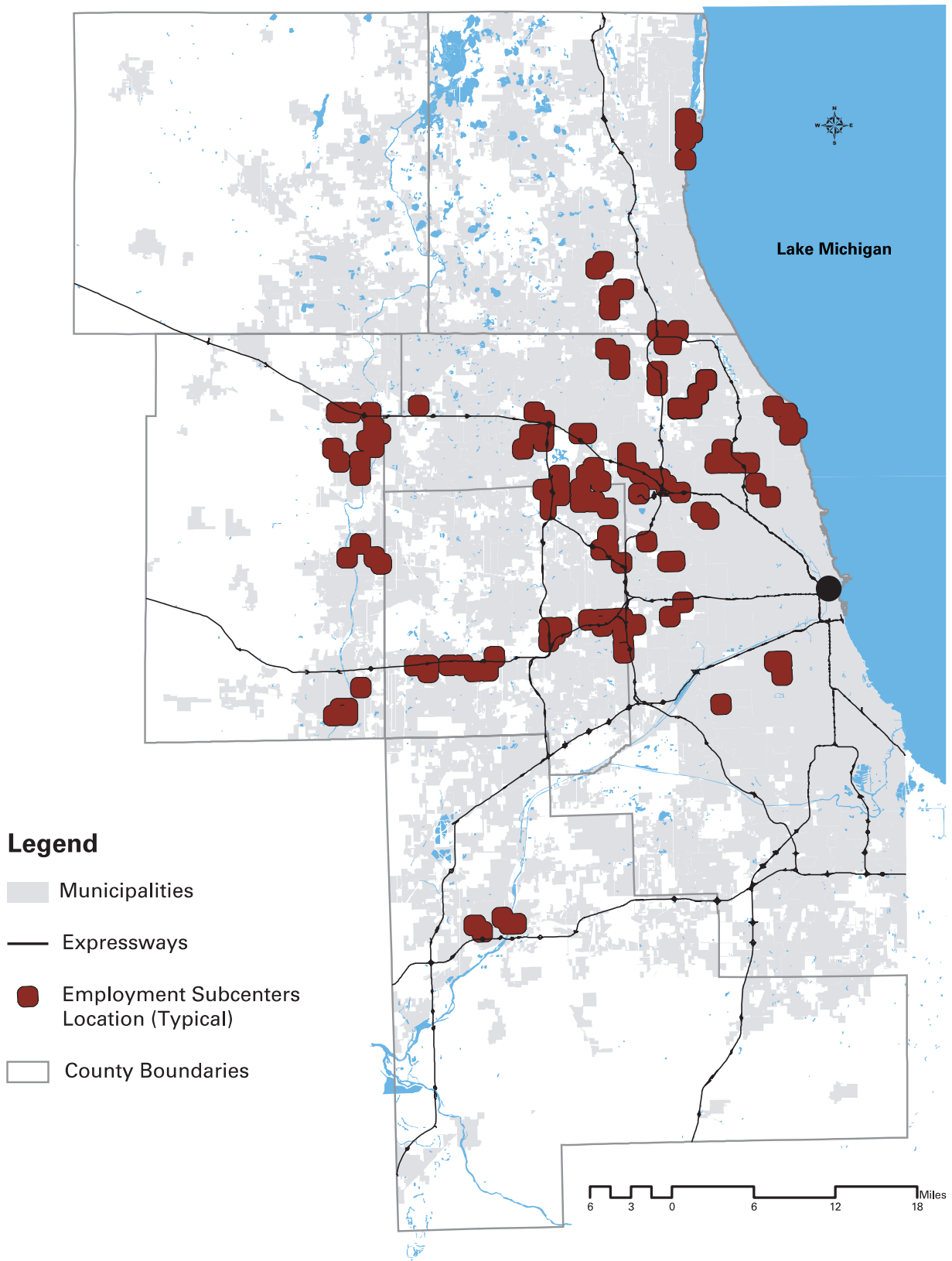
Learn More

End Notes

[1] America*Speaks*, http://www.americaspeaks.org/.

[2] *Northeastern Illinois Planning Commission*, http://www.nipc.org/cg/events/youth_0402.asp/.

[3] Northeastern Illinois Planning Commission is the source of all data and geography, unless cited otherwise.

[4] *Geography sources*: DuPage County, Kane County, Lake County, McHenry County, Will County, City of Chicago, Northeastern Illinois Planning Commission (open space), USFWS National Wetlands Inventory (wetlands), FEMA (floodplains), USGS National Hydrology Dataset (streams and lakes). Northeastern Illinois Planning Commission is the source of all data and geography, unless cited otherwise.

[5] *Data sources:* Department of Economics and CUED at University of Illinois-Chicago, Northeastern Illinois Planning Commission. *Geography sources:* USGS National Hydrology Dataset (streams and lakes). Northeastern Illinois Planning Commission is the source of all data and geography, unless cited otherwise.

Related Resources

• *Northeastern Illinois Planning Commission*, http://www.nipc.org/.

• America*Speaks*, http://www.americaspeaks.org/.

• *American Planning Association*, http://www.planning.org/.

Chapter 5

Local and Regional Planning in Northeastern Illinois

L ocal land-use autonomy and the degree of local responsiveness to planning opportunities are critical to shaping the world we live in.

I t is imperative that we ensure that our region is prepared for new residents and businesses and that we continue to improve the quality of life for existing residents and the climate for existing businesses. Achieving this requires significant, coordinated strategies for land use, transportation, and the environment that are integrated and approached simultaneously in the context of local and regional partnerships.

The *2040 Regional Framework Plan* presents such a comprehensive planning structure that can guide public and private decision makers at the municipal, county, and regional levels.

Municipal Planning in a Regional Context

Local municipalities are responsible for approximately 85 percent of the land-use decisions in northeastern Illinois; the six counties are responsible for the remaining 15 percent. Through their zoning ordinances, municipalities and counties determine which areas will be designated residential, commercial, or industrial. These local decisions also influence which natural resources will be protected.

This local land-use autonomy and the degree of local responsiveness to planning opportunities are critical to shaping the world we live in. If a community wants more transit service, but transit only works when more people live near the transit station, that municipality has the zoning

power to enable the right residential densities near the station that will stimulate responsive private development. If a community wants vibrant main streets and downtown areas, the municipality can utilize land-use controls to ensure that both housing and retail are allowed in the downtown. A community preserves its rural character by controlling the type of growth that occurs within its borders.

Some other major aspects of planning, however, are not as clearly manageable at a municipal level. For example, whether they are major highways or arterials, commuter rail lines, or a multi-modal transit system composed of bus and rail, large-scale transportation systems function on a regional level. Especially for Chicago and larger Metropolitan Centers, an individual municipality's transportation planning efforts can affect the regional transportation system as a whole.

What a municipality can do is affect land uses that result in significant transportation impacts. If a community decides to zone residential lots with density insufficient to support mass transit, then the community will likely see increased traffic congestion and inadequate roads. Put another way, that community will suffer due to insufficient coordination with regional planning or transportation and other issues that require cooperation across traditional geographic boundaries.

For example, if a municipality approves large-scale development like a major shopping or commercial area that will draw customers or employees from neighboring areas, the transportation impacts will reach beyond its borders and may cause traffic congestion in nearby communities. Traditionally, neighboring communities have little input regarding development plans in an adjacent town, even though they will have to deal with its impacts.

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Large-scale transportation systems function on a regional level. Transportation planning efforts in individual communities can affect the regional transportation system as a whole. Photo by dorothyperryphotography.com

Communities have lacked a formalized way to address the regional impacts of their local planning actions and resulting development decisions. Too often, the municipalities must simply react to neighboring development and then attempt to mitigate the results. Such a defensive process yields results far inferior to a proactive, cooperative, strategic planning framework.

Environmental planning must occur at a regional level or risk being fragmented and ineffective. Most, if not all, environmental issues cross jurisdictional boundaries. For example, because wildlife habitats must be of a significant size to ensure species' survival, they often extend over a number of municipalities. Also, watershed areas do not neatly fall into municipal, county, or even state borders.

Municipal Planning

One important indicator of the region's ability to handle growth is the state of planning in the municipalities where future population concentrations are planned.

A comprehensive plan helps set the overall future direction for a municipality. To move forward with a regional strategy of directing density and infrastructure resources into centers requires updated and strong comprehensive-planning initiatives at the local and regional levels. Municipalities use their comprehensive plans on a daily basis to guide decisions regarding land use and other planning issues.

Recognizing the importance of comprehensive planning, in 2003 NIPC updated its inventory of comprehensive plans from the 272 municipalities in the region. It then reviewed all the plans written or updated after 1980 to assess which planning areas they addressed.

Several Metropolitan Centers do not have a recent comprehensive plan, and more than two

Because wildlife habitats must be of a significant size to ensure species' survival, they often extend over a number of municipalities. Watershed areas do not neatly fall into municipal, county, or even state borders.
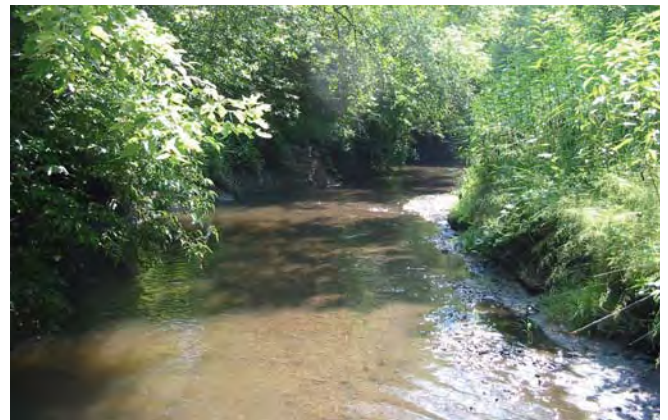
Because most environmental issues cross jurisdictional boundaries, effective environmental planning must occur at the regional level.

▼ **Figure 1: Years of Comprehensive Plans in Northeastern Illinois as of 2003[1]**

Lake Michigan

Legend

Centers

● Global Center

● Metropolitan Center

Years of Comprehensive Plans

☐ No Comprehensive Plan in NIPC Inventory

☐ 1969 or Earlier

☐ 1970 - 1979

☐ 1980 - 1989

☐ 1990 - 1999

☐ 2000 or Later

— Expressways

— Metra Rail

☐ Chicago and Satellite Cities

☐ County Boundaries

☐ Lakes and Streams

▲
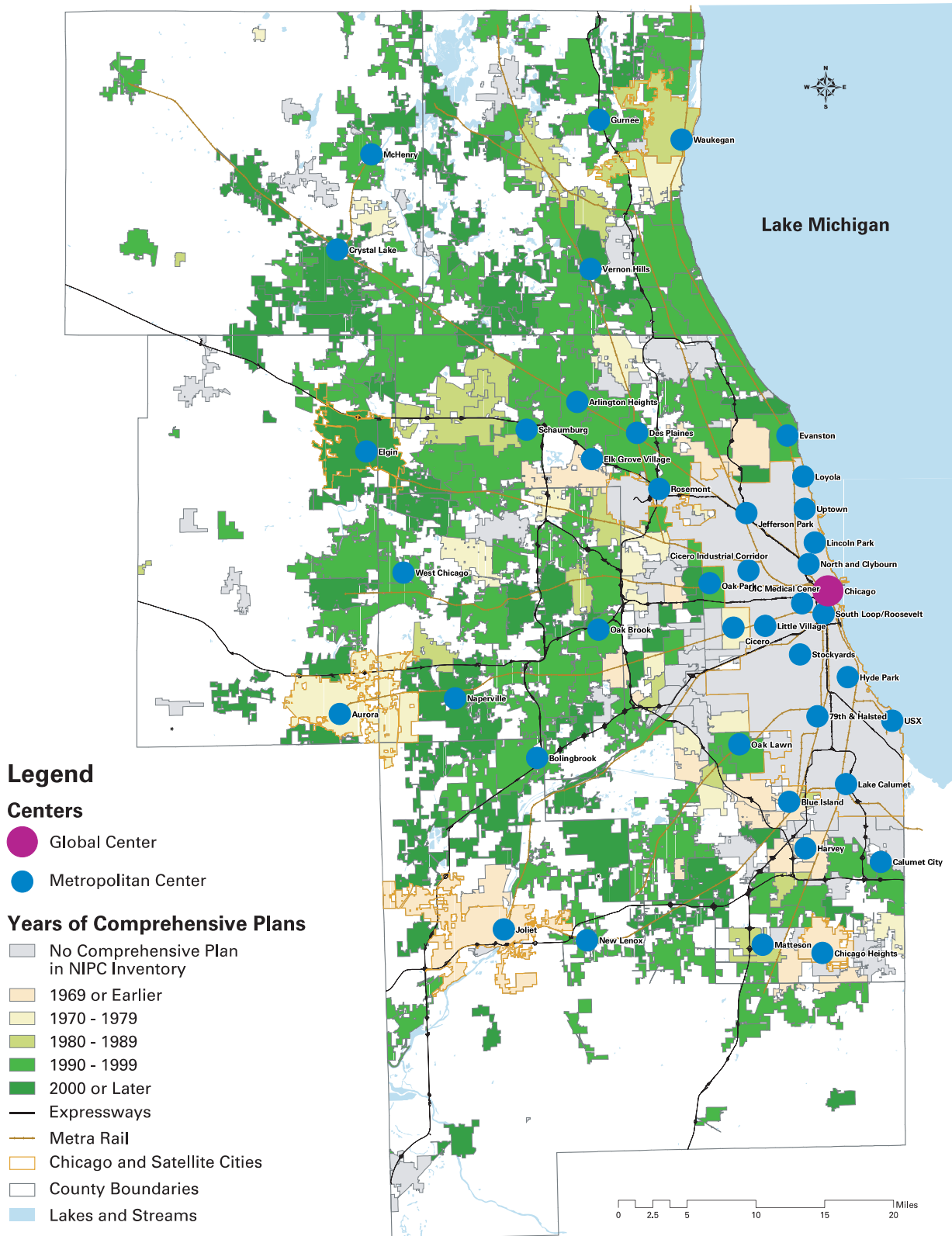
Only 8 percent of the municipalities in the region that had developed comprehensive plans by January 2004 addressed the issue of affordable housing in their plans — a need determined to be crucial by Common Ground participants.

dozen Town Centers lack a plan that has been written or updated since 1990 (reviews and updates every five years are usually recommended).

It is important to note that the findings of this research are indicative only of the planning effort reflected in the comprehensive plans of municipalities. It is possible that some municipalities have addressed specific planning needs through sub-area or topical plans that have not been reviewed as a part of this study. For example, the City of Chicago has multiple subarea, neighborhood and transportation plans.

As of January 2004, the majority of the region's

municipalities — 77 percent — had developed a comprehensive plan at some time. Nearly three-quarters of those plans had been written or updated after 1990, and one-quarter of them had been updated after 2000. The content of these plans varies considerably. Only 8 percent of the comprehensive plans, for example, address affordable housing, which Common Ground participants identified as a vital issue. Less than half of the plans addressed conservation of natural areas. Just 10 percent of local comprehensive plans in the region address transit-oriented development (TOD), an effective way to build ridership for transit and help reduce congestion. More than 50 percent of communities do not address conservation of natural areas in their plans.

▶

Metra encourages communities to include a station area plan/transit-oriented development section within their comprehensive plans.
Photo by dorothyperryphotography.com

Act Promotes 'Good Planning' at All Levels[2]

The Illinois Local Planning Technical Assistance Act is the first "smart growth" bill ever to be passed by the state General Assembly. In order to get the bill through, proponents worked to educate potential opponents — such as the homebuilders and Realtor associations — and they created a support coalition that included government entities such as NIPC and the Northwest Municipal Conference; environmental and housing advocates; and other interested parties such as Chicago Metropolis 2020. The phrase "smart growth" in the original proposal was also changed to "good planning," which is a concept that everyone can agree on.

The Local Planning Fund included in the act — but not yet created — would provide technical assistance grants to local communities to help them prepare and implement comprehensive plans, zoning ordinances, model developments, and other land-use innovations.

While many municipal comprehensive plans do not specifically mention TOD, they do incorporate the ideas and principles of TOD.

According to Metra, 87 percent of the existing stations' community plans (station area, corridor, etc.) include some discussion of development and redevelopment in a station area. Metra encourages communities to include a station area plan/TOD section within their comprehensive plans.

Until 2002, Illinois lacked legislation defining what a comprehensive plan should address. That year, the Illinois Local Planning Technical Assistance Act listed 10 areas comprehensive plans should include:

• Issues and opportunities

• Land use and natural resources

• Transportation

• Community facilities

• Telecommunications infrastructure

• Housing

• Economic development

• Natural resources

• Public participation

- May include identification of natural hazards, agriculture and forest preservation, human services, community design and historic preservation, and provision for adoption of subplans

The act allows state agencies to give preference regarding funding to municipalities with updated plans. The act also calls for creation of a Local Planning Fund, although the General Assembly has not yet provided any funding for it. The state has not been using the legislation to make decisions about funding to municipalities thus far. Its main benefit at this time is that it can offer guidance for municipalities on what elements they should include in their comprehensive plans. As a result, on a regional level we can move toward greater consistency in municipal comprehensive planning.

County Planning

Each of the region's six counties conducts planning for its jurisdiction. Some have plans on specific issues, and some have truly comprehensive plans. Several counties recently have completed their plans, which were in process simultaneously with the development of the *2040 Plan*. County plans are maintained on an ongoing basis as counties work with their residents and elected officials to develop overall growth strategies for their counties.

Beyond their individual comprehensive plans, the region's six counties have developed specific plans to address a variety of issues, including historic preservation, housing, farmland preservation, stormwater management, and transportation. Counties also have embarked on transportation strategies to establish a stronger relationship between land use and transportation.

The following paragraphs include select examples of the counties' plans that the Common Ground process respected and built upon.

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County plans address how to mix new development with older structures such as the Hyde Park Bank in Hyde Park, which is more than 75 years old. Photo by dorothyperryphotography.com

T he transit services in the *DuPage Area Transit Plan for 2020* are similar to the ideas presented in the *2040 Plan* and can serve as a model for future planning and development. This transit plan was also developed with wide intergovernmental cooperation and public involvement.

Cook County

The Cook County Comprehensive Land Use and Policies Plan was adopted in April 1999. The plan focuses on goals and objectives to address the county's concerns about the cost of urban sprawl, fragmented population expansion, commercial and industrial expansion, as well as more specific issues such as the development pressures along I-355.

The plan makes recommendations for each of the county's five subareas, differentiating among areas that require maintenance or redevelopment efforts; sections where there is opportunity for new growth; and specific areas faced with extreme development pressures. The land-use maps identify locations for future zoning changes and land uses, including environmentally sensitive areas, open space, and opportunity areas.

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DuPage Area Transit Plan for 2020 *recommends that a high speed corridor — a form of BRT, already in operation in other cities — be established to connect Naperville/Aurora, the I-88 Corridor, Oak Brook, O'Hare Airport, and Woodfield/Schaumburg.*

DuPage County

Recent planning activities for DuPage County have been largely in the transportation arena, given that the county is mostly built-out and is now facing significant congestion issues. The *DuPage Area Transit Plan for 2020* was produced by the DuPage Mayors and Managers Conference in cooperation with DuPage County and adopted in September 2002. The plan has three main service recommendations.

First, a high speed corridor should be established that connects Naperville/Aurora, the I-88 Corridor, Oak Brook, O'Hare Airport, and Woodfield/Schaumburg. This corridor would be a form of Bus Rapid Transit (BRT) and operate at a relatively high frequency. Second, several connector routes would cross the county to connect communities and feed into Metra lines and the

proposed high speed corridor. Third, at the local level, a variety of flexible transit options would exist to help residents move around their community and connect with the larger corridors.

The transit services in this plan are similar to the ideas presented in the *2040 Plan* and can serve as a model for future planning and development. The transit plan was also developed with wide intergovernmental cooperation and public involvement. That continued involvement, and cooperation with regional partners, will be necessary as DuPage County works to develop this transit system and create transportation choices in an area traditionally dependent on the automobile.

Kane County

The county's *2030 Land Resource Management Plan* was adopted in October 2004. The plan comprehensively addresses a full range of planning issues. Building upon its *2020 Land Resource Management Plan*, the Kane County plan identifies three distinct, conceptual land-use strategy areas: the Urban Corridor Area (roughly the eastern quarter of the county north to south along the Fox River), the Critical Growth Area (approximately the central quarter of the county), and the Agricultural/Rural Village Area (roughly the western half of the county).

Further, the county introduced the slogan "50-50-50" to accompany its conceptual land-use strategy map, emphasizing that in order to retain 50 percent of the county in farmland and open space in 2030, 50 percent of the projected population increase must occur in the Urban Corridor and the other 50 percent in the Critical Growth Area. The plan also identifies 16 "Priority Places" within the Critical Growth Area where smart growth principles can be implemented, and which are akin to NIPC's categories of Community Centers, Town Centers, or Hamlets.

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Kane County's 2030 Land Resource Management Plan *emphasizes that in order to retain 50 percent of the county in farmland and open space in 2030, half of the projected population increase must occur in the Urban Corridor and the other half in the Critical Growth Area.*

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The Lake County Regional Framework Plan for 2020 prioritizes the preservation of natural resources and farmland with an open space network. Photo by dorothyperryphotography.com

The county plan's implementation strategy continues to emphasize working with the county's eight Planning Partnership Areas (PPAs) in advocating the need for municipal boundary agreements; planning coordination in the municipal 1.5-mile planning zones; intergovernmental cooperation in land-resource management; and intergovernmental agreements for joint and compatible land-use plans. Further, the plan adds three new activities: an expanded annual workshop and information-sharing program; increased emphasis on coordinating Kane County programs with and allocating county resources to municipalities with plans and policies supportive of the plan; and more focused discussions of community development issues and implementation opportunities related to Priority Places and smart growth principles with the municipalities and other local governmental units within the PPAs.

Lake County

The county's *Regional Framework Plan for 2020* was adopted in November 2004 by the Lake County Board. The comprehensive plan systematically addresses a full range of major planning issues and adheres to the Illinois Local Planning and Technical Assistance Act guidelines. The guiding vision for the plan is comparable in many ways with the vision behind the *2040 Plan*. The Lake County plan calls for the preservation of natural

resources and farmland with an open space network, revitalizing existing communities and efficient use of available infrastructure, housing and transportation choices that support the needs of all residents, and increased inter-governmental cooperation.

Like the *2040 Plan*, Lake County's plan was created through an extensive participatory process. The process was based on dividing the county into 10 Cooperative Planning Areas. These planning areas brought together neighboring communities on a regular basis to work collaboratively, providing input and feedback to the development of the plan. Several forums were also conducted to get input from a broader public audience.

The cooperation forged during the development of the plan will play a critical role in the implementation of the plan. The plan consists of detailed strategies and policies for achieving its many goals. At the center of the implementation strategy, though, is the need for the communities and residents of Lake County to work together under a common vision. A part of this common vision includes creating consistency between municipal plans and county plans. This consistency will also be achieved cooperatively through various types of intergovernmental agreements, updates to municipal plans, and amendments to the county plan. This strategy is similar to the *2040 Plan*'s implementation approach.

McHenry County

The draft *McHenry County 2020 Unified Plan* is the county's first plan that fully combines land-use and transportation planning into a single document.

Previously, the *2010 Land Use Plan* was adopted in 1993 and the *2010 Transportation Plan* was adopted in 1995. The *Unified Plan* focuses on the integration of land-use and transportation planning as the key to managing the significant growth forecasted for the county.

The planning process involved the development of multiple land-use scenarios and transportation models that were measured against several factors including impact on natural resources, quality of life, and the transportation network. This analysis led to the promotion of a nodal concept of development, similar to past McHenry County plans and the centers concept in the *2040 Plan*. The nodal concept advocates for compact development, efficient use of infrastructure, and preservation of farmland and natural resources. The plan also talks about the importance of the nodal concept for the development of efficient and effective transportation choices.

As in other county plans and the *2040 Plan*, the McHenry plan points to the importance of intergovernmental cooperation among municipalities, the county, and other regional agencies to achieve the desired land-use changes and goals of the plan.

Will County

Will County approved its *Land Resource Management Plan* in April 2002. The county is facing tremendous growth now and into the future. The plan seeks to accommodate this growth in a manner that can preserve and enhance the quality of life for all residents. The plan recognizes that Will County has plenty of

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The draft McHenry County 2020 Unified Plan *recognizes the importance of cooperation among government agencies at the local, county and regional levels for effective planning.*

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McHenry County's nodal concept of development promotes the preservation of farmland and natural resources.

land to accommodate the anticipated growth, but seeks to direct that growth to be in or adjacent to existing communities. Through this strategy, the plan aims to preserve natural resources and farmland, and create distinct communities with clear boundaries and a unique sense of place. This strategy is consistent with the *2040 Plan* concept of centers and compact development.

The county plan was also created through a participatory process involving local municipal officials, residents, and special interest groups. Like the *2040 Plan* and other county plans, the Will County plan calls for continued cooperation and coordination between municipalities and the county while respecting the authority of local jurisdictions. The plan seeks to achieve this coordination in part through a Development Form Map. This map provides broad land-use

categories such as "hamlet," "town," and "urban" to give an overarching framework to guide local land-use decision making, similar to the framework provided by the 2040 Regional Framework Plan Map in this plan.

These plans reflect some significant differences in the way each county approaches land-use planning. Counties address the range of planning topics possible with varying levels of consistency and depth. When the counties' plans are "quilted" together on a map of the six-county area, it is clear that they vary considerably. These differences can make it difficult to compare plans and work on issues that straddle county borders. The goal of the *2040 Plan* is to highlight how we can all work toward greater consistency, to integrate planning methods, and to encourage working together even better across borders.

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Will County is facing tremendous growth now and will continue to face increasing development into the future. The county's Land Resource Management Plan *seeks to guide this growth in a manner that can enhance the quality of life for all residents.*

RTCP is Cooperative Effort to Promote Transit Coordination[3]

Initiated in December 1999, the Regional Transit Authority's *Regional Transit Coordination Plan* expands upon the Illinois Legislature's initial impetus for transit coordination as expressed in House Resolution 234 (1999). Resolution 234 proposed a regional transit system that includes:

- More adjoining stations where Metra and CTA lines are only one block apart;

- More Pace shuttle buses or vans from key Metra and CTA interchanges to serve job destinations;

- Universal fare cards and coordinated transfer policies; and

- Coordinated maps, schedules, and signs.

The *RTCP* is a cooperative effort to enhance regional mobility by facilitating and improving interagency transfers among the Chicago Transit Authority, Metra and Pace.

Led by the RTA in conjunction with the service boards and other planning agencies, the *RTCP* is the regional framework for a series of evaluations and recommendations to improve physical coordination, service coordination, fare coordination, and information coordination.

Regional Planning

Some major regional comprehensive plans have also been developed over the past century. The landmark 1909 *Plan of Chicago* addressed planning for Chicago in a comprehensive manner.[4] It did take a "metropolitanist" view, assuming that Chicago would persist as an urban core and that development would radiate from the city center. Yet the plan details primarily focus on "the heart of Chicago" — its downtown. Nevertheless, the *Plan of Chicago* was visionary, particularly in its approach to the preservation of open space and transportation. The plan famously advocated the creation of parks along Chicago's lakefront to serve as a "continuous playground for the people" as well as "the development of a system of outlying large parks." The plan also recognized the need to address freight issues via the railroad lines and the need to build regional highways to connect the city with the suburbs and other Midwestern cities.

Planning the Region of Chicago, published in 1959 by the now-defunct Chicago Regional Planning Association, took a comprehensive view of a wide range of issues.[5] This document makes the case for regional planning, given that the Regional Planning Association included entities outside the City of Chicago that were not represented by the city's plan commission. While largely recounting historical milestones in the first half of the century, the plan did make significant planning recommendations such as increasing Chicago's open and recreation space as compared to other large cities. Furthermore, the plan recognized the city's worsening traffic congestion and recommended increased investment in public transportation.

Recent regional plans addressing transportation include the *2030 Regional Transportation Plan* (*RTP*) for northeastern Illinois developed by the Chicago Area Transportation Study (CATS); the Regional Transit Authority's (RTA) *Regional Transit Coordination Plan*; the Metropolitan Planning Council's *Regional Freight Action Agenda;* the CREATE plan for freight movement, developed

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The Chicago Central Area Plan *is a guide for the city's downtown over the next 20 years.*

by the City of Chicago, State of Illinois, and rail partners; the *2020 Vision* by Pace; and the Center for Neighborhood Technology's plan for analyzing transportation choices for 2030 and beyond.

The *Chicago Central Area Plan* is a guide for the continued economic success, physical growth,

and environmental sustainability of the downtown of Chicago during the next 20 years. The plan devises ways for the city to grow that will not only benefit the city itself but also serve the needs of suburban residents as they interact with the city for work or recreation. In particular, the plan addresses the mobility needs of

commuters and visitors to, from, and within the city.

More recently, Metropolis 2020 — an organization formed by the Commercial Club of Chicago — developed *The Metropolis Plan: Choices for the Chicago Region*. Published in 2003, this plan is a challenge to develop the region by linking land use and transportation. The plan used economic, land-use, and transportation models to forecast trends and then projected what the region would look like if we continued "business as usual." Metropolis 2020 then offers a picture of a future in which the region adopted a more "smart growth" development approach. It also makes a number of policy recommendations driven by the organization's private-sector perspective.

In the tri-state region of Illinois, Wisconsin, and Indiana, agencies like NIPC conduct long-range comprehensive planning. The Northwestern Indiana Regional Planning Commission (NIRPC) is in the process of completing its *2004 Pedestrian and Bicycle Plan* and *2030 RTP*. The Southeastern Wisconsin Regional Planning Commission (SEWRPC) is updating its long-range *Regional Land Use Plan* and *Regional Transportation System Plan*.

In addition to these overarching regional documents, NIPC and many other organizations have produced numerous planning and policy documents on specific planning issues. Indeed the bulk of regional planning products have historically been on specific issue areas such as transportation, the environment, and housing.

In terms of regional planning for housing, Metropolis 2020 issued *Recommendations for Developing Affordable Workforce Housing in the Chicago Region* in 2002. Additionally, Metropolis 2020 recently issued its *2004 Metropolis Index: Housing as Opportunity*, which rates the progress being made in this arena.

In terms of green areas, *The Green Infrastructure Vision Plan* provides a visionary, regional-scale map that reflects both existing green infrastructure — forest preserve holdings, natural area sites, streams, wetlands, prairies, and woodlands — as well as opportunities for expansion, restoration, and connection. The broader goal of this plan is to bring the Chicago Wilderness *Biodiversity Recovery Plan* to life in a more meaningful, visual, and accessible way for Chicago Wilderness members and outside audiences. This plan has developed a series of maps that are, in a sense, a visual interpretation of the *Biodiversity Recovery Plan*'s broad recommendations for protection, preservation, and restoration at a macro scale.

All these regional plans are valuable contributions to regional thinking in northeastern Illinois and the states across our borders. Coordination of these plans and initiatives will be instrumental in realizing the Common Ground vision.

T*he Green Infrastructure Vision Plan* provides a visionary, regional-scale map that reflects both existing green infrastructure — forest preserve holdings, natural area sites, streams, wetlands, prairies, and woodlands — as well as opportunities for expansion, restoration, and connection.

Learn More

End Notes

[1] *Geography sources:* USGS National Hydrology Dataset (streams and lakes). Northeastern Illinois Planning Commission is the source of all data and geography, unless cited otherwise.

[2] *Illinois Action Project*, http://www.illinoisactionproject.org; *Campaign for Sensible Growth*, http://www.growingsensibly.org/.

[3] *Regional Transit Authority*, http://www.rtachicago.com/.

[4] Burnham and Bennett, *Plan of Chicago* (Princeton Architectural Press, 1993).

[5] Regional Planning Association, *Planning the Region of Chicago* (Chicago: Lakeside Press, 1956).

Related Resources

- Northeastern Illinois Planning Commission, *Compendium of Comprehensive Plans* (2004).
- *Cook County Comprehensive Land Use and Policies Plan.*
- *DuPage Area Transit Plan for 2020.*
- Kane County, *2030 Land Resources Management Plan Lake County — Regional Framework Plan for 2020.*
- *McHenry County 2020 Unified Plan.*
- Will County, *Land Resource Management Plan.*
- Burnham and Bennett, "1909 Plan," *Plan of Chicago* (Chicago: Commercial Club of Chicago, 1909).
- *Planning the Region of Chicago.*
- Chicago Area Transportation Study, *2030 Regional Transportation Plan.*
- MPC, *Regional Freight Action Agenda RTA — Regional Transportation Coordination Plan.*
- Pace, *Vision 2020 Plan.*
- *Chicago Central Area Plan.*

Learn More, continued

- *Metropolis Plan: Choices for the Chicago Region.*
- NIRPC, *2004 Pedestrian and Bicycle Plan.*
- NIRPC, *2030 RTP.*
- SEWRPC, *Regional Land Use Plan.*
- Metropolis 2020, *Recommendations for Developing Affordable Workforce Housing the Chicago Region 2002.*
- Metropolis 2020, *2004 Metropolis Index: Housing as Opportunity.*
- Chicago Wilderness, *Green Infrastructure Vision Plan.*
- Chicago Wilderness, *Biodiversity Recovery Plan.*
- *Northeastern Illinois Planning Commission*, http://www.nipc.org/.
- *Illinois General Assembly*, http://www.ilga.gov/.
- *Cook County*, http://www.co.cook.il.us/.
- *DuPage County*, http://www.dupageco.org/.
- *Kane County*, http://www.co.kane.il.us/.
- *Lake County*, http://www.co.lake.il.us/.
- *McHenry County*, http://www.co.mchenry.il.us/.
- *Will County*, http://www.willcountyillinois.com/.
- *Chicago Area Transportation Study*, http://www.catsmpo.com/.
- *Metropolitan Planning Council*, http://www.growingsensibly.org/.
- *Regional Transit Authority*, http://www.rtachicago.com/.
- *Pace*, http://www.pacebus.com/.
- *Center for Neighborhood Technology*, http://www.cnt.org/.
- *Metropolis 2020*, http://www.chicagometropolis2020.org/.
- *Northwestern Indiana Regional Planning Commission*, http://www.nirpc.org/.
- *Southeastern Wisconsin Regional Planning Commission*, http://www.sewrpc.org/.

Realizing the Vision

> "Make no little plans; they have no magic to stir men's blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die."
>
> *Daniel Burnham*

Common Ground has produced a new and exciting vision for the future of the region. The planning process has fostered strong consensus around the plan's goals and generates optimism that this vision can be realized. The region has overcome many major planning and community-building challenges in the past. The Illinois and Michigan Canal, the 1893 Worlds Fair, and the Chicago Lakefront, to name a few, demonstrate the city and the region's "can-do" legacy. Also, remember the words of Daniel Burnham: "Make no little plans; they have no

magic to stir men's blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that a noble, logical diagram once recorded will never die."

Implementing Common Ground is a key step in moving the region toward its aspirations. The *2040 Regional Framework Plan*'s regionwide, grassroots participatory process has been transparent. Strong consensus has been reached on regional values; challenges related to future growth; and the direction needed to address

To ensure successful implementation of the 2040 Plan, NIPC will continue to coordinate with the following:

Key civic and business organizations

Campaign for Sensible Growth

Center for Neighborhood Technology (CNT)

Chicago Urban League

Chicago Wilderness

Latinos United

Local economic development corporations

Metropolis 2020

Metropolitan Planning Council

Openlands Project

Universities

Other professional planning organizations

Local, regional, and state agencies

City of Chicago

County Governments

Municipalities

Park Districts

School Districts

Sewer and Water Districts

Councils of Governments

Councils of Mayors

Metropolitan Mayors Caucus

Chicago Area Transportation Authority

Chicago Transit Authority

Department of Commerce and Economic Opportunity

Illinois Department of Natural Resources

Illinois Department of Transportation

Illinois Environmental Protection Agency

Illinois State Toll Highway Authority

Metra

National Park Service

pace

Regional Transportation Authority

U.S. Environmental Protection Agency

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Figure 1: *2040 Plan* Participating Agencies

regional economic issues and opportunities. Many of these shared values have a long history in the region, but their full implementation requires a new framework. Consequently, the *2040 Plan* itself has a strong focus on implementation, as evidenced in Chapter 7.

Regional planning agencies will remain an important steward in plan implementation. But just as the plan has been based on broad participation, broad, continued local and state participation is also needed for its implementation. Because local land-use control is a given, this plan is built on strategies that require committed and sustained collaboration. The success of this plan will demand a common focus among the region's 272 municipalities to maximize our assets and advantages, and minimize and ameliorate our disadvantages. Fortunately, Common Ground has delivered such a framework for change.

Regional Initiatives and Partnerships

Implementing the *2040 Plan* will require focus on several key initiatives.

Coordination and Consistency Among Partnerships

The *2040 Plan* will benefit from trusted NIPC relationships with a range of organizations across the region. Successful implementation of the *2040 Plan* will require active and ongoing participation by these agencies.

Again, because collaboration is a fundamental element of Common Ground, success of the program will require the assistance of a range of community-based interests, which are represented by key organizations. (See Figure 1). As plan implementation proceeds, Common Ground will continue to coordinate with these agencies as well as local governments to integrate the *2040 Plan*'s goals and principles with regional

transportation planning. Common Ground also encourages local agencies to consider and integrate Common Ground goals and principles in their planning programs.

Much of the *2040 Plan*'s agenda focuses on capacity building for infrastructure, housing, and environmental sustainability. Essential to creating and enhancing such regional capacity is consistency in planning and development initiatives at all levels.

Whether the initiative begins at the local or regional level, plans must be consistent with related development regulations to realize their local effectiveness and regional goals (see Figure 2). Both local comprehensive plans should be updated regularly and, in turn, the underlying zoning and development regulations should be updated for consistency. Lack of consistency wastes local government resources, confuses private developers, and often leads to unnecessary conflicts and misunderstandings within a community.

Consistency (or its lack) among plans and related development regulations will affect future regional and local funding decisions. In this region, programs and projects consistent with regional initiatives will be preferred candidates for funding. Clearly, local agencies will continue to exercise their own decision-making authority with respect to land-use and transportation preferences. However, to move toward common ground, those preferences that align with regional priorities will be favored for consideration for funding.

**The Cluster Process as a Basis
for Local Implementation**

Plan goals can be most effectively realized when clusters of neighboring communities work together to plan for growth, redevelopment, and the environment. The municipal-cluster planning process used in the development of Common

*C*onsistency (or its lack) among plans and related development regulations will affect future regional and local funding decisions. In this region, programs and projects consistent with regional initiatives will be preferred candidates for funding.

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Consistency among related development regulations is necessary to much of the 2040 Plan, *including capacity building for housing.*

▼ **Figure 2: A Model for Implementation**

**Community Vision
& Direction**
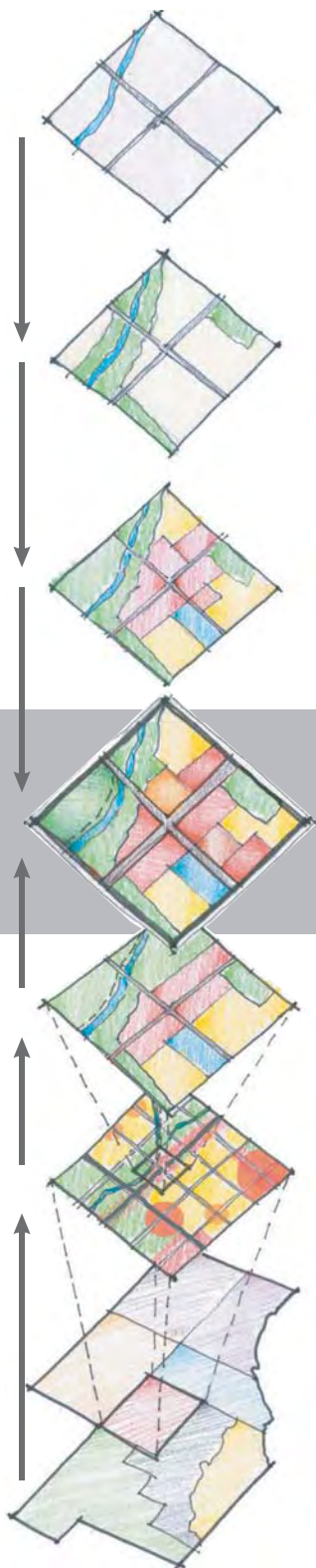
A Current Community Vision
Local community aspirations should be included as part of a current comprehensive plan. Issues and opportunities should be considered in relation to Common Ground Goals and Objectives – recognizing the interdependence and ties communities maintain to the region.

A Comprehensive Planning Program
The local plan should be truly comprehensive and seek to include plan elements identified in the Illinois Local Planning Technical Assistance Act. Addressing these topics provides a complete picture of the future of the community. These include:

- Issues and Opportunities
- Natural Resources
- Infrastructure
- Public Participation
- Community Facilities

- Land Use
- Telecommunications
- Economic Development
- Housing
- Implementation

Plan Consistency
To reach the 2040 objectives, basic elements of community plans with related development regulations should share consistency with Common Ground. Local communities should measure land-use capacity in relation to adopted NIPC forecasts and regional transportation plan improvements. Local plans and developments should be within 15 percent of the adopted NIPC forecast and be consistent with Common Ground's priorities.

Capacity
The capacity to support both the local and regional program is critical. Proper investments in supporting systems including highway, transit, water, waste water, environmental, air quality, etc., must be feasible to accomplish Common Ground objectives. Planning beyond our capacity will begin to diminish our quality of life and global competitiveness.

**Where it Comes
Together!**

Program Concurrency
Planning commitments must be matched with investment programs. Infrastructure and other needed public improvements must be provided concurrently with private investment and development.

Coordination – Planning as Process
Clearly, plans are more effective when they are coordinated at the County and local level. The iterative process of plan making and coordination should serve as a vital link between movement toward Common Ground goals, and establishing priorities for major regional investments.

**Shared Regional
Values**

**A Current Regional Framework –
Considering the Community Context**
Common Ground will serve as a basis for developing the regional forecast. NIPC will continue to develop tools by which alternative future regional scenarios that incorporate community preferences can be developed and refined – according to Common Ground aspirations. The outcome – NIPC forecasts – will continue to provide an important basis for the development of the Regional Transportation Plan.

N IPC will continue to work directly and collaboratively with mayors, presidents, civic leaders, and county executives to use the *2040 Plan* in the forecast process. Plan goals can be most effectively realized when clusters of neighboring communities work together to plan for growth, redevelopment, and the environment.

Ground provided a highly effective approach for understanding community and subregional issues and opportunities, as well as developing the goals and aspirations fundamental to Common Ground.

NIPC will continue to work directly and collaboratively with mayors, presidents, civic leaders, and county executives to use the *2040 Plan* in the forecast process. Plan goals can be most effectively realized when clusters of neighboring communities work together to plan for growth, redevelopment, and the environment. The tools and approaches described in this chapter will be applied to seek balance between local community and subregional needs with vision and goals established for the region under Common Ground.

NIPC will continue to work closely with counties. The county plans in place today share many of the goals and strategies of this plan. NIPC will

work to make sure that county plans and the *2040 Plan* reinforce each other and support collaboration among all levels of government.

Regional Land-Use and Transportation Modeling Tools

NIPC has historically developed and maintained the official population and employment forecasts for the metropolitan region. The Chicago Area Transportation Study (CATS) then models the transportation network against the forecasted distribution of population and jobs. The opportunity for new and more effective land-use and transportation planning between NIPC and CATS has been created by Common Ground. New modeling tools are being developed to increase the effectiveness of land-use and transportation planning. The benefit of such tools

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Computer-based modeling tools can be used to measure roadway congestion; level of infrastructure investment; jobs/housing balance; air and water quality; fiscal and economic impacts; and other measured outcomes.

is to model or "test" alternative futures suggested by local community planning preferences. Such testing can help identify consistency with Common Ground, or identify any unintended impacts from land and transportation decisions.

Through computer simulation, modeling tools can also be used to "test" alternative scenarios and assumptions regarding future land-use and transportation decisions. The tool can measure elements such as roadway congestion; level of infrastructure investment; jobs/housing balance; air and water quality; fiscal and economic impacts; and other measured outcomes. Such scenario building across the region can lend a much higher level of plausibility to planning assumptions and outcomes. Common Ground goals can be tested by the model, setting basic parameters for constructing scenarios. The results of this process can help determine whether current policies support desired outcomes. It is anticipated that this model be in place for future major *2030 Regional Transportation Plan* (*RTP*) cycles.

Improving Regional Population and Employment Forecast Inputs to the *Regional Transportation Plan*

CATS is the official Metropolitan Planning Organization (MPO) for the Chicago region, and it holds primary responsibility for developing and implementing the *RTP*. The plan is developed following U.S. Department of Transportation

requirements for developing regional transportation plans. It becomes the basis for the preparation of the Transportation Improvement Plan (TIP). The TIP is essentially a capital improvement program that identifies and prioritizes regionwide transportation improvement priorities.

The *RTP* process is managed through an interagency agreement signed in 2001 by NIPC, CATS, IDOT, and the Regional Transit Authority (RTA). As the agreement states, "the basic tenet is that the transportation plan is to be developed to serve and promote a desirable and attainable land use pattern for northeastern Illinois as determined by the NIPC comprehensive planning process." NIPC, CATS and the RTA all adopt the same *RTP*, with NIPC and the RTA acting prior to the CATS Policy Committee. The interagency agreement covers "regional planning," not just the *RTP*.

The importance of the NIPC population and employment forecast process in developing the *RTP* is clear: It forms a fundamental basis for the relationship between land-use and transportation activity. While NIPC has long tied the forecast process to the *RTP*, NIPC will use its integrated regional land use and transportation approach to create a greater understanding of how local and subregional land-use preferences relate to the goals of Common Ground as compared to impacts of trends forecasts without these cooperative systems. The objective is to use these tools to establish local consistency with Common Ground.

T he importance of the NIPC population and employment forecast process in developing the *RTP* is clear: It forms a fundamental basis for the relationship between land-use and transportation activity.

The State of Illinois as a Partner

The 2001 State Local Planning Technical Assistance Act created funding opportunities for technical and financial assistance, but such funding has not been forthcoming since the adoption of the Act. Nevertheless, the Act does provide baseline local plan content requirements and definition for local plans as a step toward consistency. NIPC intends to work with the Illinois Department of Commerce and Community Affairs (IDCEO) to refine the law to add consistency provisions with respect to regional planning in Northeastern Illinois.

Collaboration and support from state agencies such as IDOT, IDCEO, the Illinois Environmental Protection Agency (IEPA), the Illinois Department of Natural Resources (IDNR), and others will be important to achieve the vision and goals of Common Ground. NIPC will also work with IDOT, IDNR, and other state agencies to identify roles and strategies in Common Ground implementation.

The Tri-State Accord

In April 2002, representatives from four planning agencies — NIPC, CATS, the Southeastern Wisconsin Regional Planning Commission and the Northwestern Indiana Regional Planning Commission — signed the nation's first tri-state regional accord. The three-state area includes 17 counties, nearly 8,000 square miles, and more than 1,500 government entities including cities, townships and special-purpose governing units.

Key commitments of the accord include serving as a forum for local government leadership; engaging business, civic, and institutional sectors to support regional planning; enlisting federal and state government agencies as key partners and funders of tri-state planning initiatives; increasing interstate and interagency communi-cations; and developing methods to improve planning efforts.

Figure 3: Tri-State Accord Area

Key commitments of the accord include engaging business, civic, and institutional sectors to support regional planning, and enlisting federal and state agencies as partners of tri-state planning initiatives.

Priorities of the Tri-State Accord:

Coordinate adjacent land-use issues and priorities.

Continue to coordinate and integrate major transportation investment programs and priorities within the greater tri-state area.

Resolve watershed and water resources management issues.

Foster a south Lake Michigan green and blue infrastructure.

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Figure 4: Priorities of the Tri-State Accord

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NIPC will continue to reinvent its population and employment forecast processes to reflect real-world conditions.

In 2003, the Tri-State Accord partners met to discuss intergovernmental approaches for water supply planning and management for the tri-state region, a region that cannot meet all of its water supply needs solely from Lake Michigan. These efforts will continue in the future.

Data and Information Resources

One of NIPC's long-standing primary missions is its role in collecting and disseminating regional data on physical, social, and environmental conditions. It will continue to reinvent the manner in which it makes these services uniquely relevant to regional needs. NIPC will continue to serve as a State Data Center (SDC) to provide for the region easy and efficient access to U.S. Census Bureau data and information. The SDCs are official sources of demographic, economic, and social statistics produced by the Census Bureau.

NIPC will continue to be a regional clearinghouse of advanced planning and geographic data to provide necessary information to help officials, planners, and the public make sound land-use decisions. It will establish a data-sharing system that coordinates regional, state, and federal Internet systems. For example, there is today no single source of data related to water quality and supply — an increasingly important issue upon which many important regional decisions must be made.

Full Circle

NIPC launched the Full Circle project in October 2003 with a Technology Opportunities Program (TOP) grant from the U.S. Department of Commerce. In this three-year project, community-based organizations and local residents are participating in creating detailed maps of their neighborhoods and in planning future development. Web-based technologies enable both the data-gathering and visioning phases.

The purpose of the project is to empower local residents and community-based organizations to plan the future development of their neighborhoods. NIPC is currently working with seven different community-based organizations in the region to implement a Full Circle program in their service areas.

The Full Circle program consists of three phases, the first of which is to conduct a detailed neighborhood inventory through the use of handheld computers connected to the Internet. This information can be updated and revised as needed, and maps, reports, and statistics are able to be generated based on the information collected.

The second phase is asset mapping. Asset mapping is a combination of the physical neighborhood attributes collected in the first phase and identifying the less tangible information about the neighborhood. Assets might include parks and playgrounds, local employers, transit stations, vacant parcels, cultural treasures, local associations, longtime residents with a knowledge of the community history, youth groups, and other important factors.

The final phase is planning. Building upon the assets identified in the first two phases of the program, community residents take part in a participatory planning process that is intended to help bring their hopes and intentions to be realized. This phase employs the participatory planning model and technology developed in Common Ground and the development of the *2040 Plan*.

Community partners in the Full Circle program are using the tools and planning approach to meet a variety of local needs. Some communities continue to focus on data collection and asset mapping, while others have had several community workshops and are either producing a plan or determining the focus and direction of their planning efforts.

SDC Program Provides Easy Access to Census Data[1]

The State Data Center (SDC) Program, created in 1978, is one of the U.S. Census Bureau's longest and most successful partnerships. It is a cooperative program between the states and the Bureau to make data available to the public through a network of state agencies, universities, libraries, and regional and local governments. The Business and Industry Data Center Program (BIDC) was added in 1988 to meet the needs of local business communities for economic data. SDC-led organizations are appointed by the governor of that state.

The SDC program's mission is to provide easy and efficient access to Bureau data and information through a wide network of lead, coordinating, and affiliate agencies in each state. To accomplish this mission, the SDCs work in partnership with the Bureau through the Customer Liaison Office and the Regional Offices of the Bureau. A Memorandum of Agreement between each state, the District of Columbia, and the outlying areas of American Samoa, Guam, Northern Mariana Islands, Puerto Rico, and the Virgin Islands supports this partnership.

The SDCs are official sources of demographic, economic, and social statistics produced by the Bureau. These data are made available by the Bureau to the SDCs at no charge. The SDCs make these data accessible to state, regional, local, and tribal governments, and non-governmental data users at no charge or on a cost-recovery or reimbursable basis as appropriate. The SDCs also provide training and technical assistance in accessing and using data for research, administration, planning, and decision making by local governments, the business community, and other interested data users.

1	**Encourage Redevelopment, Reuse, and Infill**
2	**Achieve a Balance Between Jobs and Housing**
3	**Provide Affordable Housing Opportunities**
4	**Promote Livable Communities**
5	**Promote Economic Vitality**
6	**Promote Diversity and Inclusiveness**
7	**Promote Compact, Mixed-Use Development**
8	**Promote Telecommunications Infrastructure and Technology**
9	**Promote Walking and Bicycling as Alternative Modes of Travel**
10	**Ensure that Transportation Facilities are Context-Sensitive with Natural Resources, Historic Resources, and Community Values**
11	**Coordinate Land Use and Transportation**
12	**Maximize Use of Existing Infrastructure**
13	**Protect Water Resources**
14	**Plan for Sustainable Water Supply from Ground, Surface, and Lake Michigan Sources**
15	**Protect and Enhance Biodiversity**
16	**Enhance and Connect Green Areas**
17	**Preserve Farmland**

Figure 5: *2040 Plan* Implementation Strategies

The Full Circle program is an opportunity for NIPC to work closely with local planning groups. This relationship allowed the community groups to provide local insight into the development of the *2040 Plan*. It has also provided the community groups with technical assistance to examine the impacts of regional issues on their local neighborhoods and the impact of local decisions on regional issues. The local-regional perspective is critical to planning in the metropolitan area, and lessons learned here will help with the implementation of the *2040 Plan*.

Implementation Strategies

A total of 17 implementation strategies have been identified that support the overall goals, approach, and collaborative nature of Common Ground (see Figure 5). Each strategy has been given further definition in Chapter 7 with regard to their specific relationships to the *2040 Plan*'s implementation.

The Region's Report Card

Adoption of the *2040 Plan* is only the first step in the planning process. Without active support and monitoring, the plan will have little lasting impact. To monitor the progress, growth, development, and redevelopment of the region, it is necessary to create a process to evaluate the region over time. With enhanced technical capabilities anticipated under the implementation program, NIPC will develop a "report card" of performance indicators to measure the region's progress.

The report card will help establish accountability for implementation progress through status updates of key measures such as transportation efficiency, land conservation, employment, housing, environmental protection, poverty, and a variety of other features. It will be developed with input and assistance from partners and local agencies, and it will be published annually.

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Civic involvement may be an indicator of the progress of implementation of the 2040 Plan.

In keeping with the *2040 Plan* structure, indicators will be grouped according to the five core themes: Livable Communities, Diversity of its People, Natural Environment, Global Competitiveness, and Governed Collaboratively. Essential indicators may include diversity and affordability of housing; job and business growth; jobs/housing balance; taxation; education; diversity of population, income, and occupation; open space; the quality of natural resources; and civic involvement.

Data to gauge the indicators will come from local, state, and national agencies. To measure housing diversity in the region and within its municipalities, subregions, and clusters, NIPC may use data on median home-sale prices from the American Community Survey. The Census Bureau's Manufacturing and Construction Division has quarterly values of residential building permits by municipality for single-family and multi-family occupancy. The National Low Income Housing Coalition presents an annual report called *Out of Reach*, an evaluation of wage versus rent for every county in the United States.[3] The measurement process is crucial; it must be objective and qualitative to portray an accurate picture of the region.

NIPC will work with the input and assistance of our partners and local planners to publish the report card on a regular basis.

Report Offers Data on Renters' Housing Costs[2]

In an effort to provide information about housing affordability to policy makers and advocates, the National Low Income Housing Coalition's *Out of Reach* report contains income and rental housing cost data for the 50 states, District of Columbia, and Puerto Rico by state, metropolitan area, and county. *Out of Reach* provides data about the income renters need to earn to pay their rent and keep their housing costs at 30 percent of their income, the general standard for affordability established by Congress and the Department of Housing and Urban Development.

Learn More

End Notes

[1] *U.S. Census Bureau*, http://www.census.gov/sdc/www/.

[2] *National Low Income Housing Coalition*, http://www.nlihc.org/research/lalihd/Illinois.pdf.

[3] *National Low Income Housing Coalition*, http://www.nlihc.org/.

Related Resources

- *Northeastern Illinois Planning Commission*, http://www.nipc.org/.
- *Campaign for Sensible Growth*, http://www.growingsensibly.org/.
- *Center for Neighborhood Technology*, http://www.cnt.org/.
- *Chicago Urban League*, http://www.cul-chicago.org/.
- *Chicago Wilderness*, http://www.co.kane.il.us/.
- *Latinos United*, http://www.nclr.org/content/affiliates/detail/1163/.
- *Metropolis 2020*, http://www.chicagometropolis2020.org/.
- *Metropolitan Planning Council*, http://www.growingsensibly.org/.
- *Openlands Project*, http://www.openlands.org/.
- *City of Chicago*, http://egov.cityofchicago.org/.
- *Metropolitan Mayors Caucus*, http://www.mayorscaucus.org/.
- *Chicago Area Transportation Study*, http://www.catsmpo.com/.
- *Illinois Department of Commerce and Economic Opportunity*, http://www.commerce.state.il.us/.
- *Illinois Department of Transportation*, http://www.dot.state.il.us/.
- *Illinois Environmental Protection Agency*, http://www.epa.state.il.us/.

Learn More, continued

- *Illinois State Toll Highway Authority*, http://www.illinoistollway.com/.

- *Metra*, http://www.metrarail.com/.

- *National Park Service*, http://www.nps.gov/.

- *Pace*, http://www.pacebus.com/.

- *Regional Transit Authority*, http://www.rtachicago.com/.

- *Environmental Protection Agency*, http://www.epa.gov/.

- *Illinois Department of Natural Resources*, http://dnr.state.il.us/.

- *Northwestern Indiana Regional Planning Commission*, http://www.nirpc.org/.

- *Southeastern Wisconsin Regional Planning Commission*, http://www.sewrpc.org/.

- *U.S. Census Bureau*, http://www.census.gov/.

- *U.S. Department of Commerce*, http://www.commerce.gov/.

- *American Community Survey*, http://www.census.gov/acs/.

- *National Low Income Housing Coalition*, http://www.nlihc.org/.

Implementation Strategies

T his part of the *2040 Regional Framework Plan* concentrates on implementation strategies. To carry out the important work of the plan, NIPC is taking a new, integrated approach toward its mission. Closer connections are needed between NIPC and local planning agencies, and between NIPC's planning products and local and regional land-use plans and policies. The most important effort will be transforming NIPC's forecasting process and the relationship of this process to the *2030 Regional Transportation Plan* (*RTP*).

Specifically, NIPC will:

• Integrate the *2040 Plan*'s land-use planning goals with growth forecasts, transportation models, and planning scenarios.

• Work directly and collaboratively with mayors, presidents, county executives, and county board chairs to use Common Ground plans and policies in the forecast process.

• Facilitate clusters of neighboring communities to work together and review forecasts to plan for growth, redevelopment, and the environment; seek consistency between local planning priorities and regional planning goals; and coordinate these activities with Councils of Governments.

• Work with partners to update transportation and other project evaluation criteria to better reflect the transportation and land-use policies of Common Ground.

N IPC will take on the important role of engaging the region in realizing the aspirations of the Common Ground process. Although this will be a collaborative effort, we recognize that the strategies identified for application at the local level constitute voluntary cooperation.

The *2040 Plan* will require local governments to update and revise general comprehensive, sub-area, transportation, and redevelopment plans. The *2040 Plan* also calls for local governments to coordinate with neighboring local governments, as well as regional and state agencies and organizations to address development issues whose impacts cross jurisdictional boundaries.

These strategies will be part of NIPC's "core" work program. NIPC also will take on the important role of engaging the region in realizing the aspirations of the Common Ground process. Although this will be a collaborative effort, we recognize that the strategies identified for application at the local level constitute voluntary cooperation.

While we seek to create a comprehensive inventory of "roles" that local governments might play in the pursuit of the plan's key strategies, we realize that the applicability and relevance of these tools will vary among the local communities.

Yet, to realize the 2040 Vision, we hope that local communities will treat these strategies very seriously and keep their intent in mind as they seek to enact these recommendations in the context of their specific local situations in the most effective way possible. To that end, NIPC will offer its technical resources and capabilities to assist local communities whenever and wherever appropriate.

As implementation of the *2040 Plan* moves forward, the inventory of potential implementation roles will continue to evolve. Like planning itself, the means of implementation, and the tools afforded to achieve plan goals, are not static. As a result, we will continue to develop or incorporate new techniques and approaches in the future, and we will work with local communities to add to and refine these tools.

Partnerships

Achieving the 52 Common Ground goals will require partnerships between NIPC and a wide range of stakeholders. Many groups have had strong representation in Common Ground and will continue as partners to shape the region as it moves toward 2040. It is through these partnerships that programs and projects will be crafted to support the common vision of livable, diverse communities with a healthy environment, economic prosperity, and collaborative governance. In reviewing funding for major public investments, NIPC and its partners will work toward

Key to Implementation Strategy Priorities

When NIPC was created by the state General Assembly in 1957, it was given three broad responsibilities:

- Conduct Research required for Planning
- Assist Local Governments on Planning Issues
- Develop Advisory Plans for the Six-County Region

The 17 implementation strategies outlined in this chapter respond to those responsibilities. A priority is established for each implementation strategy to tie NIPC's short- and long-term work program to the *2040 Plan*. Some strategies are in NIPC's short-term work program and are marked "Priority/Funded" **(P)**. Others are strategic priorities and are labeled "Priority to be Funded" **(P/TBF)**. The remainder are funding opportunities that will be developed and are marked "Long-Term to be Funded" **(TBF)**.

consistency with the Common Ground goals. Partnerships with state agencies are critical in achieving this consistency. The State of Illinois has authority through the Local Planning Technical Assistance Act to give funding preferences to communities with updated comprehensive plans. The act provides guidance about the contents of comprehensive plans and also includes a Local Planning Fund (not as yet funded by the state General Assembly).

It is important that NIPC not only promote funding of the program, but also assist local governments in getting their comprehensive plans to reflect the *2040 Plan*'s vision, goals, and strategies.

How to Use this Part of the Plan

The implementation strategies are arranged in the following manner:

• Strategies 1 - 8: Development issues, centers.

• Strategies 9 - 12: Land use related to transportation.

• Strategies 13 - 17: Green areas/water resources.

Because local action and coordination will be the keystones of the successful implementation of the *2040 Plan*, diligence was taken to craft implementation strategies. These strategies have been divided into actions undertaken by NIPC itself and strategies and roles to be played by local jurisdictions.

In addition to the implementation strategies themselves, NIPC has attempted to move beyond action by providing context for what needs to be done. For each of the strategies listed in bold and marked with letters (A, B, C, etc.) in the charts on the following pages, a background discussion has been crafted that identifies technical tools to facilitate implementation that allow someone unfamiliar with the strategies to gain insight on how they are used.

NIPC Stakeholders

Civic and business organizations such as:
• Center for Neighborhood Technology
• Metropolis 2020
• Metropolitan Planning Council
• Campaign for Sensible Growth
• Chicago Wilderness
• Chicago Urban League
• Openlands Project
• Latinos United
• Universities, professional planning organizations, and other stakeholders

Municipalities, counties, and regional and state agencies operating in this region, including:
• Chicago Area Transportation Study
• Councils of Mayors
• Councils of Governments
• Metropolitan Mayors Caucus
• Governmental Leagues
• Illinois Department of Transportation
• Regional Transportation Authority
• Chicago Transit Authority
• Metra
• Pace
• Department of Commerce and Economic Opportunity
• Local economic development corporations
• Illinois Department of Natural Resources
• Illinois Environmental Protection Agency
• U.S. Environmental Protection Agency
• National Park Service

1   Encourage Redevelopment, Reuse, and Infill

NIPC Role

Conduct research on new or progressive best practices for redevelopment planning, community engagement, and financing strategies and use the findings to assist local communities with redevelopment, reuse and infill. **(P/TBF)**

Conduct regional studies to identify where opportunities exist for redevelopment, reuse, and infill. **(P)**

Convene and facilitate roundtables where representatives from "built-out" communities can share information, experiences, and tools, and discuss common issues and concerns. **(P)**

Lead the creation and/or strengthening of economic incentives for redevelopment, reuse, and infill such as community development block grants, tax credits, subsidies, and loans. **(TBF)**

Potential Local Roles

A   Identify potential redevelopment, reuse, and infill sites

B   Support the conversion of underutilized properties:
- Plan for the conversion of vacant shopping malls into mixed-use developments
- Consider adopting overlay zoning districts to allow or concentrated mixed-uses
- Assemble developable parcels through the consolidation of smaller individual parcels
- Work with local non-profit developers and community development corporations (CDCs) to create redevelopment coalitions
- Offer incentives for property rehabilitation
- Bring tax-delinquent properties under local control
- Streamline procedures for the acquisition, consolidation and re-use of tax delinquent, vacant and surplus government lands

C   Encourage redevelopment and infill

Establish tax increment financing districts or other special districts to encourage investment in infill locations:
- Provide tax relief, low-interest loans, or other incentives for businesses that locate within established areas
- Improve infrastructure and facilities needed to support new mixed-use development

Encourage brownfield redevelopment:
- Create a database that identifies active or potential redevelopment sites
- Secure outside funding to proactively assess potential brownfield conditions and/or remediate brownfield properties
- Partner with interested developers to facilitate the remediation and redevelopment of brownfields

Implementation Strategy 1:
Encourage Redevelopment, Reuse, and Infill

Encouraging development through redevelopment, reuse and infill can redirect growth from "green-fields" at the urban fringes to vacant and under-utilized land within existing urban areas, thereby helping to preserve the natural environment and create more compact, livable communities.

Urbanized areas in the region range from thriving to disinvested and offer many opportunities for redevelopment. Abandoned or underutilized structures in urban areas are good candidates for redevelopment — obsolete structures can be torn down and replaced by new development better equipped to meet the needs of the community. If the buildings are structurally sound or histori-cally or architecturally significant, they can be adaptively reused to accommodate a new eco-nomically viable use. Infill development refers to the development of vacant lots within urbanized areas or land parcels with capacity to accommo-date additional structures/uses.

A Identify Potential Redevelopment, Reuse, and Infill Sites

Municipalities throughout the region can identify potential sites for redevelopment, reuse, and infill in their communities and create databases to pre-sent to developers. While the intensity and types

of redevelopment might differ, all municipalities have the potential to develop vibrant, mixed-use, walkable cores. For example, via well-managed infill and redevelopment, suburban downtown La Grange has transformed itself into a vibrant, mixed-use center focused on its commuter rail stations.

In the City of Chicago and mature, inner-ring sub-urban communities like Evanston, such opportuni-ties exist outside the central core as well. Several Chicago neighborhoods are already seeing tremen-dous reinvestment in the form of new housing and commercial development. Thousands of square feet of residential and commercial development have been added to the city over the last decade, and this trend continues. The Chicago Housing Authority's (CHA) *Plan for Transformation* is an ambitious $1.5 billion plan to rebuild or rehabili-tate 25,000 units of public housing into mixed-income communities. NIPC, through its Full Circle project, is working in several Chicago neighbor-hoods like Albany Park and Little Village to help residents develop a vision and a plan for the future. The City of Evanston is also experiencing significant infill and redevelopment, especially near its train stations.

B Support Conversion of Underutilized Properties

Directing growth toward centers helps protect greenfields at the urban fringe from being

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Brownfields are abandoned or underutilized structures in urban areas that are good candidates for redevelopment.

developed prematurely. Developing vacant parcels or obsolete structures situates housing and jobs for the growing population closer to urban centers. Redevelopment and infill development helps revitalize blight and vacant urban areas. Abandoned, dilapidated structures negatively impact the neighborhood environment. Rehabilitating such structures or replacing them with new development brings in active uses, helping to restore the social and economic fabric of the community.

Infill and redevelopment presents excellent opportunities for creating mixed-use neighborhoods by incorporating employment and retail uses near housing, reducing the need for people to commute long distances to reach their workplaces. Intensification of urban areas through redevelopment and infill on underutilized sites can also create a more walkable, compact development and help achieve population densities that can support transit and retail. Providing the conveniences of daily living within walking or transit distance for an increasing number of residents reduces the need for automobile trips.

An excellent example of successful redevelopment is The Glen, a 1,121-acre mixed-use development on a former naval air station site in Glenview. Instead of an underutilized parcel in a prime urban area, the former naval base is now a vibrant community of new homes, offices, retail, and entertainment uses located close to a commuter rail station that provides easy access to

downtown Chicago and northern suburbs. Kane County, in its *Land Resource Management Plan* for the year 2030, has adopted an aggressive strategy of directing growth to its mature and growing urban centers to preserve one-third of its land area in open space and agricultural use. To meet this goal, the county is reviewing its urban corridor to identify opportunities for infill, reuse, and redevelopment.

Redevelopment, reuse, and infill developments can often tie into existing infrastructure or require only minimum upgrades. Compared to the extensive infrastructure improvements required to service new developments beyond the existing service area, this utilization of existing systems can result in substantial cost savings for the region.

A 1992 study completed by Professor Robert Burchell of Rutgers University showed that sprawl development in some parts of the United States increased road costs by 23.9 percent and sewer and water costs by 7.6 percent compared with more compact development at the urban edge. Savings from infill development near the center of cities can be even greater.[1]

C Encourage Redevelopment and Infill

Although redevelopment, reuse, and infill development provide many benefits for individual communities as well as the region as a whole,

I ntensification of urban areas through redevelopment and infill on underutilized sites can also create a more walkable, compact development and help achieve population densities that can support transit and retail.

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Many centers are experiencing significant infill and redevelopment, especially near their train stations.
Photo by dorothyperryphotography.com

these projects tend to be inherently more complex to plan, approve, and implement than developing greenfields. Awkward sites, small sites that require land assembly, expensive land costs, environmental contamination, the need for expensive construction techniques, and zoning restrictions are factors that can increase the time and cost of such development and discourage attempts to do so.

The long-term benefits of reinvesting in established urban areas far outweigh the cost of overcoming these obstacles. Successful redevelopment and infill projects within the region are a testimony to this. Local planners in the region can take several steps to make infill and redevelopment economically rational for private investors.

Some of the key steps to smooth this process are described below.

Restrictive zoning regulations on urban density, costly parking requirements, and limits to mixed-use development are major deterrents to redevelopment and infill. Local governments should update their zoning ordinances to minimize such obstacles or disincentives and add provisions to encourage quality redevelopment.

For example, an overlay district for targeted redevelopment areas could provide benefits such as expedited approval and density bonuses. A faster, streamlined approval process reduces developer costs, and the additional sellable/leasable square footage can help recoup the extra costs associated with redevelopment. Allowing

mixed uses, reduced setbacks, and zero-lot line construction with appropriate design controls, and reduced or shared parking makes redevelopment more feasible even on constrained sites, especially in urban cores near transit.

Often local governments need to provide financial incentives to make redevelopment competitive with greenfield development. These financial incentives can include lower impact fees, tax relief, and direct subsidies. Infrastructure upgrades such as sidewalk improvements, and roadway and utility line improvements can be financed through the establishment of Tax Increment Financing (TIF) districts.

Besides using their own resources, communities can also take advantage of state and federal funding programs supporting local redevelopment efforts. The U.S. Department of Housing and Urban Development's (HUD) initiative for Renewal Communities, Empowerment Zones and Enterprise Communities (RC/EZ/EC) provides substantial tax incentives to aid revitalization efforts in designated communities. As a designated Renewal Community, the City of Chicago is eligible to share in an estimated $17 billion in tax incentives.[2]

Other examples include Community Development Block Grants for infrastructure improvements; Economic Development Grant

Programs for brownfield redevelopment; tax credits for providing affordable housing; and funding programs for reducing traffic congestion and improving air quality.[3]

Redevelopment can also be coordinated with historic preservation efforts. Economically viable reuse of abandoned structures that are historic and/or architecturally significant preserves the structures as integral parts of the urban fabric. The federal government provides tax credits for rehabilitating historic buildings as a financial incentive.

A key aspect of successful redevelopment and infill is community support. Often people oppose these projects because they are wary of increased density that they associate with increased congestion. These concerns can be addressed by ensuring proper design guidelines are in place and encouraging such development around transit stations so that a larger percentage of generated trips are non-auto.

Another valid concern is neighborhood gentrification — the concern that old, working class neighborhoods will be replaced by high-end housing beyond the reach of the area's residents. Requirements or guidelines to ensure a reasonable percentage of the redeveloped housing is affordable can temper such an outcome.[4]

▶

Economically viable reuse of abandoned structures that are historic and/or architecturally significant preserves the structures as integral parts of the urban fabric.
Photo by dorothyperryphotography.com

2   Achieve a Balance Between Jobs and Housing

NIPC Role

Support Illinois Housing Development Authority Employer-Assisted Housing program. **(P)**

Assist communities in reviewing and revising local planning policies to encourage an appropriate local and sub-regional jobs/housing balance. **(P)**

Undertake research around the regional jobs/housing mismatch and coordinate with the Urban Transportation Center of the University of Illinois at Chicago and other appropriate entities. **(P/TBF)**

Advocate for the state to implement policies and programs to support jobs/housing balance improvements. **(P)**

Research incentives to encourage residents to live near where they work; for example, public/employer partnerships to provide down payment assistance to employees. **(P/TBF)**

Research state-financed revolving loan programs to assist local communities in providing appropriate housing types near centers and employment nodes. **(TBF)**

Research grants available to communities that are working actively to improve their jobs/housing ratio. **(TBF)**

Potential Local Roles

A   Promote job and housing opportunities:

Offer local government employees employer-assisted housing benefits

B   Implement employer-assisted housing programs to help employees purchase a home near their job, using the Fannie Mae Employer Assisted Housing Program and Metropolitan Planning Council model

- Adopt flexible community policies to facilitate a diversity of housing, including affordable housing, near centers and employment nodes

- Offer tax relief or other incentives to businesses providing employer-assisted housing programs

- Encourage businesses to hire from the local labor force

C   Improve quality of life with a stronger jobs/housing balance

Implementation Strategy 2:
Achieve a Balance Between
Jobs and Housing

A strategy to achieve a better balance between the number of jobs and housing units or households in a municipality must go beyond just finding equilibrium between the number of jobs and housing units. It is critical that jobs available in a community match the skills of the labor force in that community, and that housing is available at prices affordable for workers who wish to live in the area.

Providing affordable housing near jobs or creating jobs near affordable housing helps give all residents in the region the opportunity to live near their jobs. Balancing jobs and housing in communities throughout the region will decrease the number of vehicle miles traveled (VMT),

temper roadway congestion and commute times while at the same time reduce pollution and improve quality of life in the region.

A Promote Job and Housing Opportunities

Many of the jobs in the region are located in and around the central area of Chicago, along corridors, and in the industrial suburbs and satellite cities. In general, the largest concentrations of jobs are located in Chicago, north and northwest Cook, DuPage, and southern Lake counties. Figure 1 shows the jobs-households ratio by municipality for the six-county region. This figure highlights locations with an excess of jobs or residences.

With the exception of Chicago, the job-rich areas also have a relatively expensive housing stock.

▲
The largest concentrations of jobs are generally located in Chicago, north and northwest Cook, DuPage, and southern Lake counties.

▼   **Figure 1: Ratio of Jobs to Households by Municipality as of 2000[5]**

Lake Michigan

Legend

- 0.01 - 0.50
- 0.51 - 1.00
- 1.01 - 1.50
- 1.51 - 3.00
- 3.01 - 5.00
- > 5.00
- —— Expressways
- ☐ Chicago and Satellite Cities
- ☐ County Boundaries
- ☐ Lakes and Streams
- * Data Not Available

0   2.5   5   10   15   20   Miles
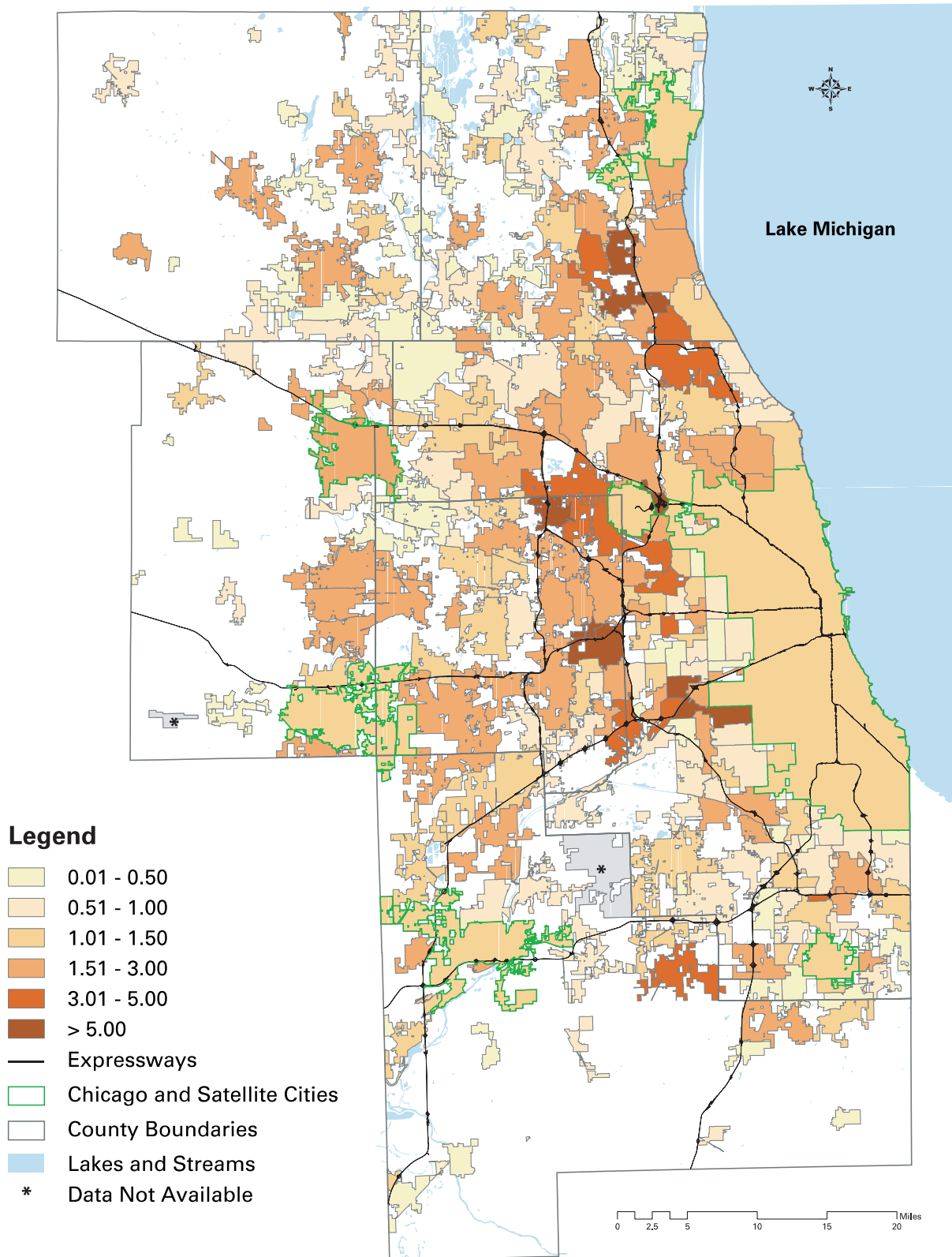
Industry Title	Cook			DuPage			Kane		
	Jobs	Workers	Net Jobs	Jobs	Workers	Net Jobs	Jobs	Workers	Net Jobs
Total	2,947,845	2,421,287	526,558	635,357	476,172	159,185	212,899	196,184	16,715
Agriculture	12,261	2,356	9,905	4,204	800	3,404	2,971	1,196	1,775
Construction	99,212	119,355	(20,143)	34,896	25,308	9,588	10,484	14,549	(4,065)
Manufacturing	395,793	342,422	53,371	81,965	71,402	10,563	41,148	40,752	396
TCU*	220,652	162,465	58,187	41,761	26,374	15,387	6,506	9,661	(3,155)
Trade	585,381	337,050	248,331	166,830	80,708	86,122	41,186	31,905	9,281
FIRE**	232,353	219,831	12,522	39,983	46,314	(6,331)	9,700	13,411	(3,711)
Services	1,242,935	1,144,197	98,738	243,442	214,242	29,200	89,381	79,556	9,825
Government	159,259	93,611	65,648	22,277	11,024	11,253	11,521	5,154	6,367

Industry Title	Lake			McHenry			Will		
	Jobs	Workers	Net Jobs	Jobs	Workers	Net Jobs	Jobs	Workers	Net Jobs
Total	336,893	310,396	26,497	100,985	135,269	(34,284)	157,797	246,431	(88,634)
Agriculture	6,755	930	5,825	2,995	1,289	1,706	4,657	966	3,691
Construction	16,855	19,081	(2,226)	8,449	11,826	(3,377)	13,722	20,209	(6,487)
Manufacturing	57,749	61,291	(3,542)	22,772	28,996	(6,224)	20,252	38,068	(17,816)
TCU	10,694	11,020	(326)	3,201	6,907	(3,706)	10,209	18,441	(8,232)
Trade	83,041	50,982	32,059	21,958	22,295	(337)	35,606	39,950	(4,344)
FIRE	19,651	28,496	(8,845)	2,601	10,756	(8,155)	4,657	19,727	(15,070)
Services	125,946	129,619	(3,673)	33,956	50,039	(16,083)	59,249	100,633	(41,384)
Government	16,204	8,977	7,227	5,054	3,161	1,893	9,446	8,437	1,009

*Transportation, Communications and Utilities   **Finance, Insurance and Real Estate

▲

Figure 2: At-Place Employment by County as Compared to Resident Workers by County, 2000[6]

(The largest concentrations of housing affordable to middle and low-income workers are in Chicago, western and southern Cook County, and some parts of the collar counties).

Because families cannot afford housing near their jobs, they are buying houses farther away from the central city and their jobs to get more for their money. As a consequence, they must spend more money on transportation expenses and longer commutes. Workers are often forced to own more cars than if they live near their jobs.[7] The likely consequences of this mismatch are reduced employment choice; lengthened commute times — particularly for low-income workers; significant income transfers among counties; and stress on business development from labor force shortages.

Figure 2 shows "at-place" employment by county by economic sector versus the total workers per employment sector. This highlights the mismatch between where resident workers live and where they have opportunities for employment.

The region should take action to reduce the distance between housing and employment by providing housing near employment centers. To properly address the problem, each munici-pality in the region needs to assess its jobs/ housing balance and amend its comprehensive plan to include specific policies to achieve a better balance of jobs and housing. If the community has an excess of jobs, then policies should encourage the development of affordable

Case Study: St. Charles, Illinois

Live-near-work programs that combine state and/or local funds with those from private employers can help overcome the mismatch of jobs and housing. A recent employer-funded example occurred near St. Charles, where, as of September 2003, System Sensor offered $5,000 forgivable loans for closing costs and payments to help 43 employees buy homes within a 15-mile radius of its plant.
The company has already experienced a $100,000-per-year savings from reduced turnover and absenteeism which more than covers the cost of the forgivable loans.[8]

Case Study: Evanston, Illinois

The City of Evanston adopted a pilot employer-assisted housing program in 2003. The program is geared towards municipal workers and offers five grants of $5,000 per household to purchase homes in Evanston. Only first-time home buyers and households earning less than 80 percent of the region's area median income are eligible for the program. Participants in the program must contribute at least $1,000 or one percent of the purchase price at the closing. The Housing Opportunity Development Corporation (HODC) will provide homeownership education to employees participating in the program and will help employees access other forms of financial assistance, including matching funds from the state.

housing near the jobs. For communities with an abundance of housing but few jobs, economic development efforts should be used to target jobs that match the skills of the residents.

Many communities in the region already have a numerical balance between the number of jobs and households in their communities. However, this does not guarantee that the employees in the community are able to live in the same community. For example, police officers, firemen, and teachers are often not able to live in the communities where they are employed because of the high cost of housing. If a community determines there is a lack of affordable housing for such employees, it should adopt policies that encourage affordable housing to reduce the distance between jobs and housing.

Infill, brownfield redevelopment, and contiguous development are popular approaches to providing such affordable housing or attracting new employment to reach a better jobs/housing balance. Benefits include reducing costs, saving resources, connecting new communities, and revitalizing older communities. Mixed-use development is another way to improve the balance between jobs and housing. Mixed-use developments can include commerce, retail, education, recreation, entertainment, and housing in close proximity to one another. Developments often contain first-floor retail with residential units on the upper floors. These types of developments allow workers to live near their jobs.

B Implement Employer-Assisted Housing

There are a variety of employer-assisted housing (EAH) programs that help employees find homes closer to work. Some programs provide homeowner education while other programs provide direct financial assistance for closing costs and mortgage payments. Employers can receive help establishing an EAH program from

the Regional Employer-Assisted Collaboration (REACH), a group of nonprofit housing organizations from around the region that help administer EAH initiatives for employers. Local governments can help reduce commute times by offering EAH programs to their own workforce and encouraging businesses in the community to do the same. By implementing EAH programs, communities can benefit from less traffic congestion and more local investment.

Matching funds and tax credits are available from the State of Illinois and the Illinois Housing Development Authority (IHDA) for EAH programs. Several communities in the region currently offer EAH programs to their employees including the City of Chicago, Evanston, St. Charles, and Riverdale.[9]

C Improve Quality of Life with Stronger Jobs/Housing Balance

The separation of jobs and housing in the region has other significant impacts on residents and employers. The more time a worker spends traveling to and from his or her job, the less time a person has for exercise, hobbies, or spending time with family and friends. As the amount of free time a person has in his or her day decreases, that person's quality of life can also decrease. The stress caused by long commutes can lead to health problems that raise the cost of health insurance for employers.

Long commutes can also lower worker productivity and increase absenteeism and employee turnover. Higher turnover means that employers must spend more time and money recruiting and training new employees. As road congestion and commute times get worse, businesses may choose not to locate in the Chicago region, which would negatively impact the regional economy.

Minimizing the distance between jobs and housing will also help reduce pollution in the region.

County	1970	1980	1990	2000
Cook	95%	94%	91%	88%
DuPage	49%	53%	58%	59%
Kane	74%	70%	60%	56%
Lake	73%	69%	63%	67%
McHenry	63%	59%	51%	51%
Will	69%	56%	46%	44%

▲

Figure 3: Workers Who Live and Work in the Same County

Year	1982	1993	2002	2003
Hours	16	42	55	58

▲

Figure 4: Annual Hours of Delay per Traveler[10]

County	1990	2000	Change
Cook	29.4	32.6	3.2
DuPage	27.3	29.0	1.7
Kane	23.5	27.3	3.8
Lake	26.4	30.1	3.7
McHenry	28.8	32.2	3.4
Will	27.3	32.0	4.7

▲

Figure 5: Change in Median Travel Time to Work by County, 1990 - 2000 (minutes)

▲

According to data from the Texas Transportation Institute, northeastern Illinois ranks high on excess fuel consumed.

According to the U.S. Environmental Protection Agency (EPA), northeastern Illinois is currently a non-attainment area for ozone.[11] Ozone is a product of a chemical reaction between volatile organic compounds (VOCs) and nitrogen oxides. Transportation sources account for 40 percent of the VOC emissions in the region. Controlling VOC emissions from transportation sources is an important factor in reducing ozone levels.

Reducing vehicle use or improving traffic flow will encourage a move toward attaining air-quality standards and enable residents of the region to breathe easier.[12]

By providing adequate housing in the job-rich counties or jobs in the counties with a supply of affordable housing, driving distances could be reduced and individuals not able to afford a car could better find a job near their home. However, throughout the region, residents are driving longer distances for work and other activities. Land-use patterns that have increased travel distances by separating homes, jobs, and other destinations account for approximately one-third of the increase in driving.[13]

In 1970, only 13 percent of the region's resident commuters lived and worked in different counties. By 2000, this number had increased to more than one out of every four commuters for a total of 1 million inter-county commuters. In Will, McHenry, and Kane counties, more commuters left the county to work than came into the county for work. Figure 3 shows the number of workers who live and work in the same county.

Chicago-area expressways and arterials are already among the most congested in the nation, according to data from the Texas Transportation Institute (TTI). The region ranks high on all measures of congestion and related costs, such as travel delay, excess fuel consumed, and the Travel Time Index, which

C ontrolling VOC emissions from transportation sources is an important factor in reducing ozone levels. Reducing vehicle use or improving traffic flow will encourage a move toward attaining air-quality standards and enable residents of the region to breathe easier.

measures the time it takes to make a trip during rush hour versus the time to make the same trip during off-peak hours.

According to TTI, congestion is costing the region over $4 billion annually. Historical data from TTI (Figure 4 below) show that congestion has been growing significantly worse over the last 20 years. Since 1982, the annual hours of delay per traveler has more than tripled.[12]

Ensuring that the residents of the region can find housing near jobs can help reduce congestion in northeastern Illinois and thus help decrease VMT per person. Even though work trips are only a small percentage of overall trips, reducing the distance of work trips will help reduce the overall VMT.

According to the 2000 U.S. Census, the average mean travel time to work in the six-county area has increased. Cook County had the highest at 32.6 minutes. This is up 3.2 minutes from 29.4 minutes in 1990. Will County experienced the largest growth in commute times with an increase of 4.7 minutes between 1990 and 2000. Overcoming the mismatch between jobs and housing in the region can also help reduce these commute times.

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As road congestion and commute times get worse, businesses may choose not to locate in the Chicago region.

3 Provide Affordable Housing Opportunities

NIPC Role

Develop an active program to address the needs for affordable housing opportunities **(TBF)**

- Conduct research on housing issues and responses.
- Work with communities to develop affordable housing plans.
- Make expertise available to communities regarding strategies for increasing residential options (e.g., employer supported housing programs, code evaluation, innovative federal and state financing mechanisms).
- Provide model affordable housing policy and ordinance language to counties and municipalities in order to guide the prioritization of available funding.
- Develop zoning models and design guidelines to address the regional need for affordable housing in coordination with counties, municipalities, and the Illinois Housing Development Authority.
- Provide support and educational activities to both elected officials and residents to address misconceptions regarding various housing types, needs, population groups and feasibility.

Be a leader in advocating for affordable housing issues with the Regional Housing Task Force, Illinois Housing Roundtables, the Metropolitan Mayors Caucus and other groups committed to address affordable housing issues. **(P)**

Conduct research and provide technical assistance in conjunction with other regional agencies, such as the Center for Neighborhood Technology and the Chicago Rehab Network to develop and promote homeownership opportunities through programs that: **(P)**

- Encourage the use of location efficient mortgages (LEMs) that allow buyers to qualify for larger mortgages to purchase homes convenient to public transportation.
- Provide grants to offset down payment costs for eligible homebuyers.
- Match employee's contributions to homeownership savings plans.
- Provide forgivable, deferred or repayable-low interest loans.
- Provide homebuyer and homeowner education.

Potential Local Roles

A   Determine and address the need for affordable housing options within sub-regions working jointly with counties

Adopt the Metropolitan Mayor's Caucus Housing Endorsement Criteria

Establish local housing commissions to address housing policy and review housing development opportunities

Facilitate the development of affordable housing through policies that:
- Strategically use public funds to leverage private investment in affordable housing

B   Build flexibility into local codes to accommodate various housing types
- Require a percentage of affordable dwelling units in market-rate developments
- Allow the creation of accessory dwelling units, attached or detached from the primary residential unit, on single-family lots
- Seek to preserve existing affordable housing in gentrifying areas
- Streamline processes of review and approval of affordable housing proposals
- Reduce or waive impact fees on new affordable housing projects
- Assemble parcels, including tax-delinquent properties and vacant or abandoned buildings, for affordable housing development projects
- Encourage housing with limited equity components, such as cooperatives and community land trusts
- Provide homebuyer assistance through community land trusts to provide a long term, permanent stock of affordable housing

Work with transportation providers to expand public transit links between affordable housing and job centers.

Implementation Strategy 3:
Provide Affordable Housing Opportunities

As the population in the region grows and transforms, and as the *2040 Plan* directs growth to centers, the housing needs of the region will also be changing.

The region needs housing choices that are diverse and affordable. Currently, much of the region's affordable housing is located in areas that are separated from job opportunities for its residents. Affordable housing should be spread around the region so residents have the opportunity to live near jobs and high-quality schools. To promote housing and mixed-use development that meets the needs of the region, communities in the region should adopt the Metropolitan Mayors Caucus Housing Endorsement Criteria.

A **Determine and Address the Need for Affordable Housing Options Within Sub-Regions Working Jointly with Counties**

Homeownership in many high job-growth areas in the region is not attainable for the average working family and lower income individuals. According to the U.S. Census Bureau, housing prices for owner-occupied units have increased 34 percent in the Chicago area since 1990, while household incomes have increased only 30 percent. Municipalities in all six counties are experiencing large increases in median housing values and becoming increasingly less affordable for working families. In 2000, Lake County had the highest median housing value at $198,200, followed closely by DuPage with a median housing value of $195,000.

Households that are not able to afford homeownership are facing another problem — the lack of

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Municipalities in all six counties are experiencing large increases in median housing values and becoming increasingly less affordable for working families.

rental housing. Increasing rents and the shrinking rental housing stock are problems throughout the region. During the 1990s, the six-county region lost more than 28,000 rental units.[15]

DuPage County, with a median monthly rent of $837, is the most expensive county for renters. Cook County has the majority of rental housing in the region, but Cook County lost over 5,000 rental units between 1990 and 2000.

According to HUD, housing is considered affordable if a household has to pay no more than 30 percent of its annual income on housing.[16] Because housing prices are growing faster than incomes in the region, the housing in the region is becoming less affordable for a greater percentage of the population. Regionally, the percentage of people spending more than 30 percent of the household income on housing costs grew by 22 percent.

The lack of affordable and rental housing in the region has forced more people in the region to live in undesirable conditions. For example, between 1990 and 2000 the number of housing units considered overcrowded (more than one person per room) increased in all but one county. Families are forced to live in smaller units because they cannot afford larger units, or larger units are not available. Some cultures favor multiple generations to live in the same household. However, with a lack of larger units, multiple generations must share limited space.

During the next several decades, the region will experience tremendous growth. By 2030, the six-county region will gain 720,000 new households. The composition of these new households will be different than households in the region today. There are more non-traditional families that have different housing needs than traditional families. Many professional, single men and women are looking to buy housing for the first time and are often unable to afford housing near family, friends, or jobs.

In some cases, multiple generations of families are living in the same household and therefore, larger units are needed. Many baby boomers will soon reach retirement age, and more and more are planning to stay in the Chicago region instead of moving to warmer climates. Communities across the region need to provide a variety of housing choices to meet the needs of the future population.

Affordable housing is available in some areas of the region. However, the regional distribution of affordable housing is not equitable. High percentages of the region's low-income population reside in communities that have a low number of employers. While housing in these areas may be affordable, the geographic distance between these communities and employment centers presents many challenges. These communities usually have a low tax base, which negatively influences the quality of the educational system and thereby limits opportunities available to residents later in life.

	Region	Cook	DuPage	Kane	Lake	McHenry	Will
1990	5.2%	6.1%	1.9%	5.0%	3.2%	1.8%	2.8%
2000	6.5%	7.7%	3.5%	6.9%	4.6%	2.6%	2.6%

▲

Figure 6: Percentage of Housing Units Considered Overcrowded[17]

Without realizing it, many communities deter the development of affordable housing because of inflexible policies. PA93-0595 or Illinois State Statute 310 ILCS 67: The Affordable Housing Planning and Appeal Act was recently passed by the state legislature to provide new ways to over-come local government regulations that impede the development of affordable housing. The law requires municipalities to develop an affordable housing plan indicating how the municipality will reach the goal of 10 percent affordable housing within its boundaries. The law also establishes a State Housing Appeals Board, which will review developers' appeals of local government decisions that inhibit the development of affordable housing. Communities with fewer than 1,000 residents, where more than 10 percent of the housing is affordable or where an affordable housing plan to meet the goal of 10 percent affordable housing has been created, are exempt from the law.[19]

County	Median Housing Value (owner- occupied) 2000	Median Rent 2000
Cook	$157,700	$648
DuPage	$195,000	$837
Kane	$160,400	$686
Lake	$198,200	$742
McHenry	$168,100	$761
Will	$154,300	$630
Region	$165,012	$680

▲

Figure 7: Median Housing Value and Rent, 2000[18]

Metropolitan Mayors Caucus Housing Endorsement Criteria

Location: Infill development and redevelopment within existing cities and towns, as well as new conservation develop-ments, will receive preference. In order to maximize compatibility with public transit and minimize auto use, housing within one mile of major transit service, a job hub or town center, provides a future market for transit. The project may be within two miles of a rail transit station if provisions are made to provide ongoing shuttle service to the future resi-dents. Major transit service is defined as a bus or rail stop with peak period wait times of no more than 30 minutes. Major transit service also includes funded, but not yet built, fixed rail stations.

Land Use: New developments that aim to cluster housing in an efficient manner, in context with the surrounding com-munity, to preserve natural resources and open space will be given priority attention. Higher densities and mixed uses are particularly appropriate near Metra and CTA stations to reduce traffic congestion growth on local and regional roads.

Attainability: Mixed-income housing developments, which include units accessible to moderate-income working fami-lies and to house-holds with lower incomes, along with market rate units in the same complex, will be given preference. Developments that help balance affordability levels within communities, while assuring consistent quality and design, will receive strong support.

Design: New developments that stress quality design and construction to help ensure its long-term contribution to the improvement of the neighborhood will be given preference. The proposed buildings will fit their setting, complement-ing and enhancing the existing neighborhood, and promoting a sense of community, pedestrian friendly design and the other principles of good village design. Proposals will address transit use and access and, where appropriate, the poten-tial for mixed use.

Management: The management and maintenance of developments are as critical as the initial design and construction to meeting the goals of enhancing communities. Therefore, the capacity of the development team to successfully address long-term needs, as evidenced by its track record in selling, leasing and managing development properties, and its history with neighborhood and/or tenant relations, will also be considered.

Zoning laws that encourage single-family homes on large lots can drive up the cost of housing and prevent the development of affordable units.

B Build Flexibility into Local Codes to Accommodate Various Housing Types

There are many tools that communities can use to promote the development of affordable housing in their municipality. The zoning laws of many communities encourage single-family homes on large lots, which can drive up the cost of housing and prevent the development of affordable units. Some local regulations deemed not essential to health, safety, and welfare can increase the cost of developing a housing unit by thousands of dollars. In most cases, the developer increases the price of the housing unit to share the burden of these regulatory costs. (In some instances, towns that want to be exclusive use such costs as a way to prohibit affordable housing from their community.[20]) Communities can also take such steps as waiving permit fees for affordable housing units to decrease the cost of development.

Strict zoning policies can make it difficult to develop affordable housing. To allow for the development of affordable housing, communities should adopt flexible zoning codes such as an inclusionary zoning program. Inclusionary zoning requires developers to include a certain percentage of affordable options when building or redeveloping market-rate housing. The requirements of inclusionary zoning programs vary.

Sometimes the affordable units can be built in the development or at another site. In other cases, developers are allowed to donate land or money to be used for affordable units in the future instead of building affordable units. In return for the donation or building affordable units, developers are often offered incentives such as a density bonus, fee waiver, or tax break.

Strict zoning policies can make it difficult to develop affordable housing. To allow for the development of affordable housing, communities should adopt flexible zoning codes such as an inclusionary zoning program.

4 Promote Livable Communities

NIPC Role

Develop major technical assistance program and capacity to assist municipalities in their comprehensive planning for livability. **(P)**

Research "best practices" for livable communities and assist local communities in implementing these practices. **(P)**

Conduct research on innovative examples of practices in roadway design that are consistent with Common Ground goals (context sensitive solutions) and distribute the findings to local communities. **(TBF)**

Lead efforts to encourage the State of Illinois to target funds to assist communities in projects that promote walkability-sidewalk upgrades, crosswalks and pedestrian-activated signals, etc. **(P/TBF)**

Encourage the state to target funds and/or tax relief to communities and property owners who preserve and adaptively reuse historic structures. **(TBF)**

Encourage the development of green strategies such as long-range renewable sources of energy (e.g., solar and wind power, and solid waste materials). **(P/TBF)**

Potential Local Roles

A Review design standards and regulations for inconsistencies with livability

B Implement design principles that promote walking and biking:

- Require building designs that make commercial areas more pedestrian-friendly, such as first floor retail storefronts built to public walkways.
- Encourage streets that are designed to ensure safety and mobility for cyclists and pedestrians.
- Adopt design standards for sidewalks and streetscape treatments
- Design a comprehensive sidewalk and bike route network, to provide convenient access to commercial areas, schools, parks and other key community destinations
- Include appropriate signage, especially for bike routes
- Distinguish between commercial areas where people arrive mostly by auto and more traditional pedestrian shopping districts in local zoning codes. Apply appropriate standards in each area. Auto-oriented areas should allow for safe pedestrian and bike uses; pedestrian shopping districts should have buildings pulled up to the sidewalk, parking in the back or side to encourage street parking in front

C Accommodate all segments of population in community design

Increase accessibility to public, recreational and open space facilities through the convenient location of facilities and the provision of transportation services

- Encourage a "sense of place"
- Define communities and neighborhoods with visual cues such as signs, landscaping and light posts. Encourage "activity on the street" in commercial areas (seating areas, outdoor dining, etc.) Plant trees and preserve existing trees during new construction
- Preserve scenic vistas through the appropriate location of utilities and billboards
- Preserve neighborhood schools and build new schools at highly accessible locations
- Facilitate and support opportunities for community interaction (local festivals, farmers markets)

D Foster the relationship between economic development, sense of place and livability

- Implement parking improvements
- Reduce the minimum number of parking stalls required for commercial enterprises, especially those near transit facilities and/or in traditional commercial areas
- Allow for shared parking between businesses
- Encourage parking to be placed to the side or rear of buildings
- Provide preferred parking locations for carpools or vanpools

Employ strategies to preserve historic resources

- Adopt policies to protect and maintain existing housing, neighborhoods, and significant cultural and historical resources
- Apply for designation of buildings or districts in the National Register of Historic Places, and/or as local historic landmarks certified by the National Park Service or local landmarks approved by local municipalities under the Certified Local Government program of the State of Illinois
- Encourage the use of tax credits, easements, grants, etc. for historic preservation

Implementation Strategy 4:
Promote Livable Communities

Livable communities have many characteristics. These communities are designed for people first, with reduced traffic speed, volume, and noise, which can increase property values and quality of life. Some of these characteristics include a sense of place, public spaces, and a mix of residential and commercial uses. A community is also considered livable if it is developed at a human scale, its diverse and inclusive, and it offers mobility choices such as public transportation, walking, and biking.

Residents and employers are increasingly seeking out livable communities where attractive destinations, workplaces, and amenities are within a comfortable, safe, and convenient walking distance from home. Vibrant pedestrian centers, when integrated with residential areas, can create and retain jobs, improve retail sales, strengthen the tax base, and attract tourism. Thriving public spaces increase opportunities for resident interaction, creating a sense of community and providing a forum for civic functions. Active communities are safer because the frequent presence of people keeping watchful eyes on businesses and homes reduces opportunities for vandalism and crime.

A Review Design Standards and Regulations for Inconsistencies with Livability

To develop in a more livable manner, zoning ordinances may need revision to allow for greater levels of intensity and mix of uses than are currently permitted. Intense development most successfully secures community support when it is attractive. The best way to ensure good design is to draft design guidelines and establish a design-review process.

Implementing livability requires a holistic approach. When looking at the zoning code, it is critical that densities and uses be addressed in concert with other issues such as the design guidelines and transportation considerations. Pedestrian and transit connectivity should be addressed from the beginning of the planning process to achieve the best results, and multiple city departments and regional agencies, such as transit agencies, should participate.

Some challenges such as traffic congestion, the jobs/housing mismatch, and environmental preservation are regional, so it is critical that decision makers understand how the right actions in their local communities can contribute to improving the regional conditions.

By collaborating with other municipalities to address larger-scale issues, creating innovative partnerships (e.g., participating in the Metropolitan Mayors Caucus, Councils of Government, or meeting regularly with municipalities in immediate areas to collectively solve problems), and staying informed about regional issues, local jurisdictions can avoid decisions that lead to negative consequences both for their communities and the region.

By collaborating with other municipalities to address larger-scale issues, creating innovative partnerships, and staying informed about regional issues, local jurisdictions can avoid decisions that lead to negative consequences both for their communities and the region.

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Possibly the best opportunity for increasing walking is to walk near one's home for recreation or shopping.

Even if work trips are by transit or car, in livable communities, more everyday shopping and leisure trips could be on foot, enabling people to incorporate physical activity at the same time they are doing errands.

B Implement Design Principles that Promote Walking and Biking

Recent studies show that good community design can have important health implications. In well-designed, livable communities with good pedestrian access, people have more opportunities to be physically active. Walking is the easiest form of exercise.[21]

Livable communities with sidewalks and where destinations are within walking distance of residences make it easier to make walking part of one's day. This may help lower rates of obesity and other related diseases. In contrast, a 2003 study argues that "those living in sprawling counties are likely to walk less in their leisure time, weigh more and have greater prevalence of hypertension than those living in more compact places."[22]

Changes to our communities' designs may make walking or biking a viable option for commuters as well as for non-work trips. Nationally, the number of people who walk to work dropped by 26 percent from 1990 to 2000, while the obese or overweight segment of the population has increased more than 60 percent. While 2.9 percent of all Americans walk to work,[23] 3.2 percent walk to work in northeastern Illinois.[24] This varies from 4 percent in Cook County to fewer than 2 percent in DuPage, Kane, Will and McHenry counties.[25]

Traveling on foot near one's home for recreation or shopping is perhaps the best opportunity to increase walking. People make an average of four trips per day; however, of all trips made, just 15 percent of them are commute trips, with an additional 3 percent of trips made for work other than the commute trip.[26] Therefore, even if work trips are by transit or car, in livable communities, more everyday shopping and leisure trips could be on foot, enabling people to incorporate physical activity at the same time as doing errands.

A 1995 survey conducted by the Federal Highway Administration found that just 10 percent of students walk to school, a decrease of 50 percent since 1969.

C Accommodate all Segments of Population in Community Design

Community design and livability is very important in terms of inclusiveness and equity. A large segment of the population, including the elderly, children, the disabled, and the poor, may not have access to a car or the ability to drive. In the six-county area, 10.7 percent of the population is over age 65. Nationally, 15.6 percent of those between age 65 and 70 are not licensed drivers, increasing to 38 percent from ages 80 to 84 and 60.1 percent over age 85.

In the coming decades, as the Baby Boomers age, we can expect a larger number of people over age 65 to live in our communities. (See Figure 8). Municipalities should therefore be planned to offer residents the opportunity to age in place near their families rather than being forced to look elsewhere to live. This requires attention to longer street-crossing times, smooth sidewalks, and close proximity of services. When a community is designed for the elderly or disabled, it will also meet the needs of all its residents, including anyone temporarily disabled and others with more complicated mobility needs such as mothers with young children.

Children make up another age group strongly affected by whether a community offers a safe walking environment. A 1995 study found that
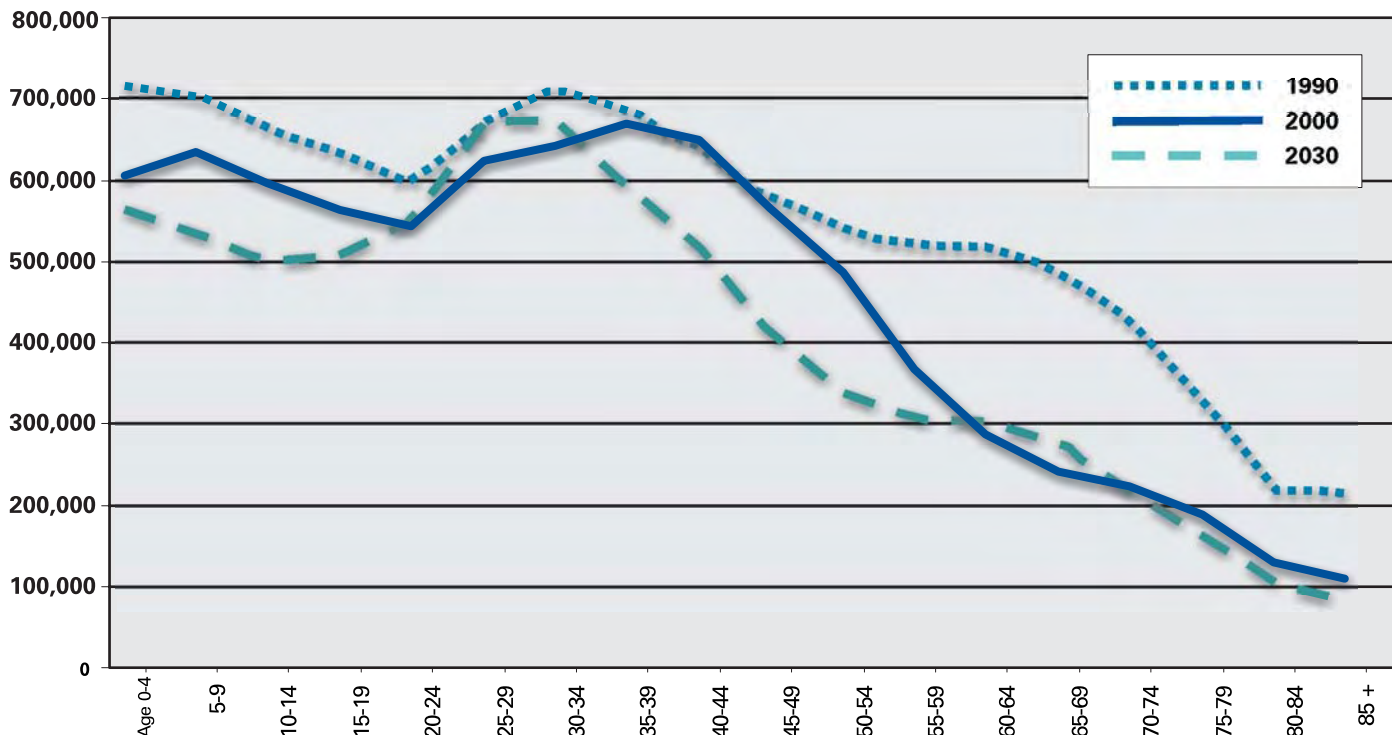
Figure 8: Age Distribution in Northeastern Illinois in 1990, 2000, and 2030

just 10 percent of students walk to school, down from 50 percent in 1969.[27] This is due to several reasons, including school location farther from home, concerns about traffic danger, and fear of crime. Good community design can mitigate some of these issues.

Furthermore, despite recent reductions in the number of foot trips, pedestrian injury remains the second leading cause of unintentional injury-related death among children ages 5 to 14.[28] Most of these incidents happen when children travel to and from school.

Simultaneous with taking steps to ensure schools are more accessible to students, the neighborhood and transportation design must be safe. Sidewalks, crosswalks, and traffic-calming measures are needed to ensure that the journey to school is safe.

D Foster the Relationship Between Economic Development, Sense of Place, and Livability

Communities designed to be livable provide their residents value in terms of ease and enjoyment of life. Livability also can provide value in terms of economic development. Employers may be more inclined to locate where there is good quality of life for potential employees and a good transportation network. Adding residents to or near the city center can incite retail and service businesses to locate there because it strengthens the market.

A recent study by the Federal Transit Administration shows that by 2025, the demand for housing within a half-mile of a transit station is likely to more than double.[29] More of the public is gravitating toward communities with transportation options and characteristics of livability, and communities must be aware of these trends to stay competitive.

If a community is not designed well, damages its natural assets, and is difficult to get around, its value in the marketplace can be at risk. Property values (and a sound taxable base) are more likely to be retained and grow in communities that are well-designed, functional, and have amenities that contribute to good quality of life.

Another benefit of designing a community according to livability principles is the creation of public spaces. Residents will use public spaces when they are designed well, at human scale, with seating, art, and good lighting. Good public spaces are important amenities that foster a sense of community and can host public events that bring residents together. A vibrant main street with good sidewalks can be a space where neighbors run into one another. Sufficient parks and recreational areas are also an important facet of livability.

Safety and security are major factors in choosing a place to live, and livable communities offer effective safety features, good transportation design, streets that have sidewalks for pedestrians, dedicated bike trails or lanes, traffic calming, and clearly marked roadways to help minimize pedestrian and bicycle injuries and fatalities. But safety is more than transportation design. Another feature of a livable community is that it cultivates a vibrant street life. When people are out enjoying the community, there are more "eyes on the street," as observed by planner Jane Jacobs.[30] This creates safety in numbers and reassures people out enjoying cultural activities and shopping, and encourages neighbors to look out for one another.

A sense of place that gives a community its identity is multifaceted and may include good views and sight lines, areas protected by trees, water features, areas well-framed by buildings, attractive landscaping, and amenities such as restaurants and shopping, and art. A great main street with a public square that features a unique sculpture can establish a foundation for a community identity. Preservation of historic buildings will also contribute to establishing a unique community image.

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A great main street with a public square that features a unique sculpture can establish a foundation for community identity. Photo by dorothyperryphotography.com

5   Promote Economic Vitality

NIPC Role

Become the regional clearing house for data research, information and technical assistance on economic development. **(P/TBF)**
- Improve the quality and availability of regional and local data relating to economic development by serving both as a central collector and as a knowledge disseminator.
- Facilitate the dialogue between economic development entities (EDC) communities and sub-regions, to plan economic development strategies within centers.

Facilitate region-level cooperation between EDCs, COGs and counties on an overall regional economic development strategy. **(P/TBF)**

Involve the business community to ensure realistic market expectations and help develop public/private partnerships. **(P/TBF)**

Facilitate digital and telecommunications infrastructure planning. **(TBF)**

Create new knowledge to guide investment and define the economic status of centers. **(TBF)**
- Inventory existing businesses within centers and their relationships
- Identify employment sectors
- Assess the role of arts, tourism, housing and other market activity generators around the core of designated centers

Manage local and sub-regional economic development initiatives to achieve reinvestment in existing centers or the smart creation of new centers, which could include: **(TBF)**
- Workforce development, training and job placement initiatives
- Tax Increment Finance Districts
- Cooperative alliances with EDCs, business associations and civic organizations
- Small business assistance, loan programs, and tax credits
- Job creation and capital investment
- Provision of employer support services (shuttles, child care, etc.)
- Identify opportunities for business incubators and technical assistance programs, in conjunction with area colleges and universities

Facilitate the cooperative use of tax credits and other available incentives for job creation and capital investment, which could include: **(TBF)**
- Workforce development, training and job placement programs
- Cooperative alliances with business associations and civic organizations
- Small business assistance and loan programs
- Provision of shared support services (shuttles, child care, etc.)
- Establishment of business incubators and technical assistance programs, in conjunction with area colleges and universities
- Local sourcing networks, linking local buyers and suppliers
- Local quality-of-life factors that play a role in creating and attracting a diverse work force
- High school and college-level curriculum development

Encourage the development of green strategies such as long-range renewable sources of energy (e.g., solar and wind power, and solid waste materials). **(P/TBF)**

Potential Local Roles

A   Identify the competitive sectors that make up the region's economic base

Define the economic status of designated centers
- Inventory existing businesses within centers
B   Identify employment sectors
- Assess the role of the arts, tourism, housing and other market activity generators around the core of designated centers

Engage in local and sub-regional economic development efforts:
C   Maintain a skilled workforce by facilitating, supporting and encouraging participation in workforce development, training, and job placement programs
- Engage in coalitions and partnerships with local civic organizations and business associations, to promote and support small and locally owned businesses
- Encourage the creation of tax increment financing districts, special service areas or local improvement districts to fund redevelopment, maintenance and security efforts
- Facilitate the cooperative provision of employee support services (shuttles, child care, etc.)
- Facilitate business incubators and technical assistance programs with local colleges and universities
- Examine and update local plans and ordinances to address current and future telecommunications needs, and to facilitate technology upgrades
- Facilitate a local sourcing network, linking local business buyers w/ local suppliers

Take full advantage of available federal and state incentive programs for economic development

Implementation Strategy 5:
Promote Economic Vitality

The region is one of the nation's and world's largest economies. In 2003, the gross metropolitan product was over $366 billion, making it not only the third largest metropolitan economy in the United States, but also larger than many countries, including Russia and Switzerland.[31] The region is home to 29 Fortune 500 companies, second only to New York.[32] The region is in this prosperous position as a result of strategic public and private sector planning and investment built on the fortunes of geography; we will need to plan wisely to maintain our position as a leader in the global economy. The role of NIPC in this regard is to set the parameters within which future investments will be made and to create regional economic advantage by coordinating and bringing to scale economic programs and regional information.

A Identify the Competitive Sectors that Make Up the Region's Economic Bases

Northeastern Illinois built its economic prosperity on manufacturing. Like other regions in the Northeast and Midwest, however, the period from 1970 to 1990 saw a decline in the relative importance of manufacturing and a growth in service-sector employment. During that time, regional employment in manufacturing declined from just under 1 million to 600,000 (and has remained there since). By the early 1980s, service-sector employment surpassed manufacturing-sector employment in the region. At the same time, the amount of agricultural land in the region decreased as development continued to spread, and agricultural counties began adding service-sector jobs.[33]

Yet the region still holds a slightly higher percentage of manufacturing workers today than

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Manufacturing and the service-sector jobs remain important parts of the northeastern Illinois economy.

Industry	Numbers Employed
Manufacturing Sector:	
Food Manufacturing	52,790
Printing	40,282
Chemicals	42,409
Plastics and Rubber	45,061
Fabricated Metals	89,398
Machinery	57,710
Computers and Electronics	59,275
Miscellaneous Manufacturing	28,452
Transportation Sector: Distribution and Infrastructure	
Wholesale Trade, durables	167,230
Wholesale Trade, nondurables	101,780
Air Transportation	43,082
Produced Services, Information and Finance Sector	
Publishing Industries	37,285
Finance Industries	260,931
Professional, Scientific and Technical Services	306,303
Administrative Support Services	344,707
High Technology Industries	
Communications Equipment Manufacturing	32,625
Electronic Equipment Manufacturing	10,547
Software Publishers	10,751
Computer Systems Design and Related Services	55,631

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Figure 9: Major Industries in Northeastern Illinois as Measured by Employment

does the United States as a whole. Some economists believe that the manufacturing sector serves as a basis for the region's service economy and high-technology jobs. Modernization in manufacturing calls for skilled technology and engineering companies. The region is often called a hub for "applied technology," and a major portion of the region's global headquarters are of goods-producing businesses. Consulting, marketing, advertising, and other service-sector companies are now globally prosperous, having begun as services to regional manufacturing companies.

The task before the region is to identify its competitive economic base by identifying 1) manufacturing sectors that are not subject to mass production technologies and thus to off-shore employment pressures (e.g., precision metals), and 2) service-sector employment for which northeastern Illinois presents a competitive advantage (e.g., proximity to customers, geographic location, etc.)

B Identify Employment Sectors

Figure 9 shows northeastern Illinois industries that employ workers in proportions well above national averages. They export goods and services across the country and the world. These exceptional industries show the great size and breadth of the region's economy.

The service sectors have become key parts of the regional economy. Growth in these sectors over the past two decades accounts for much of the revitalization of Chicago's Central Business District and rapid growth of some suburban office centers.

High-technology industries are emerging and will most likely become key regional sectors in the future. Unlike manufacturing, their goods are often intangible. Their workers tend to be entrepreneurial, highly skilled holders of specialized knowledge. These industries therefore present a challenge for regional economic development. A unique institutional and cultural environment is

T he region needs to maintain a highly skilled and diverse workforce to attract new businesses and industries to northeastern Illinois and retain the companies currently operating in the area.

required to support production of goods and services in these industries. Any region that will compete for these industries must be a high-amenity area, combining a vibrant business environment with world-class cultural and educational assets.

As an emerging sector, technology has not yet attained high levels of employment in the region. Even so, the region is among the largest creators of high-technology jobs in the United States. The region must plan for and embrace this new sector.

C Maintain a Skilled Workforce by Facilitating, Supporting, and Encouraging Participation in Workforce Development, Training, and Job Placement Programs

The region provides jobs in a variety of sectors to sustain its position as a leader in the national and global economies. The region needs to maintain a highly skilled and diverse workforce to attract new businesses and industries and to retain the companies currently operating in the area.

It is important to offer both high-skill, high-wage occupations as well as opportunities for entry-level employees so that workers have opportunities to find more challenging and better-paying employment during their careers. Entry-level workers can benefit from training programs that assist in improving skills. When these people move up to more skilled jobs, the entry-level positions open up for new people entering the market.

Promoting high-skill, high-wage employment opportunities is important so workers can find more challenging and better-paying employment.

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According to a 2003 report released by the Workforce Boards of Metropolitan Chicago, northeastern Illinois is well-educated compared to the rest of the country.

Thirty-six percent of individuals in the region have a college degree. This is higher than the national average of 31 percent. However, there is a significant difference in educational attainment of the population by race.

The region benefits from removal of barriers to employment, including immigrants with English language difficulties and individuals with low education levels. A 2003 report released by the Workforce Boards of Metropolitan Chicago shows that in the Chicago region (for this study, the region includes the six NIPC counties plus the counties of DeKalb and Kendall) 7 percent of the population does not speak English very well or at all. This is higher than the nation as a whole. These individuals may have trouble functioning in the labor market. To overcome this problem, English language classes should be provided in areas with high percentages of immigrants.

On the other hand, according to this 2003 report, the region is also well-educated compared to the rest of the country. Thirty-six percent of individuals in the region have a college degree. This is higher than the national average of 31 percent. However, there is a significant difference in educational attainment of the population by race. The results of the study show that blacks and Hispanics have lower levels of education than whites. Low education levels contribute to underemployment and poverty. Educational opportunities should be available to all races to improve economic equality and strengthen the workforce.

With the growth of the high-tech job market in the region, municipalities must look at what training their residents will need to fill the new high-tech positions. These new jobs may require higher levels of education and specific computer skills, and communities should develop job-training programs that focus on these skills, such as improving computer education programs in schools and by providing computer resources to residents of the community.

To help maintain a prosperous economy, it is also essential to continually update the skills of the current workforce to meet the changing needs of the region's employers and to meet the needs of potential employers.

6 Promote Diversity and Inclusiveness

NIPC Role

Facilitate increased citizen participation at all levels of planning as a means to educated and promote the value of diversity. **(P)**

Develop and distribute information and case studies to communities, realtors, and lenders to promote a housing market that functions without discrimination. **(P/TBF)**

Reduce disparities in and access to transportation, land use regulations, recreation, and public services essential to family and personal development by conducting outreach and working with regional partners. **(P/TBF)**

Potential Local Roles

A   Recognize racial and ethnic distribution

B   Promote community inclusiveness:

- Establish avenues for meaningful participation in decision-making for all residents, and in particular for historically disenfranchised stakeholders
- Provide diversity training for all public employees
- Publish public documents in foreign languages
- In diverse communities, encourage the use of interpreters in public forums
- Involve and educate youth in public processes
- Televise local and municipal meetings on public access and cable channels

C   Utilize resources and assets available to address diversity and inclusiveness

- Take advantage of CDBG and other government assistance
- Develop small business programs
- Provide job training

Implementation Strategy 6:
Promote Diversity and Inclusiveness

Diversity can mean many things. Every individual is unique, and there are numerous different groupings of people. Diversity can include such factors as age, gender and sexual orientation, or educational background and work experience.

Diversity, though, is most frequently considered in racial and ethnic terms. Racial and ethnic diversity is important because race has played such an important historical role in our nation and this region. Furthermore, the racial and ethnic diversity of our nation and region are changing.

For Common Ground, diversity was reviewed in terms of geographic distribution of race despite the significant and increasing diversity within this region. Chicago is viewed as one of the most segregated metropolitan areas in the nation. Based on analysis of U.S. Census data from 1980 to 2000, segregation between black and white populations in this region has decreased over the past 20 years, but at a very slow rate from historically high levels.

Segregation between the Latino and White populations is slightly lower than black-white segregation, but it has changed very little over the past 20 years despite the significant growth of the Latino population.[34]

A Recognize Racial and Ethnic Distribution

According to the U.S. Census, the Latino population in the six-county area of Cook, DuPage, Kane, Lake, McHenry, and Will grew by 68 percent from 11.5 percent of the region's population in 1990 to 17.4 percent by 2000. In the 1990 Census, 22.9 percent of the population described themselves as non-white, non-Latino. In the 2000 Census, 25.3 percent of the population identified themselves as at least partially non-white. The white, non-Latino population decreased from 65.5 percent of the population in 1990 to 57.3 percent in 2000.[35]

These trends are expected to continue. According to NIPC forecasts, the Latino population will continue to grow at rates faster than any other group, reaching 33 percent of the region's population by 2030. The white, non-Latino population will fall below 50 percent.

Significantly, the growth in the Latino population is taking place all across the region. In the 2000 Census, Chicago and suburban Cook County had by far the largest Latino populations in the region, 753,644 and 318,096 people respectively. However, the Latino population more than doubled in all five of the collar counties between 1990 and 2000. The percentage of the Latino population nearly doubled or more than doubled in every place except Chicago and Will County. By 2000 the counties of Lake, DuPage, and Kane each had from 81,000 to 96,000 Latino people.

Based on analysis of U.S. Census data from 1980 to 2000, segregation between black and white populations in northeastern Illinois has decreased over the past 20 years, but at a very slow rate from historically high levels.

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Participants in Common Ground expressed a desire to reduce or eliminate segregation because they believe people want to live in diverse neighborhoods.

Furthermore, by 2000, Kane County had the second highest percentage Latino population, only slightly less than the City of Chicago and substantially more than suburban Cook County and all the other counties.

Communities with a Latino population of 20 percent or more are scattered throughout the region, most significantly in Aurora, Cicero, Elgin, and Waukegan. Additionally, these communities are not strictly the destination for second or third generations. According to the 2000 Census, between 45 percent and 54 percent of the Latino population in every county except Will is foreign-born, indicating that these collar-county communities are destinations for new immigrants.

The number of persons identifying themselves as black or black combined with one or more other race in the 2000 Census was about 11.6 percent greater than in the 1990 Census, an increase just slightly more than the overall population growth rate. Suburban Cook County saw the largest growth in the black population, growing by approximately 120,000 persons to 346,000 persons, while Chicago's black population fell slightly. The total population that was black or black combined with one or more other races in the collar counties grew from about 105,000 in 1990 to 156,000 in 2000. Between 1990 and 2000, the Asian population grew at least 56 percent, but still only constituted about 5 percent of the total population by 2000.

The growth of the Asian population is greatest in Chicago, and suburban Cook and DuPage counties.

While it is helpful to look at race in the categorical terms used above, it is also important to recognize that racial and ethnic diversity is much more complicated. U.S. Census data also provides data on national origins. The region is full of people who are foreign-born or have ancestral roots all over the world. Within this region, the data lists at least 138 different national origins, from Afghan to Zimbabwean, with many others listed as "other," and of course, many people with ancestral ties to multiple places.

Another interesting fact from the data is that even though some nationalities are clearly more present than others, no single nationality has a significant share of the population. German is the most common nationality in the region, with just under 16 percent of the population; second is Mexican, with 13 percent. Irish, Polish, Italian, and English are not far behind, but the percentage of the population falls quickly. While many backgrounds are European, the rich diversity of the people of this region is clearly illustrated.

B Promote Community Inclusiveness

Given the rich and growing diversity of this region but its persistent levels of segregation,

there are many challenges to reducing segregation. Participants in Common Ground expressed a clear desire to reduce or eliminate this segregation for two reasons. First, they believe people want to live in diverse neighborhoods, despite the fact that it does not tend to happen spontaneously. Second, this segregation leads to disparities in resources available to different populations.

The lack of housing options throughout the region has made it virtually impossible to overcome segregation in the schools. A recent report by the National Low Income Housing Coalition focuses on the intersection of housing and school segregation.[36] Creating more affordable housing throughout the region so that everybody has greater choices about where to live and work is an integral part of the *2040 Plan*.

Inclusive public processes are key to getting a diverse cross-section of residents involved in decision making. Through Common Ground, NIPC has created an innovative model for public involvement. Members of the public and representatives from municipalities and other organizations worked together at different stages to build the *2040 Plan*. This work needs to be continued and strengthened to consistently give people from all backgrounds the opportunity to participate in the decisions that affect their lives and the lives of future generations. Furthermore, when people from different racial and cultural backgrounds come and work together on a plan or other issue, they also build greater understanding and appreciation for one another. NIPC will continue to use such public involvement in its own work and it will encourage other governments and organizations to also be more inclusive.

C Utilize Resources and Assets to Address Diversity and Inclusiveness

Other steps to make the decision process more inclusive include diversity training for public

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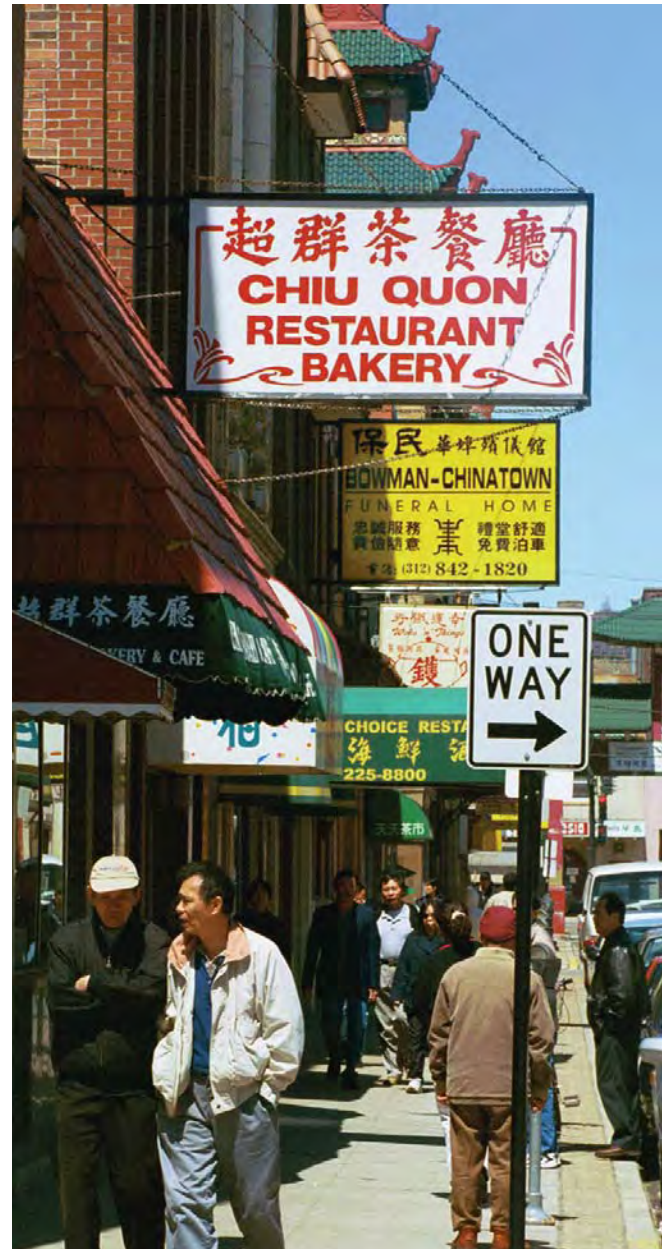
When people from different racial and cultural backgrounds work together, they build greater understanding and appreciation for one another.

> The region needs to focus future development in or adjacent to existing communities, near public transit, in areas with brownfields and underutilized infrastructure.

Block Grant Program Assists Vulnerable Communities[37]

Begun in 1974, the Community Development Block Grant (CDBG) is one of the oldest programs in the U.S. Department of Housing and Urban Development (HUD). The CDBG program provides annual grants on a formula basis to ensure decent affordable housing for all, and to provide services to the most vulnerable communities to create jobs and expand business opportunities. The annual appropriation for CDBG is split between states and local jurisdictions called "entitlement communities." Entitlement communities are central cities of Metropolitan Statistical Areas; other metropolitan cities with populations of at least 50,000; and qualified urban counties with populations of at least 200,000 (excluding the population of entitled cities). States distribute the funds to localities who do not qualify as entitlement communities. HUD determines the amount of each grant by a formula that uses several objective measures of community needs, including the extent of poverty, population, housing overcrowding, age of housing, and population growth lag in relationship to other metropolitan areas.

employees and decision makers, publishing public documents in foreign languages, and hiring employees in the public sector that represent the diversity of the area.

Community investment is important to maintaining the health of northeastern Illinois. The region needs to focus future development in or adjacent to existing communities, near public transit, in communities with brownfields and underutilized infrastructure, and in parts of the region that have experienced less growth in the past 20 years. Black and Latino groups live in many of these areas and would stand to benefit from development and investment. The region should work together to direct growth into these areas.

As these communities begin to grow again, they will become attractive choices for all people to live and work. Such a change would help to further reduce segregation and represent a full embrace of the value of living in a diverse region.

To develop and maintain a healthy local economy, municipalities, particularly if they work together, can utilize their own assets and other resources, such as Community Development Block Grants for small businesses, and job-skills training programs. These communities can also market themselves as a good place to do business. NIPC will work with regional partners to encourage public and private investment in these communities through incentive programs and the distribution of federal funding.

One key strategy for attracting development and new jobs to communities is to provide the residents of those communities with the skills that are needed or will be needed in the emerging economy. With so many changes in the economy, it is difficult for many workers to shift jobs. NIPC will work with the state and other regional partners to push for improved job-training programs.

7   Promote Compact, Mixed-Use Development

NIPC Role

Work with counties and local governments to help update their comprehensive plan, sub-area plans, zoning and development regulations to reflect the 2040 Regional Framework Plan goals for centers and corridors. **(P)**

Develop/compile model zoning ordinances for sustainable development and community livability. **(P/TBF)**

Develop prototype designs and compile case studies that demonstrate policies and actions to achieve healthy, vibrant metropolitan, community, and town centers and hamlets. **(P/TBF)**

Provide examples of incentives for developers who build within centers (e.g., expedited permitting, higher density allowances, and lowered parking requirements). **(P)**

Create and promote educational materials that demonstrate the benefits of concentrated development in centers in conjunction with regional agencies such as the Metropolitan Planning Council. **(P)**

Encourage the creation of TOD/station area/downtown and corridor plans to take advantage of existing transportation infrastructure and encourage redevelopment through the Regional Transportation Agency's Regional Transportation Assistance Program and other funding sources. **(TBF)**

Potential Local Roles

A Encourage compact land use

B Encourage mixed land uses

- Offer financial incentives to developers of mixed-use and center-oriented projects
- Create zoning districts for centers based on building type, not use
- Use density bonuses to encourage developers to increase floor area ratio

Implementation Strategy 7:
Promote Compact, Mixed-Use Development

Open space and agricultural land in northeastern Illinois are being consumed at an significant rate. At the same time, traffic congestion is becoming worse as the region continues to be auto-dependent for everyday activities. Encouraging compact and mixed-used development can help reduce the effects of both of these problems by preventing open space and agricultural land from being destroyed and reducing the number of automobile trips in the region.

A Encourage Compact Land Use

Promoting compact development within centers is one strategy that helps preserve natural resources outside the centers by curbing leap-frogging, low-density sprawl.

Compact development has two main traits: density and contiguity. Compact development is contiguous to existing developed areas and uses less land than conventional suburban subdivision development. It can occur in suburban fringes as well as urban areas. The idea of density often conjures up negative responses because it is often blamed for more traffic, unsightliness, and overcrowded schools. It is important to dispel such negative views.

First, density is a concept that is flexible and contextual. As illustrated by many communities within our own region, higher density can easily be achieved without compromising the desirable character of the living environment. According to Reid Ewing's survey research, "residents are as

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Encouraging compact development can help prevent open space and agricultural land from being destroyed, and it reduces the number of automobile trips in the region. Photo by dorothyperryphotography.com

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Evanston is one center that has been encouraging infill to create compact developments. Photo by dorothyperryphotography.com

satisfied with housing at six or seven units per acre as they are at three or four units per acre."[38]

Density currently varies greatly within different municipalities. There are more than 10 residents per acre in Evanston (14.9 r/a), Oak Park (17.5 r/a), Oak Lawn (10.0 r/a), Cicero (22.9 r/a) and Berwyn (21.7 r/a). In contrast, there are fewer than three residents per acre within more than 80 municipalities, including McHenry (2.8 r/a), Matteson (2.8 r/a), West Chicago (2.6 r/a), New Lenox (2.7 r/a), Plainfield (1.6 r/a), Huntley (0.7 r/a), and Volo (0.1 r/a). To accommodate the total growth forecasted for 272 communities for 2030, the mean residential density within the current municipal boundaries must increase from 6.5 to about 8.35 residents per acre. Higher densities therefore are encouraged in new developments.

To realize the shared vision of livable communities and a sustainable region, we need to direct more growth into compact developments. Developments that have on average more than eight to 12 units per acre will help greatly to enhance the compactness in the outer ring urban and fringe areas. New compact developments contiguous with existing development would help to raise the mean region wide density to a sustainable level.

There is no universal "right" density. As long as the purpose of sustainable and sensible growth within the community and within the region is advanced, strategies to encourage compact development can vary based on the center type and its location. For example, centers in urban areas are generally more compact than the centers on the fringe of the region. Encouraging infill or redevelopment might be a better way to have compact development in these centers. Centers like Evanston and Arlington Heights are already encouraging infill to create compact developments, while many areas of the City of Chicago are being redeveloped as compact residential developments. University Village, Cabrini Green, and USX-Southworks are recent examples of such redevelopment efforts.

B Encourage Mixed Land Uses

In the United States in the later half of the 20th century, an explosive increase in the number of automobiles and use of zoning codes with narrowly defined zoning districts brought about a stark segregation of social functions by keeping residential developments apart from commercial, retail, and recreational land uses. Zoning maps and ordinances presuppose heavy use of automobiles to access different areas.

In contrast, mixed-use developments co-locate different land uses such as commercial, institutional, and recreational with residential in a well-designed manner. Mixed-use developments provide choices not offered by the conventional development patterns. Mixed uses promote interactive, walkable, accessible, and diverse yet coherent environments. From a transportation viewpoint, such a mix of uses brings together travel origins and destinations to provide residence the opportunity to reduce travel distances and times. It enhances use of different transportation modes such as walking, bicycles, transit, and automobiles within the community. Mixing land uses can broaden the tax base of a community.

In planning mixed-use developments, the proportion of different uses and how they function with one another are important. The mix of uses must maintain a balance of residents, shopping, employment, and civic activities within easy reach of one another. The assortment of different uses should be as close to one another as possible, and the areas that are devoted to a single use should be frequently interspersed by other uses.

It is important for regional centers to identify locations for compact and mixed-use developments. Sensitively written zoning ordinances and incentives like permitting additional units or floor area ratio are some of the strategies that can help to encourage mixed-use development. For example, some zoning ordinances set standards such as all residents should be within approximately ¼ mile or five minutes walking distance from existing or proposed commercial and open space areas.

There are many mixed-use developments within the Chicago area. In fact, most of the downtowns and main streets within older communities in the region are mixed use, and recent planning efforts in many communities encourage new mixed-use developments. Chicago, Glenview, Homer Glen, La Grange, and Willow Springs are some of the areas encouraging mixed-use developments in their downtowns or in new developments located elsewhere in the community. However, there are too many developments that lack mixed uses and make residents auto-dependent.

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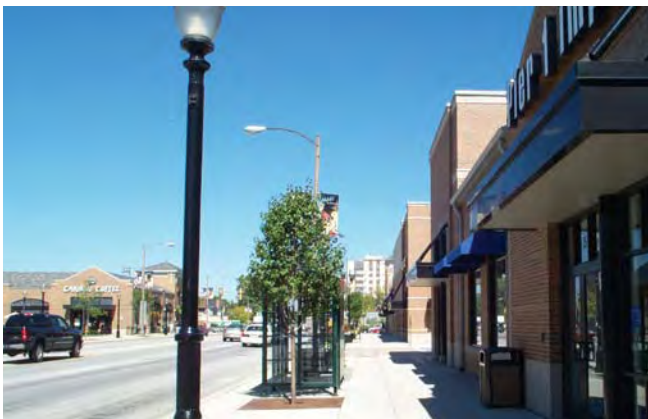
Most of the downtowns and main streets within the older communities of the region are mixed use, such as this area of La Grange.

8 | Promote Telecommunications Infrastructure and Technology

NIPC Role

Advance diverse technology and telecommunications infrastructure that is effective, efficient and accessible throughout the region. **(TBF)**

Identify service providers for underserved areas with the help of local communities. **(TBF)**

Encourage the delivery of service to all residents so that there is not a "digital divide" occurring in the region. **(P/TBF)**

Create an economic development strategy that acknowledges the significant inter-relationship between economic development and the quality and quantity of telecommunication infrastructure. **(TBF)**

Provide guidance to local governments in the preparation of telecommunication master plans and policies. **(TBF)**

Develop local telecommunications infrastructure planning models that support regional efforts currently under way so that all classes of users, including government, public agencies and institutions, industries, businesses and homes are served. **(TBF)**

Identify federal and state funding resources for improving and expanding telecommunications infrastructure. **(P/TBF)**

Act as a resource for the latest in telecommunications research. **(P/TBF)**

Potential Local Roles

A **Tie economic development policies with technology planning in order to attract and retain business and industry**

- Review zoning codes and ordinances to ensure that they facilitate, rather than impede, the development of and access to digital infrastructure
- Create a public information program to market the telecommunications potential of the community as part of an economic development strategy

B **Implement community networking technology**

- Improve customer services to municipal residents
- Promote public participation in local government
- Encourage communication among residents

Include a telecommunications policy in all comprehensive plans to allow for equitable access to telecommunications infrastructure for all residents and businesses.

Develop policies concerning telecommunication providers and services in order to establish clear guidelines, standards and time limitations for review of telecommunications facilities.

Investigate federal and state grant programs and partner with private providers to advance the availability of telecommunications to all neighborhoods

Utilize technology to strengthen elementary, secondary, and higher education and workforce training

Implementation Strategy 8:
Promote Telecommunications
Infrastructure and Technology

Telecommunications and the information revolution are considerable forces shaping the nation's economy and our communities. It is vital to provide an advanced and diverse technology and telecommunications infrastructure that is effective, efficient, and accessible to all residents for equitable economic development. New technologies are always being developed, making the high-tech industry a vital sector that must be promoted regionally. Technological innovation will support the region's leading positions in manufacturing, agriculture, biotechnology, and workforce education.

In the past, telecommunications referred to such basic services as phone, TV, and radio. Today, telecommunications is a sector of industries that includes cable, long-distance and mobile phone service, Internet providers, and local operating companies. This implementation strategy will focus on telecommunications and the high-tech industry, which has become a major asset for communities during the past decade.

A Tie Economic Development Policies with Technology Planning in Order to Attract and Retain Business and Industry

In the recent past, the United States has made great strides in improving the "e-readiness" of the country. E-readiness is a measure of the business environment and includes a collection of factors that indicate how agreeable a market is to Web-based opportunities.[39] Currently, the country ranks second in the world behind Denmark in terms of e-readiness. To remain competitive with the rest of the nation and the world, the Chicago region should position itself as one of the most technologically advanced regions within the United States and use this position to attract jobs and residents.

The Chicago region is in a favorable position for technology-based economic development.[40] The region is home to nationally recognized research universities, national research laboratories, a highly skilled workforce, and an extensive technology infrastructure. The Chicago region also has a greater number of high-tech jobs than any other metropolitan region in the United States. To build upon these assets, the region must ensure that its telecommunications infrastructure is maintained.

Telecommunication networks are the new super-highways for information-dependent industries and economies. The challenge for this region will be to make the transformation from managing the manufacture and distribution of products over the transportation system to managing the flow of information, services, and transactions over the digital network infrastructure.

Local leaders often do not recognize the importance of telecommunications infrastructure and

T o remain competitive with the rest of the nation and the world, the Chicago region should position itself as one of the most technologically advanced regions within the United States and use this position to attract jobs and residents.

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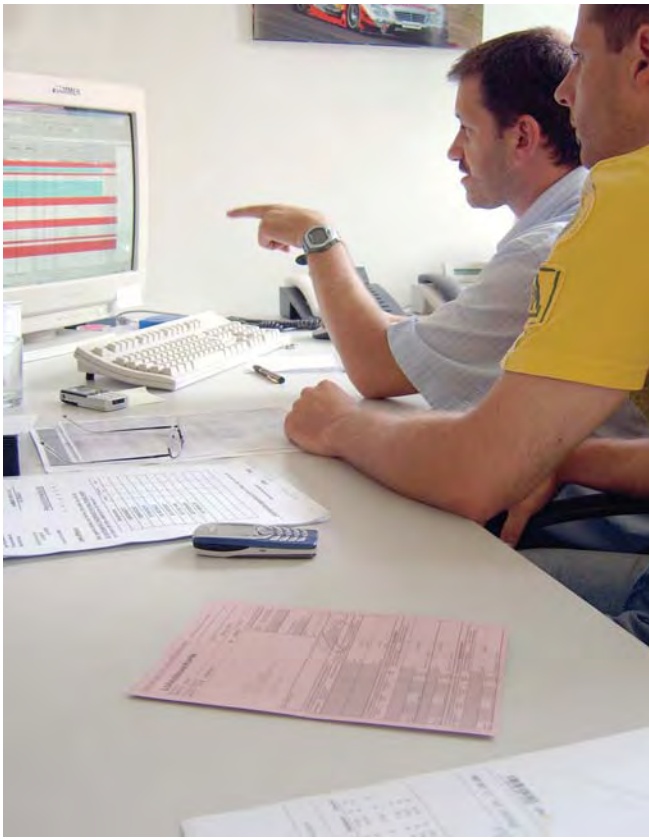
The challenge for this region will be managing the flow of information, services and transactions over a digital network infrastructure instead of via the transportation system.

The Chicago region also has a greater number of high-tech jobs than any other metropolitan region in the United States.

its linkage to economic development potential and opportunities. Those communities that ensure an adequate telecommunications infrastructure will have a tremendous advantage over those communities without the infrastructure. It is in these types of communities that the elected officials, planners, and residents will play an active role in determining how telecommunications technologies and industry will affect their community's economic well-being; its architectural, aesthetic, and cultural character; and the day-to-day activities of residents and families. These communities also realize the direct correlation between job retention and technology infrastructure. A recent study of several major cities, by Jones Lang LaSalle, a global real estate firm, found that company executives ranked Internet infrastructure as the top factor for choosing a location.[41]

Only recently has the relationship between economic development and the quality and quantity of infrastructure received much attention. As the U.S. economy moves away from traditional manufacturing and toward a reliance on knowledge-intense, high-tech service firms, access to this infrastructure will be an increasingly critical factor in the location of both commercial and residential development. To attract and retain the communications-dependent firms and industries that are driving the information economy, state and local planners must actively provide access to the telecommunications services that these businesses and their skilled labor forces will demand. Communities must begin to plan for and provide telecommunications infrastructure to promote economic development if they are to avoid being left behind.

Infrastructure, be it sewer, roadways, or telecommunications, is the physical framework that supports virtually all economic activity. Infrastructure can and does provide a significant inducement to economic development, contributes to a community's quality of life and can determine its international competitive position as well.

Communities must begin to plan for and provide telecommunications infrastructure to promote economic development if they are to avoid being left behind.

Communities can start working on implementing strong telecommunications infrastructure by working with industry in order to establish investment priorities by matching infrastructure facilities with industries needs. Establishing priorities feeds into the community's comprehensive planning process and capital investment plan process.

In order to enhance the economic development opportunities of a community, the community should inventory its municipality's telecommunications infrastructure. These inventories could be followed by surveying businesses about their current and future telecommunications needs. Planners should then link telecommunications development to economic development goals. In addition, zoning codes need to be reviewed to make sure that they are enhancing and not hindering telecommunications infrastructure, including access to towers, poles, below ground cables, and other physical plants.

As part of the economic development ties, communities must also realize that telecommunications has broad impacts for home-occupied businesses and telecommuting, and they must revise ordinances as necessary to capitalize on these new trends. In addition, changes to local ordinances, regulations, and procedures to create incentives for increased technology infrastructure investments by the private sector should occur.

CivicNet — a new public-private network that will connect at least 2,000 public locations to an "open network" for private business and non-profit organizations in the City of Chicago — is linked to an economic development strategy. It could potentially include development incentives, such as TIF financing and Cook County Class 6B industrial tax incentives, for identified corridors to foster the development of technology related clusters. This is also a good strategy for individual communities to foster development in select technology corridors.

In order to keep up with technology advances, communities should keep abreast of the ever-changing technological advances such as WiFi, or wireless technology. Currently, there are few communities out there that are entirely wireless. Grand Haven, Michigan, reportedly is the first community to become entirely wireless meaning every square mile of the community is served by wireless technology. Other communities are starting to create "hot spots" in train stations, at cafes, or in other downtown locations as a start to this type of technology.

B Implement Community Networking Technology

In addition to being used for economic development purposes, advancement in telecommunications

The goal of each community should be to have a tele-communications infrastructure in place that will ensure accessibility to all residents and businesses.

Residents Bring About Change in 'e-Elgin'

An example of a local municipality that has tied economic development incentives with technology is Elgin.

Facing an economic decline in the 1990s, a group of residents started an effort to give Elgin a new image as a regional technology center. The economic development agenda for "e-Elgin" includes:

- Match funding available to businesses and property owners to upgrade internal telecommunications.

- Distribute "gap" loans to help new or existing businesses move forward with new projects.

- Establishment of an "enterprise zone" designation that gives an abatement of the municipal portion of property taxes to encourage development and improve existing properties.

can also help to improve the quality of life for residents. Community networking represents the efforts of communities to develop a telecommunication infrastructure that is up to date. Creating this network allows residents of the community to exchange information, ideas, and services via the computer. This results in increased resident involvement and helps the community maintain or develop a competitive edge in terms of attracting businesses to the community.

The future of all communities will depend on the quality of their telecommunications infrastructure. The goal of each community should be to have an affordable modern telecommunications infrastructure in place that will ensure universal accessibility to all municipal residents and businesses. Each community should review their opportunities for implementation of telecommunication technology to improve customer service to residents, promote public participation in local government, encourage communication among residents, and increase staff productivity while reducing operating costs.

In order to advance telecommunications in their communities, each community must start by assessing the infrastructure they have in place. They next have to establish policies concerning providers and services. These policies should encourage competition within the marketplace, reasonable access to public right of way, and investment in the most advanced technology. They need to address and determine future telecommunications needs on a local basis, including public structures and facility sites.

Communities must also review local ordinances, regulations, and permitting procedures that affect private telecommunications. As part of an implementation strategy, the comprehensive plan should include provisions for implementing the technology plan including ordinances that allow for the use of public rights of way and strategies to market the telecommunications potential of the community. The planning process should also

include agreements between private firms and the local government for the use of technology capacity by police, fire, schools and other vital services.

In order to achieve this it may be necessary for communities to join together as a partnership to aggregate regional demand and delivery of managed services. State programs — such as Illinois Century Network, which is the state's program to connect schools, community colleges, universities, libraries, and municipalities with the state's connection to the Internet — can be utilized to connect local organizations.

The City of Chicago has started to play an active role in advancing technology and infrastructure through collaboration. The city, along with several partners, has developed CivicNet. Once it is implemented, CivicNet guarantees that broad-band will be provided to all areas of Chicago. This will prevent neighborhoods that are typically underserved from falling behind in their abilities to attract and grow new businesses. The CivicNet model should be explored by other municipalities in the region. Municipalities can work together to coordinate broadband service so that communities have good service at a reasonable cost. Communities throughout the region can also plan for inter-connection with CivicNet once it is implemented.

Grant programs should also be investigated in order to allow services for all residents. The new Digital Divide Investment Program was created in Washington D.C. by a grant approved by HUD for the purpose of providing affordable high-speed Internet services to low and moderate income families. The new program will begin with pilot locations in Michigan.

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The Illinois Century Network links schools, community colleges, universities, libraries, and municipalities to the Internet.

9   Promote Walking and Bicycling as Alternative Modes of Travel

NIPC Role

Convene and facilitate communities to work together to insure appropriate path, walk and bikeway connections. **(P)**

Plan and design appropriate pedestrian and bicycle facilities and work with communities to implement the facilities. **(P/TBF)**

Integrate bicycle transportation plans with regional greenway and trail plans. **(P)**

Educate and assist communities with traffic calming measures that enhance the bicycling and walking environment. **(P)**

Potential Local Roles

Plan connections with adjacent communities and linkages to regional trails

A   Develop supportive design guidelines and regulations

Consider traffic calming measures to make walking and bicycling easier

Provide adequate, convenient bike parking at train stations and other destinations

Work with adjacent communities to coordinate where appropriate, in signage and other bikeway improvements

B   Create continuous, safe and convenient connections

Implementation Strategy 9:
Promote Walking and Bicycling as Alternative Modes of Travel

The overriding goal of the *2030 RTP* is to "provide choices" for transportation. The current mode share for non-motorized modes (bicycle and pedestrian) in the region is 5.5 percent. The *RTP* for 2030 shows an expected rise in the share of non-motorized trips to between 5.8 and 6.6 percent.

Because these increased numbers are percentages of a population that will grow by approximately 20 percent by 2030, increased capacity on non-motorized facilities will be needed. The facilities will also need to continue to improve and become more appealing travel choices.

A Develop Supportive Design Guidelines and Regulations

There are many aspects to planning and design that contribute to enhanced walkability and increased bicycle use. For people to walk or bike, a transportation network must take into account all modes by which people can be mobile.[42] Ensuring that there are bike paths and bike lanes that accommodate bikes is the first step. However, just because sidewalks or bike lanes exist does not mean that people will choose to walk or bike if other conditions are not in place.

It is critical that land-use planning be done in concert with transportation, especially non-motorized transportation. Communities wishing to improve cycling and pedestrian facilities should incorporate

For pedestrians or bicycle users to accomplish some of the activities they do using their cars, destinations such as shopping, dining, and recreation must be within a reasonable distance from their homes.

pedestrian and bicycle considerations when creating zoning and development regulations.

Given that half of motorized trips are less than three miles, it is possible that some of these could be converted from car trips to pedestrian or bicycle trips if our communities were designed better for such travel.[43] For people to walk or bicycle, a mix of destinations a reasonable distance away is needed.

The character of a community does not necessarily need to be radically changed in order to increase its vitality and make walking or biking an enjoyable and productive endeavor. Moderate to dense development is often achieved by smaller-scale buildings with higher lot coverage. A street lined with two- and three-flat homes or four-story apartment buildings can achieve a sufficient level of density. Also, development at a more human scale, versus a high-rise approach, makes walking and biking more comfortable.[44]

A mix of uses also supports walkability. For pedestrians or bicycle users to accomplish some of the things they do using their cars, destinations such as shopping, dining, and recreation must be within a reasonable distance from their homes. Therefore, residential and commercial development should not be rigidly segregated, as has been the trend in recent decades in many suburban communities. Mixed-use development is particularly important in downtowns and

transit station areas where shopping, transit, and other amenities are within walking distance. Although communities already built will not be completely reconfigured, there may be opportunities to add clusters of retail within existing residential neighborhoods by altering the zoning. Communities should carefully review zoning codes and add flexibility so that retail and other commercial uses are allowed in various parts of the community.

B Create Continuous, Safe, and Convenient Connections

Another factor to encourage non-motorized transport is provision of continuous and connected routes. If sidewalks stop suddenly and do not provide a connected route to their destinations, it is much less likely that people will walk. Desirable conditions for pedestrians and bicyclists will increase the use of non-motorized transportation in the community.

One aspect of the pedestrian experience is that blocks must not be too long, ideally between 300 and 500 feet long.[45] If there is a network of smaller blocks, it allows pedestrians to choose more direct and interesting routes. There will be more opportunities to cross streets at the more frequent intersections. Additionally, with a denser street network, traffic is more dispersed and streets can

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Pedestrians must be able to cross streets safely at intersections. Sometimes texturizing or raising crosswalks makes them more clearly marked, and traffic slows when approaching them.

be narrower to carry lighter traffic. The narrower streets then result in slower traffic speeds and an even better pedestrian environment.

For cyclists, a wide enough berth on the street network, either in the form of a striped bicycle lane or an adequate shoulder on the road makes biking safer and more appealing. Because most significant destinations are on arterial roads, making them safe for bicyclists and pedestrians is a key factor for people choosing non-motorized transport.[46]

While the lack of facilities is a main barrier to non-motorized transport, even when facilities are present, other barriers may impede access. Corridors such as highways, rivers, and rail generally require bridges, tunnels, or special places for crossings. When crossings are infrequent, pedestrians or bicyclists may need to travel long distances to cross, significantly increasing their travel times — a disincentive to choosing those modes.

Accessibility is another important consideration, especially for those with mobility challenges or families with young children that are using strollers. One solution is curb cuts on sidewalks, particularly on routes to transit stops. At transit stations, the availability of elevators may be needed for those who cannot climb stairs. Pedestrians need to be able to cross streets safely at intersections. Crosswalks can be textured or raised so that they are clearly marked and traffic is slowed. Wide streets, especially those with multiple lanes and turning lanes, can seem unsafe and difficult. Signal timing must be adequate for all people, including the elderly and children. Specific techniques such as flaring sidewalks can calm traffic and shorten the distance needed to cross the street. The radius of the corner should be smaller and more squared so that the distance to cross is shorter than if the intersection is rounded to facilitate cars turning. Incorporating traffic-calming techniques is beneficial to both pedestrians and bicyclists in terms of safety and perception of safety.[47]

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Narrower streets result in slower traffic speeds and an even better pedestrian environment.

| **10** | **Ensure that Transportation Facilities are Context-Sensitive with Natural Resources, Historic Resources, and Community Values** |

NIPC Role

Advocate for adequate funding for planning and design techniques which serve to sensitively plan the location and improvement of transportation facilities relative to natural and man-made resources (Context-Sensitive Solutions). **(P)**

Work with transportation providers in reviewing projects for regional environmental impacts before design phase. **(P/TBF)**

Produce a guide to assist transportation providers and local governments in context-sensitive and environment-friendly approaches. **(P/TBF)**

Develop land-use and zoning models to support context-sensitive transportation solutions. **(TBF)**

Potential Local Roles

A   Use context-sensitive solutions process for all transportation projects

Ensure professionals from environmental agencies and organizations are involved early in design phases of transportation projects

B   Consider the environmental impacts during all phases of transportation projects

Seek opportunities to incorporate low-cost restoration or enhancement of natural resources in transportation planning

Seek opportunities to enhance natural resource-based facilities

Implementation Strategy 10:
Ensure That Transportation Facilities Are Context-Sensitive With Natural Resources, Historic Resources, and Community Values

In the past, planning, design and construction of highways and streets was often implemented without full regard for their impacts on the environment and the surrounding community. In reaction to rising public concern about the adverse environmental impacts of transportation projects, the highway design process has changed significantly. One of the most significant concepts to emerge in highway planning is context-sensitive solutions (CSS), an approach to transportation planning that integrates transportation projects into the community and surrounding environment and also allows local residents a voice in the planning process.

A Use Context-Sensitive Solutions Process for All Transportation Projects

On Jan. 1, 2004, the State of Illinois enacted legislation amending the Illinois Highway Code addressing the context of transportation infrastructure investments. The act states that projects are to "exist in harmony with their surroundings and add lasting value to the communities they serve."[48] Additionally, the act notes that the principles of CSS involve inclusion of stakeholders early and throughout the process of planning and development of projects. While this is a standard procedure on larger projects, the purpose of this act is to adopt the CSS process on all transportation projects. To give further details on how these principles will be applied, The Illinois Department of Transportation has published *Context Sensitive Solutions: Detailed Guidelines for Practice* and is working to develop a statewide policy.

The guidelines highlight the need to involve a wide range of stakeholders, including environmental and community groups, throughout the entire process. If a transportation project is proposed within a specific town, that community should be proactive in determining its position and desired outcomes. In general, the earlier a community begins its discussions with the decision makers at the transportation agency or other responsible entity, the better. It is important to understand a community's perspective before a project goes through preliminary engineering studies. Once the project begins to get mapped in the engineering phase, it will become harder for the community to influence its outcome.

A community's position needs to be clearly stated in simple terms so that it is understandable to legislators, residents, and the media. It may be

> If a transportation project is proposed within a specific town, that community should be proactive in determining its position and desired outcomes. In general, the earlier a community begins its discussions with the decision makers at the transportation agency or other responsible entity, the better.

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Communities may create a wildlife crossing in an area with significant species that might become isolated due to habitat fragmentation from a road.

helpful to team with other organizations that share a community's point of view, such as the Trust for Historic Preservation, Nature Conservancy, and the Illinois Department of Natural Resources. Because the CSS process is more open and accessible, ongoing communications with communities is an expected part of the process. Communities, in turn, should ensure that they stay abreast of any public hearings, attend them, and enter testimony or comments as appropriate.

B Consider Environmental Impacts During All Phases of Transportation Projects

A great challenge for transportation projects is to reduce their negative impacts on the environment. Environmental stakeholders may find that establishing environmental goals and negotiating a set of mitigation strategies early in the process is the best way to minimize the overall impact of the transportation facility.

For example, one important but often overlooked goal is protecting biodiversity. In some cases, the net result of the project could even be a benefit if significant measures such as major acquisitions of natural areas are part of the project.

Natural areas can be planned to more effectively

handle the water runoff that an impervious road surface will generate. Detention ponds can be planned so as to provide habitat and also serve as an aesthetic feature.

Another option that a community may want to consider, probably in collaboration with adjacent communities, is incorporating a vegetated, wide "boulevard" along the road or corridor as a habitat that offers connectivity to other areas. It is important that protected habitat areas are large enough to maintain certain species and to maintain diversity. A community also might want to explore lobbying for a wildlife crossing in an area with significant species that might become isolated due to habitat fragmentation from a road. This is a tactic that must be planned as part of the original plan; it is not a strategy that can be added later.

In order to buffer the visual impact of a road facility, tall vegetation can be planted that blocks the view of the road from adjacent neighborhoods. Earth berms are a good way to buffer noise and can be incorporated into the plans.

Additionally, a community may wish to create narrower roads to reduce traffic speeds, consume less right of way, and create less impervious surface. This point of view will need to be presented early in the planning process.

11 Coordinate Land Use and Transportation

Develop a system for project selection that gives preference to communities whose plans are consistent with the RTP and partner with regional transportation agencies, Council of Mayors and Council of Governments to have the system implemented. **(P/TBF)**

Develop center-oriented transportation policies and plans based on the 2040 Regional Framework Plan and integrated with the regional transportation plan (RTP) to assist and guide local communities. **(P)**

Assist and participate in Corridor Planning Councils among communities adjacent to existing and impending major transportation facilities. **(P/TBF)**

Integrate the 2040 Regional Framework Plan's "desired future" with future Regional Transportation Plans and updates. **(P)**

Develop model goals, objectives and planning policies for use in local and county transportation plans. **(P/TBF)**

Develop new modeling tools that integrate land use, environmental, economic and transportation plans. **(P)**

Research and develop land use and transportation modeling tools. **(P/TBF)**

Educate communities on the relationship between the intensity of development and transit support at multi-modal transportation nodes (transit oriented development). **(P)**

Advocate for the state to adopt legislation that supports multi-modal transportation, such as: **(P)**
• Incentives to develop inter-modal facilities
• Funding criteria that prioritizes projects with transit-supportive densities and use mixes.

Lead the effort with transportation agencies to adopt policies that: **(P)**
• Encourage local intergovernmental land use agreements and development standards in determining approvals or funding commitments for new multi-use highways and tollways.
• Provide convenient and economical public transportation that broadens job opportunities and improves access to recreational, educational, and cultural facilities.
• Cluster freight facilities near ports, airports and rail terminals.

Lead efforts to change public perception of transit. **(P/TBF)**

Potential Local Roles

A   Consider transportation consequences of all new development

B   Incorporate design elements that reduce the impacts of transportation

C   Design new development to support transit

Within municipal transportation plans, include tools such as:

• Emphasis on encouraging non-motorized trips
• High levels of street connectivity
• Minimal use of discontinuous street patterns
• Access management strategies, especially for arterials and major collectors
• Urban design strategies to positively impact the pedestrian environment and aesthetics of adjacent areas
• Land uses that adhere to Pace, Metra, and NIPC guidelines
• Parking requirements

Facilitate connectivity between transportation modes

Create TOD/station area/downtown and corridor plans to take advantage of existing transportation infrastructure and encourage redevelopment

Implementation Strategy 11:
Coordinate Land Use and Transportation

The region must continue to work together to ensure that land use and transportation are planned concurrently and that each community considers the impact its actions may have on neighboring communities and the rest of the region. Such conscious and proactive efforts start with coordinating long-range land-use and transportation decisions through comprehensive plans. Comprehensive plans should approach land use and transportation in a holistic manner, and no decision should be made in isolation.

The traditional relationship between transportation and land use has been one in which development occurs independently and roads are built after the fact to service the development. As the development grows or adjacent land is developed, existing roads are improved. Eventually, however, road improvement reaches a physical or financial limit, and congestion — especially at peak hours — becomes a part of daily life. Strategic, long-range thinking about the entire area and transportation system will be much more effective than looking at the issue piecemeal, development by development and road by road. Future land-use decisions should be carefully evaluated based on the ability of the transportation infrastructure (available or anticipated) to adequately support these decisions.

A Consider Transportation Consequences of All New Development

Communities should consider the impacts of new developments on transportation infrastructure when developers approach them about significant new projects. In some cases, the developer may be required to pay impact fees for development within the municipality's boundaries. Typically, a "nexus" between the new development and the traffic impact must be legally demonstrated. The transportation improvements must directly benefit the new development and be limited to mitigation of problems generated by only that development. Consequently, impact fees are often used only to fund additional turn lanes or widen a single intersection immediately adjacent to the development.

On a systemwide level, such small-scale transportation improvements funded by impact fees are minimally helpful. Meanwhile, these developments may contribute to significant regional congestion. Even if the developer can make a significant contribution such as building a road to access a new development, the municipality must look at the context of the planned land uses for the areas, outside the proposed development and, ideally, the whole community.

A municipality should ensure that new development is built to maximize the transportation infrastructure. Communities should be prepared

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Traditionally, transportation and land use develop independently and roads are built to service developments.

A network of internal paved pathways can provide more direct and scenic routes than sidewalks along roadways. A well-designed pedestrian network that leads to important destinations such as transit stops can become a major amenity for an area.

to negotiate for development changes to benefit pedestrians, bicycles, and transit, as well as a good network of roads. A community may use incentives and regulations to achieve this. For example, some incentives include allowing the developer to increase density by changing the orientation of the structures so that the front doors face the street; configuring garages or parking at the side or rear; or allowing minimal setbacks to give people quicker access to public sidewalks.

In designs with limited access to a single collector and cul-de-sacs and where residential development is segregated from commercial development, nearly every trip from home will need to be done in a car. Instead, municipalities should ensure that new roads provide good connectivity, offering a range of routes that drivers can take as well as options for walking and biking. Providing more than one path to a given group of homes or offices allows people a choice of routes so that the traffic load is distributed better and there are many fewer backups at the entrances to collector roads. Sidewalks and pedestrian crossings should be part of every new development, residential or commercial, so that people have the option of walking short distances.

B Incorporate Design Elements that Reduce the Impacts of Transportation

Specific design considerations will help ensure that transportation is context sensitive with land use. The speed of traffic on roads is one important consideration. On residential and smaller collector roads that border homes, traffic should not travel at high speeds. If traffic is at a reasonable speed, people will be more likely to play, bike, and walk along the road.

Traffic-calming techniques indicate to drivers that they need to slow down. These techniques may include speed bumps; raised crosswalks; rows of trees along the road that visually narrow drivers' space and also provide a buffer to pedestrians; abrupt changes in the alignment of the road; or changes in road texture.[49]

Transportation networks can contribute positively to community character and improve its livability while providing good mobility. A network of internal paved pathways can provide more direct and scenic routes than sidewalks along roadways. A well-designed pedestrian network that leads to important destinations such as transit stops can become a major amenity for an area.

A "road-based" zoning code is an innovative approach to ensures that buildings are in context with the roads they front. This type of code establishes a street hierarchy and assigns specific height limits, floor-area ratios, and setbacks for all buildings along each of the street types.[50]

Parking policies also have a great deal to do with shaping a community. Communities should look carefully at minimum parking requirements for

different land uses. Communities should recognize the relationship between unlimited free parking and traffic generation. They should plan their land-use codes and develop parking pricing structures appropriately to discourage unnecessary auto trips and promote alternative ways of getting about.

Additionally, parking as a land use should be considered carefully in the context of community design. Good planning calls for buildings to be set along a street to define it architecturally and for parking to be behind and for parking to be designed in a context-sensitive manner.

Extensive areas of parking should be avoided, especially at transit stations, because such parking precepts land for more active uses. Large "seas" of parking also are visual and physical barriers to pedestrians or bicyclists entering from the street. As much as possible, shared parking should be located so that a visitor to a town center or shopping district can park once and access all of its destinations in the center on foot. Shared parking also should be allowed between businesses and commuters/transit when hours for demand do not overlap.

C Design New Development to Support Transit

When major development plans are in the works,

transit providers need to be included in the discussion to see if transit service will be possible and what needs to be done as part of the development process to make it a reality. Decisions about density and neighborhood design are easiest to make early in the process.

Many communities want to have transportation options, and the ability to have transit is very much dependent on how the land is developed. Municipalities should think of this in a comprehensive way, ideally during the comprehensive-planning process, so that densities are high enough in a large enough area that bus service is viable. For example, a density of four households per acre is the minimum for any type of bus transit service. For an intermediate level of service, there must be seven households per acre, and for frequent service there should be 15 units per acre.[51]

Many other land-use decisions — such as whether mixed uses are permitted and how structures are located on a site — have direct transportation consequences, and such decisions should be an integral part of the entire development process, and not just an afterthought. It is much more expensive and difficult to retrofit an area than to build it well the first time. Forty-two percent of survey respondents thought that businesses near public transit should pay lower taxes, an indication that a large segment of the populace would favor incentives for coordinating development with transportation.[52]

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Communities should look carefully at minimum parking requirements for different land uses.

12 Maximize Use of Existing Infrastructure

NIPC Role

Develop model ordinances for communities to: **(P/TBF)**

• Support transportation demand management strategies for major employers to minimize automobile trip generation.

• Encourage land uses and densities that are transit supportive.

• Support bicycle parking, pedestrian amenities and other development features that will support transit use.

Potential Local Roles

A Utilize CATS 2030 RTP Scenarios in Local Planning

B Develop Strong Centers and Corridors with Rail Station Redevelopment

Work with employers to encourage or require transportation demand management strategies for employers above a certain size, such as:

• Programs that provide a cash benefit to workers who do not drive and do not use an employer-provided parking space

• Van pools

• Ride-sharing programs

• Flexible schedules

• Compressed work-weeks

• Telecommuting

• Provide and promote use of pre-tax TransitCheck benefit

Implementation Strategy 12:
Maximize Use of Existing Infrastructure

According to the *2030 RTP*, during the next 25 years, an estimated $61 billion will be available to maintain and improve the region's transportation system, but 77 percent ($47 billion) of these dollars will be needed just to maintain the existing transportation system. With the majority of future funding going toward existing infrastructure, it will be vitally important to maximize its efficient use.

Maintenance of roads will inevitably be part of ongoing responsibilities. The resurfacing and repair of roadways is a never-ending cycle. The 77 percent of funds earmarked to maintain existing infrastructure represents opportunities for infill and redevelopment toward the development and enhancement of centers, corridors, and green areas. These activities should be strategically planned to determine what enhancements can be made concurrently with repairs. For example, incorporating traffic-calming measures (such as speed bumps), pedestrian enhancements (such as raised crosswalks), or bicycle facilities (such as bicycle lanes) can enhance many resurfacing and/or repair projects. When a road-widening activity is undertaken, communities should attempt to integrate amenities to enhance and support the road to increase livability and safety.

Understanding operational funding needs will help guide future physical/infrastructure investment. Investments in both transit capital and operations are important, given the parallel between the costs of road maintenance and transit operations.

Technologies need to be further developed and utilized that improve the efficiency and safety of existing and future corridors.

Intelligent Transportation Systems (ITS) tools collect and disseminate information about current conditions. This information can be used by traffic managers and the public to make informed decisions about travel plans. Pace and Chicago Transit Authority are installing global-positioning system (GPS) devices on their fleets to provide real-time tracking information. Electronic kiosks on buses and at bus stops and stations can provide arrival-time information for travelers. The tollway and IDOT use systems that produce travel times that are broadcast to the public via media outlets and roadside signs. ITS can also is being used to give signal prioritization to emergency vehicles and buses.

ITS systems need to be further developed and integrated for the entire freeway, tollway, and transit systems. ITS can also be used to improve the efficiency and safety of the region's arterial system.

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ITS tools need to be further developed and integrated for the region's entire freeway, tollway, and transit system.

A Utilize CATS *2030 RTP* Scenarios in Local Planning

As part of the *2030 RTP*, the Chicago Area Transportation Study (CATS) evaluated four thematic, future regional alternative transportation scenarios: service intensive, system intensive, system additions and system expansion. These scenarios focus on maximizing existing infrastructure.

The service-intensive scenario focused on transportation strategies that improve user benefits under existing management, operations and capacity conditions. Service improvements for any mode are typically accomplished in the course of reconstruction or capital maintenance, but may also be pursued as standalone, regional strategies. These scenarios have the added benefit of allowing quick adjustments to service in response to changes in needs or composition of users. This alternative was evaluated to illustrate the benefits of non-capital, intensive strategies to improve the transportation system.

In the system-intensive scenario, limited capital improvements and operational changes for the existing system were introduced. System improvements for any mode are typically made in response to the need to make strategic changes in facility operations. These may be in response to changes in technology or demand patterns. This alternative was evaluated to illustrate the benefits of low-capital, intensive

strategies to improve the transportation system.

The system-additions scenario introduces capacity additions to existing major highways and rail facilities. These may result in net new capacity or in existing capacity retrofitted for another function. Capital additions oriented toward improving hub circulation in the Chicago CBD and completion of existing expressway connections and extensions of radial transit lines were included.

System additions are made in response to capacity deficiencies that result from established growth patterns or changing demand patterns. This alternative was evaluated to illustrate the benefits of a capital-intensive strategy to improve the existing transportation system.

B Develop Strong Centers and Corridors with Rail Station Redevelopment

Northeastern Illinois has an expansive rail network stretching from the central city to outlying suburbs. The region should utilize this asset by redeveloping around transit stations to help maximize public investment in the existing rail infrastructure. Transit-oriented redevelopment can help revitalize older neighborhoods and create new neighborhoods that are more livable.[53]

For transit to remain economically viable, there must be a sufficient number of potential riders

S ystem-intensive scenarios have the added benefit of allowing quick adjustments to service in response to changes in needs or composition of users. This alternative was evaluated to illustrate the benefits of non-capital, intensive strategies to improve the transportation system.

Communities can create more vibrant, healthy downtowns by encouraging redevelopment near train stations.
Photo by dorothyperryphotography.com

living or working near transit stops. Focusing residential and commercial redevelopment around transit stops will increase the number of nearby potential riders in the surrounding area. Several studies have supported the idea that people living or working near transit are much more likely to ride transit than individuals not near transit. Communities can "encourage transit-compatible infill development or redevelopment near transit stations in central business districts, and intensify suburban business parks to create effective destination centers for transit."[54]

There are many opportunities for redevelopment near train stations throughout the region. By encouraging transit-oriented development in these locations, communities can create more vibrant, healthy downtowns that support transit. The transit stop can help attract new development. New housing choices can be created near transit that are affordable and allow people the

option of not owning a car. Housing near transit provides more accessibility for youth, the elderly and disabled populations. The new development around the station can also provide jobs for local residents.

The system-additions scenario introduces capacity additions to existing major highways and rail facilities. These may result in net new capacity or in existing capacity retrofitted for another function. Capital additions oriented toward improving hub circulation in the Chicago CBD were included. Completion of existing expressway connections and extensions of radial transit lines were also included. System additions are made in response to capacity deficiencies that result from established growth patterns or changing demand patterns. This alternative was intended to illustrate the benefits of a capital-intensive strategy to improve the existing transportation system.

13 Protect Water Resources

NIPC Role

Promote the adoption of comprehensive plans and improved stormwater management regulations that address runoff and water quality in addition to runoff rates. **(P)**

Design, develop and implement education programs about the sources and impacts of non-point source pollution, the costs and benefits of Best Management Practices, and the design and maintenance of naturalized stormwater management facilities. **(P/TBF)**

Provide technical assistance and guidance to watershed groups in the form of model ordinances and best practices and in the preparation of comprehensive watershed plans that address flooding and stormwater management, water quality, and protection of natural resources. **(P)**

Redesign the current Facilities Planning Area process to better protect water quality and address watershed-level impacts of FPA amendments. **(P)**

Support the effort to preserve the biological integrity of Lake Michigan and its shoreline and maximize use of both for recreation, transportation and aesthetic benefits. **(P)**

Support efforts for Illinois to join the Natural Coastal Management Program. **(P)**

Direct the preparation of stormwater management plans in all areas of the region. **(TBF)**

Promote the adoption of watersheds and Lake Michigan basin as the appropriate management unit for land and water resources. **(P/TBF)**

Advocate for the amendment of rules affecting issuance of certificates of convenience by the Ill. Commerce Commission for operation of privately owned and operated wastewater treatment facilities, to require consideration of adopted regional plans and polices, NIPC forecasts, and Illinois Water Quality Management Plan. **(TBF)**

Serve as an advocate to state and federal agencies for the critical watershed planning needs in northeastern Illinois. **(P)**

Identify priority watersheds and garner support and funding to facilitate watershed planning in these areas. **(P/TBF)**

Potential Local Roles

Require that development is consistent with objectives of NIPC model ordinances pertaining to soil erosion and sediment control, floodplain management, and stormwater drainage and detention, and stream, lake, and wetland protection

A Address non-point source pollution such as:
- Construction sites
- Salt from de-icing
- Excess fertilizer use

Require that impervious surface areas be minimized to reduce stormwater runoff (for example, by reducing street width, street length, driveways and parking facilities, and by using permeable paving and green roofs)

B Recognize the regional value of Lake Michigan

C Develop watershed plans

D Maintain a floodplain-management program

Maintain floodplains and wetlands in their natural conditions and encourage restoration of altered stream corridors and wetlands wherever possible

Implement wastewater-management programs like land application and wetland polishing

Inventory watershed resources and conditions, analyze watershed problems

Establish by purchase and/or regulatory requirement a set of protective buffers around green spaces, waterways, wetlands, etc.

Prevent damaging modifications such as channelization, filling, impoundment, and draining of streams and wetlands

Protect and restore natural hydrology, natural drainage systems and habitat features

Require natural buffer zones and setbacks that protect natural vegetation

Require pollutant filtering mechanisms

Prohibit building within 100 feet of water resources

Acquire land or conservation easements for water resources and buffer areas

Preserve and restore in-stream habitat features (such as rocks, pools, riffles, etc.)

Manage stormwater and wastewater as a useful resources, for example using treated wastewater for irrigation of golf courses, parks, etc

Minimize discharge of wastewater and stormwater into low-flow streams and high-quality water bodies

Use natural features of the landscape to filter and absorb stormwater into the ground

Detain stormwater with naturalized wet detention basin designs, which replicate a natural wetland or pond system

Encourage residents to disconnect downspouts and collect stormwater in rain barrels, cisterns, and rain gardens

Stabilize failing and eroding stream banks and lakeshores w/ bioengineering techniques

Regularly monitor and maintain water resources to maintain water flow

Preserve and restore native riparian vegetation along the edges of water resources

Establish an incentive system to reward alternative stormwater management that decreases runoff volume and increases quality

Retrofit existing detention basins as naturally vegetated wetland/prairie systems

Implementation Strategy 13:
Protect Water Resources

Our region is blessed by seemingly endless sources of fresh water for our personal and industrial needs. Indeed, the Great Lakes contain 20 percent of the world's fresh-water supply, our rivers and streams seem to flow endlessly, and our groundwater supplies are increasingly tapped to provide water for more urban development. Yet the quality and quantity of these water resources are increasingly affected by population growth, urban development, and the way we use our land. Streams and rivers overflow their banks regularly, causing expensive and life-disrupting flood damages.

During the past few decades, watershed planning has evolved to address these impacts. A number of multi-objective watershed planning efforts, such as those addressing water quality, stormwater, open space, habitats, and other objectives, are under way in our region. Local governmental and non-governmental groups have assumed a prominent role in watershed planning and management.

A Address Non-Point Source Pollution

Since passage of the Clean Water Act in 1972, the quality of many of the region's water bodies has improved, largely due to the better municipal and industrial wastewater treatment methods mandated

by the act. These types of wastewater discharges, where the point of input to the receiving water body is a fixed location such as the end of a pipe, are known as point sources. Non-point source (NPS) pollution, a less conspicuous type of water contamination, has proven more difficult to locate and control because it comes from many sources across the landscape. As a consequence, many of our region's rivers and lakes, particularly those in urban and suburban watersheds, are not always safe for swimming and do not support diverse, healthy fish communities as mandated by the act.

NPS pollution is caused by rainfall and snowmelt moving over the ground, picking up natural and human-made pollutants, and depositing them into lakes, rivers, wetlands, and even underground sources of drinking water. Nearly all types of land uses and changes — agriculture, roads, bridges, parking lots, rooftops, residential yards, streets, and physical changes to stream channels — contribute to NPS pollution and its impacts. The following are examples of NPS pollution. Because of their pervasive nature, such problems are best addressed through watershed planning and management efforts.

Sediment from improperly managed construction sites, crop and forestlands, and eroding streambanks clouds the water, reducing the amount of sunlight reaching aquatic plants; covers fish spawning areas and food supplies; and clogs the gills of fish. In addition, other pollutants like phosphorus, pathogens, and heavy

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Non-point source pollution is caused by rainfall and snowmelt moving over the ground, picking up natural and human-made pollutants, and depositing them into lakes, rivers, wetlands, and even underground sources of drinking water.

The Clean Water Act[55]

The Clean Water Act establishes the basic structure for regulating discharges of pollutants into the waters of the United States. It gives the U.S. Environmental Protection Agency the authority to implement pollution-control programs such as setting wastewater standards for industry. The act also continues requirements to set water-quality standards for all contaminants in surface waters. The act makes it unlawful for any person to discharge any pollutant from a point source into navigable waters, unless a permit is obtained under its provisions. It also funded the construction of sewage treatment plants under the construction grants program.

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Heavy metals, which are toxic to aquatic life and can potentially contaminate groundwater, can come from car and truck exhaust.

metals are often attached to the soil particles. These pollutants degrade water quality and can harm aquatic life by interfering with photosynthesis, respiration, growth and reproduction.

Oil, grease, heavy metals, and toxic chemicals are leaked onto road surfaces from car and truck engines, are spilled at fueling stations, or are discarded directly onto pavement or into storm sewers. Heavy metals come from some "natural" sources such as minerals in rocks, vegetation, sand, and salt. But they also come from car and truck exhaust, worn tires and engine parts, brake linings, weathered paint, and rust. Oil, grease, and heavy metals are toxic to aquatic life and can potentially contaminate groundwater.

Salt from deicing practices increases sodium and chloride concentrations in ponds, lakes, and bays, causing fish kills and changes in water chemistry. Dissolved road salt also can infiltrate into the ground causing elevated chloride concentrations in shallow groundwater sources, decreasing the acceptability of groundwater as a drinking or industrial water source.

Excess fertilizers containing phosphorus and nitrogen nutrients from agricultural lands and residential areas can wash into aquatic ecosystems where they can cause excessive plant growth, which may reduce swimming and boating opportunities, create taste and odor problems in drinking water, and causes dissolved oxygen depletion, which can lead to fish kills. Herbicides, insecticides, and fungicides are used to kill pests and control the growth of weeds and fungus, but they also can negatively impact fish and wildlife, poison food sources, and destroy the habitat that animals use for protective cover.

Bacteria from livestock waste, pet wastes, and faulty wastewater treatment and septic systems can cause illness in humans coming into contact with contaminated streams, rivers, and lakes, making them risky for recreational uses such as swimming and boating.

B Recognize the Regional Value of Lake Michigan

The *2000 Lake Michigan Lakewide Management Plan* states that Lake Michigan is an outstanding natural resource of global significance but is under stress and in need of special attention.[56] Lake Michigan, the second largest of the Great Lakes by volume, supports many beneficial uses for communities along its 63-mile shoreline as well as those that are further inland.

These benefits include drinking water for 11 million people (6 million of the more than 8 million residents in northeastern Illinois); internationally significant habitat and natural features including the world's largest collection of fresh-water sand dunes; food production and processing; fish for food, sport, and culture (supporting 43 percent of the Great Lakes' large sport-fishing industry); and valuable commercial and recreational uses. These qualities mean billions of dollars not only to the economy of northeastern Illinois but also the four states that share the lake and the nation as a whole.

The majority of lake water removed for use in Illinois is eventually sent to streams and rivers that flow into the Mississippi River and ultimately the Gulf of Mexico, not back into the lake. This net export of Lake Michigan water means that it is not available for us to use again or to help recharge diminishing groundwater supplies, and may be contributing to falling lake levels that impact recreational uses such as boating and swimming. Other human activities are diminishing the quality of the lake's rich resources and benefit to northeastern Illinois residents. These include atmospheric deposition of metals and other toxic chemicals, primarily from power plant and industrial stack emissions into the air, urban stormwater runoff carries many tons of urban pollutants into the lake, contaminating sediments and lake organisms, combined sewer overflows flush sewage, bacteria, and other harmful contaminants into the waters we drink and swim in.

Program Helps States Manage Their Shorelines[57]

The Coastal Zone Management Program (CZMP) is authorized by the Coastal Zone Management Act of 1972 and administered at the federal level by the Coastal Programs Division (CPD) of the National Oceanic and Atmospheric Administration's Office of Ocean and Coastal Resource Management. The CZMP leaves day-to-day management decisions at the state level in the 34 states and territories with federally approved coastal management programs. Currently, 95,376 national shoreline miles (99.9 percent) are managed by the program. State and federal coastal zone management efforts are guided by the CZMP's Strategic Framework, which is organized around three major themes: sustain coastal communities; sustain coastal ecosystems; and improve government efficiency.

The CPD is responsible for advancing national coastal management objectives and maintaining and strengthening state and territorial coastal-management capabilities. It supports states through financial assistance, mediation, technical services and information, and participation in priority state, regional, and local forums.

Watershed Planning Includes Three General Stages

The overall watershed planning process can be broken into three general stages with multiple steps within each stage:

- Identify issues and concerns; gathering and analyzing watershed resource information and data; defining challenges and opportunities; developing goals and objectives; and documenting data and decisions.

- Develop a strategy for achieving the objectives; selecting the best watershed-management alternatives (including education, best management practice installations, and planning and policy recommendations); creating an action plan for implementing the selected alternatives; and determining how to measure progress.

- Implement the plan and evaluate efforts.[58]

These realities require planning to protect and ensure that our water resources, and likewise our economic viability, are sustained into the future. Private initiatives, public programs such as the Coastal Zone Management Program, and watershed planning and management are important components that residents and local governments can support to help achieve a sustainable Lake Michigan. NIPC works closely with the EPA-Great Lakes National Program Office to manage the Lake Michigan Watershed Academy, which trains local government officials in sustainable land use and watershed management. NIPC also co-chairs the Land Use and Development work group of the Great Lakes Interagency Task Force, formed by executive order to help develop federal policies for protection of the Great Lakes.

C Develop Watershed Plans

The watershed — all of the land area that drains to a single body of water — has become the management unit of choice for many water-resource issues. With a watershed approach, water-quality impairments that are found inside specific watershed boundaries can be confidently linked to sources within that watershed. Similarly, flooding of a particular stream can be addressed by management of water quantity within that stream's watershed.

Watershed planning, a complementary process to watershed management, is the assessment of watershed conditions and the development of a course of action to protect the quality and quantity of the water resources within the watershed boundaries. Communities and stakeholders can use the action plan to work collaboratively to implement water-quality/-quantity and flooding-management measures and prevent problems before government regulations force remedial action.

New guidelines for watershed-based plans issued by the EPA will help improve water

quality and help organizations meet agency requirements and Clean Water Act mandates. Following these guidelines offers more opportunities for federal funding to improve water resources through such projects as streambank stabilization; stream and wetland creation and restoration; and stormwater best management practice (BMP) installation.

It is essential that watershed planning involve key individuals or stakeholders that reside or work in the watershed, such as local landowners and local government officials. These local stakeholders will drive the process and bring in outside resource agencies for technical assistance, coordination, and funding support. These local participants must be fully committed to the recommendations of implementing the plan. Otherwise the goals of the planning process cannot be achieved.

Watershed planning can proceed at a variety of geographic scales and with a variety of specificity ranging from a detailed plan for a 9-square-mile area to a summary plan that identifies goals and objectives for a 350-square-mile watershed. Regardless of the scale or detail, however, watershed plans must be coordinated with neighboring watershed plans and with other local plans such as those for land use, stormwater management, and parks and recreation. Furthermore, with the increasing role and importance of county stormwater-management commissions and the

new stormwater-management program for Cook County, the need for improved inter-jurisdictional coordination and cooperation is critical.

D Maintain a Floodplain-Management Program

Flat topography and broad floodplains make stormwater management and flood prevention in northeastern Illinois particularly challenging. Past activities — including intensive agricultural development and urbanization — paid little notice to the long-term consequences of altering the landscape, resulting today in flooding and drainage problems with average annual flood damages of close to $40 million.

Urban development reduces the landscape's ability to absorb precipitation and increases the sizes of floodplains and flood-prone areas that naturally store floodwaters by increasing the total quantity of runoff leaving a development site. Problems develop when we try to use such flood-prone areas for our own purposes rather than allowing them to function as natural sponges and storage areas. Increased streamflows also increase the potential damage many miles downstream. Current, accurate floodplain maps, adoption of adequate local floodplain- and stormwater-control ordinances, and BMP installations — such as infiltration practices — can help reduce such damages.

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Problems develop when we use flood-prone areas for our own purposes rather than allowing them to function as natural sponges and storage areas.

NIPC provides recommended language for managing floodplains and stormwater in its model ordinances.[59]

Communities in the region have typically relied on two flood-mitigation approaches to reduce property damage and the threat to life and public health. Remedial structural measures, such as reservoirs and channel improvements, keep floodwaters away from development. Structural flood-control projects may be the most appropriate for protecting a critical facility or a concentration of damage-prone buildings. Nonstructural measures include building development away from the floodplain; detaining stormwater on the sites of new development to reduce peak flows; removing flood-prone structures from the floodplain; and acquiring flood-prone lands. Cost-effective solutions such as selective flood proofing or buy-outs may be appropriate when major structural solutions are not environmentally or economically justified.

The Resource Coordination Policy Committee (RCPC) is composed of committees and agencies working to solve regional flooding problems. The RCPC receives direction and guidance from the Chicago Metropolitan Area Council of Watershed Steering Committees, which represents communities and local leaders of each watershed. The RCPC's Web site gives an overview of the flooding problems in northeastern Illinois and a breakdown of major constructed and proposed flood-mitigation projects by watershed.[60] Recently, more money has been invested in regional flood-mitigation projects to help control flooding problems in the region.

Communities throughout the region must maintain and improve flood-management programs. NIPC also provides assistance to communities striving to solve inter-jurisdictional flooding problems. By serving as an impartial facilitator and advisor, NIPC can assist in developing flood-management solutions that require cooperation across political boundaries to implement.

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Recently, more money has been invested in regional flood-mitigation projects to help control flooding problems in the region.

14 Plan for Sustainable Water Supply from Ground, Surface, and Lake Michigan Sources

NIPC Role

Prepare a regional water-supply assessment and plan to guide water supply management decisions for ground, surface and Lake Michigan water. **(TBF)**

Participate in and contribute to the Great Lakes Regional Collaboration, which calls for protecting and restoring the Great Lakes through a regional collaboration of national significance. **(P)**

Lead the region in development guidelines for water-conservation practices and water supply-demand management. **(P/TBF)**

Develop guidance for water reuse in municipal, industrial, and residential applications including the use of captured stormwater, treated municipal or industrial effluent water, and grey water. **(TBF)**

Prepare a model ordinance and guidelines to assist municipalities in making decisions that protect prime groundwater areas. **(TBF)**

Advocate for the amendment of Illinois EPA legislation to require consideration of adopted regional policies and forecasts in its permitting programs. **(P)**

Promote the establishment of water-supply authorities led by NIPC in partnership with counties and the City of Chicago. **(P)**

Potential Local Roles

A   Consider water-supply issues when making development decisions

B   Identify and protect water sources

Protect groundwater by identifying the location of wells and recharge areas, and by establishing minimum setbacks

C   Develop a local aquifer-management program

Implementation Strategy 14:
Plan for Sustainable Water Supply from Ground, Surface, and Lake Michigan Sources

Despite proximity to one of the world's largest fresh-water resources, areas of northeastern Illinois are facing future water-supply difficulties because of a mismatch of projected population growth and water availability. An inclusive water-supply planning effort is needed to help ensure that every community in northeastern Illinois will have an adequate, sustainable, and reasonably priced supply of water. Water-supply management authorities led by counties are needed in the same manner as the region's stormwater-management efforts.

A Consider Water-Supply Issues in Development Decisions

The 2030 population of northeastern Illinois is projected to reach 10 million. If such population growth continues to expand outward into the rural sections of the region, an ever larger portion of the population will be dependent on ground-water. Unfortunately, development decisions rarely consider whether local groundwater supplies will be able to support increased population.

NIPC's 2001 *Strategic Plan for Water Resource Management* projected that 11 townships would face localized water shortages in 2020. Updated 2030 population forecasts indicate as many as 23 townships may suffer deficits of varying severity over the next 25 years. The uncertainties in these estimates are worth noting: actual water yields of shallow aquifers are not yet well-defined; the model assumes no change in rates of aquifer recharge or in water-pricing structures intended to encourage conservation; and natural climate variability may significantly alter surface-water availability. Clearly, technical studies are needed to improve our understanding and knowledge about these systems.

Many of the counties in the region are currently evaluating their future water supplies and developing plans to address supply shortages. For example, Kane County, in conjunction with the Illinois State Water and Geological Surveys, is in the process of creating a geologic and hydro-geologic model of Kane County to address water-supply planning and manage-ment issues in the future.

B Identify and Protect Water Sources

Lake Michigan provides approximately 83 percent of the region's water needs and serves the majority of the population. However, use of Lake Michigan is constrained by a U.S. Supreme Court decree limiting Illinois' total diversion (withdraw-al without replacement) to 2,068 million gallons per day (MGD), of which 60 percent is allocated for residential and industrial water supply.[61] Recent actual usage of Lake Michigan water is about 13 percent less than the legal allocation, but per capita demand is decreasing.[62] Communities using lake water are required to adopt conserva-tion measures such as metering all new users, restricting lawn watering, and reducing leakage in the water distribution system.[63]

The largest water supplier, the City of Chicago, has reduced usage substantially over the past 15 years by installing meters and replacing failing water mains.[64] Capacity surplus and reductions in per capita demand will accommodate additional population within the current lake-water supply area. However, increasing population within the service area and restrictions against extending the water-service system to outlying communities will likely preclude any major changes to the bound-aries of the Lake Michigan service area for the foreseeable future.

The majority of communities and unincorporated areas outside of the Lake Michigan service area are wholly dependent on groundwater. These com-munities are the fastest growing in the region

and are the places where the majority of growth is expected between today and 2040. Other surface waters, primarily the Fox River, supply only 2 percent of water consumption in northeastern Illinois.[65] These sources are not widely available, and the minimum flow needed to support navigation and aquatic ecosystems limit the developable supply from these sources. Groundwater provides the remaining 15 percent of the water used in northeastern Illinois.

Groundwater in northeastern Illinois is extracted from two types of aquifers (underground layers of water-saturated soils and rock): deep sandstone or bedrock aquifers, supplying 40 percent of groundwater used; and shallow aquifers, supplying 60 percent.[66] The deep aquifer system, a continuous band running through the region and into Wisconsin and Indiana, has been the preferred choice because of its consistently high water yields. Nevertheless, for the last 40 years, northeastern Illinois has been withdrawing water at faster rate than it is being replenished. Sustainable yield is considered to be between 46 and 65 MGD.[67]

While usage dropped dramatically in the 1980s as more outlying communities switched to Lake Michigan water, the withdrawal rate is again trending steeply upward with recent estimates over 100 MGD. Such intense use means that withdrawals may have to be made from increasingly deeper levels of the aquifer, where potential water-quality problems such as dissolved minerals and radium raise the cost of treatment.

The shallow aquifers are saturated sand and gravel layers of varying depths throughout the region. Preliminary studies estimate that shallow aquifers could provide as much as 503 MGD on a regionwide basis.[68] However, the shallow aquifers are more susceptible than the deep bedrock aquifer to contamination from

development and land-use activities on the surface. Because shallow aquifers are recharged through the ground above them, the long-term supply of water from them is threatened by development spreads' impermeable pavement and roofs over the landscape.[69]

C Develop a Local Aquifer-Management Program

Despite such potential deficiencies, the shallow aquifer system has not been allocated or tapped at unsustainable rate, and it is the most likely water source for our expanding population. The region must, therefore, improve its knowledge of shallow aquifer properties such as the amount of water available, recharge rates, and contamination risks from overlying land uses. Protection measures must then take effect to ensure the integrity of community water supplies. A wellhead protection ordinance regulates the type of land use within a specified distance from a wellhead to discourage activities with a high potential for releasing contaminants. These ordinances should be coupled with studies to delineate the recharge areas of the shallow aquifer system. Illinois also has a state-level mechanism to designate Regulated Recharge Areas within which, for example, facilities handling certain chemicals have special handling and personnel-training requirements, and activities within specific distances of wellheads are restricted.[70]

Shallow aquifers eventually discharge into streams, lakes, and wetlands. Base flow (the water in a stream that originates from groundwater) is reduced when wells lower the shallow aquifer table. Thus, the interconnection of surface water and groundwater complicates water-supply management decisions.[71] Proper water-management ensures that groundwater levels are adequate to maintain minimum streamflows and wetland waste levels and sustain aquatic habitats.

Withdrawing water from an aquifer causes the water table to drop in the vicinity of the wellhead. As a result, yields of other wells within this cone of depression are lowered— an outcome known as "well interference."

Poorly planned well fields in groundwater-dependent areas are at risk of overdeveloping groundwater supplies. The state Water Use Act (1983) provides for impact analyses to determine the effect of proposed wells on neighboring wells, but available data may not be sufficient to conduct accurate impact analyses without supplementary construction of a network of monitoring wells.[72] Area-specific research is needed to evaluate and mitigate the risk of well interference and water conflict among communities.

Delineation of aquifer recharge areas will assist in identifying the critical recharge areas to maintain in a natural or undeveloped state. To complicate matters, groundwater removed and used by municipalities is treated and discharged into streams — a net transfer of groundwater to surface water resulting in the subsequent loss of the water from the underground system. Septic systems do recharge groundwater, but water quality is vulnerable to septic system failure.[73]

Land application of treated wastewater is another potential solution that is the preferred for treating wastewater when it is technically feasible.

Land application should be considered first and foremost when new developments are proposed. In the past, the large land areas required have limited the use of land application, but several recent examples have shown that creative solutions are possible. These include land sharing, the use of non-contiguous land (such as rights of way), or cooperative agreements between municipalities and developers. These reflections all indicate that development decisions must consider water source, use, and disposal.

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Delineation of aquifer recharge areas will assist in identifying the critical recharge areas to maintain in a natural or undeveloped state.

15   Protect and Enhance Biodiversity

NIPC Role

Continue to provide outreach to local governments using materials such as *Protecting Nature in Your Community*. **(P)**

Continue to collaborate with Chicago Wilderness on implementing the *Biodiversity Recovery Plan* and the *Regional Green Infrastructure Vision*. **(P)**

A   Encourage natural landscaping. (P)

- Educate planning commissioners, city councils, staff, consultants, and community members regarding the benefits and methods natural landscaping.
- Promote use of NIPC's *Natural Landscaping Guidebook and Maintenance Manual* by public and private land managers.
- Promote use of NIPC's and Chicago Wilderness' *Sustainable Design Principles*.

Potential Local Roles

Perform communitywide inventories of natural resources; with NIPC's help, coordinate training opportunities to facilitate this

Implement recommendations of the Chicago Wilderness *Biodiversity Recovery Plan*

B   Prevent habitat fragmentation:
- Identify linear corridors along waterways and abandoned railroads to serve as habitat connections between open spaces, providing a continuous route for wildlife
- Preserve adequate buffer zones around "core" areas and provide links among natural areas, paying special attention to major bioreserves

Comply with state law requiring consultation prior to approval of development plans that may impact endangered or threatened species

Preserve natural lands through incentive programs, land purchases, land transfer, conservation easements, etc.

Manage and restore natural areas and processes

Offer educational programs to community members on habitat protection and biodiversity

Preserve sites identified in the *Illinois Natural Areas Inventory* by seeking dedication as Illinois Nature Preserves

Promote best management practices to protect soil, water, and habitat resources in agricultural areas (such as crop rotation, no-till farming, conservation irrigation, etc.)

Reduce dependence upon chemicals and synthetic substances, and use alternatives to chemical pesticides and herbicides in parks and other areas

C   Protect aquatic habitats

Implementation Strategy 15:
Protect and Enhance Biodiversity

Biodiversity is the total range of genes, species, and ecosystems in a region. Some of the rarest natural communities on earth exist within the greater metropolitan region (including parts of Indiana and Wisconsin), according to Chicago Wilderness' *1999 Biodiversity Recovery Plan*.

The *Biodiversity Recovery Plan* also finds that 350 species in the region's rare natural communities are listed as endangered or threatened. Twelve of these are ranked as globally significant, and 10 are considered threatened or endangered at the national level.

These species are not found only in remote settings; their habitat is often intertwined where many people live. For example, the 35 fastest growing, large metropolitan areas (which include northeastern Illinois) comprise just 8 percent of the land area of the lower 48 states, but they are home to nearly one-third of the imperiled species.[74] Development, invasive species, pollution, and lack of proper land management threaten the health of the region's remaining natural communities.

Many of these natural communities are declining and will not recover unless people work to protect and restore them.

A Encourage Natural Landscaping

"Natural landscaping" is a broad term that can also refer to native landscaping or beneficial landscaping. Native landscaping refers to the use of prairie, woodland, and wetland species typical of plant communities that flourished in northeastern Illinois prior to its occupation by settlers from eastern North America and Europe.

Natural landscaping implies the use of native plants but has slightly broader implications because it also suggests landscaping to give the "look" of the landscape that existed before the mid-1800s. The term "beneficial landscaping" embraces both native and natural landscaping. Beneficial landscaping also includes the use of shading and windbreaks, which reduce heating and cooling needs for buildings.

Local governments can set an example by using natural landscaping techniques on public lands. They can also promote natural landscaping through public policy, sponsor demonstration projects and educate the public on the benefits of natural landscaping. Local governments should address natural landscaping issues in their legal codes and local policies. For example, a natural-landscaping ordinance should be adopted and local codes such as a weed ordinance should be examined for inconsistencies with the purposes of natural landscaping

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According to Chicago Wilderness' 1999 Biodiversity Recovery Plan, *some of the rarest natural communities on earth exist within the greater metropolitan region.*

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Some species need a large area as a home range, and they can suffer when their habitats are fragmented by rail lines and power lines.

Available habitat must be of an appropriate size for species and ecological communities to survive and maintain long-term health. These shrinking habitats will gradually support fewer species, and future biodiversity will decline.

ordinance and amended as needed. Regulations for subdivisions and other developments should accommodate and encourage natural landscaping.

In particular, drainage code language that mandates storm sewers to the exclusion of vegetated swales and filter strips should be amended to enable such stormwater areas to be planted using natural-landscaping techniques. Natural landscaping should be required for stormwater facilities and stream, lake, and wetland buffers.

Additionally, fire department procedures can be adopted to permit and oversee prescribed burns, which may be specified in management plans for natural areas.

B Prevent Habitat Fragmentation

Habitat fragmentation is a key factor in the loss of biodiversity. Available habitat must be of an appropriate size for species and ecological communities to survive and maintain long-term health. These shrinking habitats will gradually support fewer species, and future biodiversity will decline.

Development often divides or fragments habitats, isolating species or decreasing the size of the available habitat. Fragmentation can be

L ocal communities can also use zoning and subdivision regulations to help protect natural habitats and buffer natural areas from incompatible uses. Zoning ordinances can prohibit an industrial use near a natural area. A community can require a developer to set aside land as open space or create a buffer between the subdivision and a natural area.

caused by many forms of human development. Roads and buildings divide up the community and alter the natural habitat.

Fragmentation can also be caused by power or rail lines cutting through an area. Some species must have a large area as a home range. When populations are isolated, less genetic diversity is maintained. As a result, the viability of the population suffers. Without interaction with the outside, the population can become inbred and lose its ability to adjust to change, survive a disease, or reproduce.

Local governments can help prevent habitat fragmentation with a comprehensive plan in which the community identifies areas to be preserved as wildlife habitat and natural areas. Discouraging future development in these areas will minimize habitat fragmentation and disruption.

A comprehensive plan should also identify and map existing natural areas, streams, lakes, wetlands, and other environmentally sensitive areas and the locations of threatened and endangered species. Goals should call for the protection or restoration of these areas and future development proposals should be examined for conflicts with the goals. This can prevent natural areas from being destroyed.

Local communities can also use zoning and

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Comprehensive plans should identify locations of threatened and endangered species, such as the Showy Lady's Slipper, which is listed as endangered by the Illinois Endangered Species Protection Board.

Preserving Aquatic Habitats

To protect, restore, and maintain aquatic resources throughout the region, local governments can take several actions:[75]

- Implement development ordinances to protect the natural functions, habitats, and beneficial uses of streams, lakes, and wetlands from construction impacts. Recommended elements of such an ordinance include prohibiting damaging modifications such as filling, draining, channel straightening, and armoring; protecting natural buffer zones along the waters' edge; requiring setbacks for buildings and pavement, and prohibiting direct discharge of untreated stormwater into existing streams, lakes, and wetlands.

- Maintain or restore natural vegetative buffer zones along the edges of streams, lakes, and wetlands. Buffer zones of native, deep-rooted vegetation are known to enhance fish and wildlife habitat, filter pollutants from runoff water, stabilize streambanks and shorelines, provide shade, screen noise, serve as greenways, and enhance aesthetics.

- Stabilize eroding streambanks and lakeshores using environmentally sensitive and sustainable techniques. Several techniques, often called "bio-engineering" techniques, incorporate living plant material with structural practices, resulting in a living erosion-control system that over time becomes self-sustaining and, to some extent, self-repairing.

- Restore habitat in degraded streams, lakes, and wetlands.

- Acquire ownership or conservation easements of water bodies and riparian (adjacent) areas.

- Participate in a comprehensive watershed-planning process, and incorporate water-body protection and restoration strategies in the comprehensive plan.

subdivision regulations to help protect natural habitats and buffer natural areas from incompatible uses. For example, the zoning ordinance can prohibit an industrial use near a natural area. Through subdivision regulations, a community can require a developer to set aside land as open space or create a buffer between the subdivision and a natural area.

C Protect Aquatic Habitats

Streams, rivers, lakes, and wetlands are familiar features in the northeastern Illinois landscape, and a wide variety of plants and animals exist at all levels in these habitats.

Many species depend exclusively on our streams, lakes, and wetlands to survive. And many more creatures depend on water bodies for at least part of their life cycles. Small fish dart in and out of aquatic plant beds. Larger predators prowl in the shadows. Insects, snails, bryozoans, crustaceans, and other curious creatures live out their secret lives in the nooks and crannies of this diverse world beneath the surface.[76]

Unfortunately, the health and biodiversity of many of our region's aquatic habitats have been compromised by human impacts: polluted runoff, physical alteration, changes in water flow, removal of native vegetation, and the introduction of invasive species, to name a few. Numerous aquatic animal and plant species are listed as threatened or endangered in Illinois.[77] Nationwide, about one-third of native fresh-water animal species are considered "at risk" of extinction.[78]

As development expands into our region's more rural areas, more of our streams, lakes, and wetlands — and the diverse aquatic life that they support — are becoming increasingly threatened. To protect, restore, and maintain aquatic resources throughout the region, local governments can take several actions. (See the sidebar at left.)

16   Enhance and Connect Green Areas

NIPC Role

Promote preservation of the green areas identified in the 2040 Plan by working with local governments, and county and state agencies. **(P)**

Update the Northeastern Illinois Greenways Plan to reflect the policies of the 2040 Plan. **(P)**

Educate and assist communities in techniques to preserve, enhance, and protect green areas. **(P/TBF)**

Encourage communities to allow conservation-designed subdivisions. **(P)**

Support local open space initiatives and efforts. **(P)**

Update the regional open space holdings and set a new strategy. **(TBF)**

Potential Local Roles

Recognize, communicate, and take advantage of the biodiversity, economic, and recreational benefits of greenways and trails

A   Designate green areas in comprehensive plans:

- Include enhancements and connections to existing green areas and corridors
- Use the National Recreation and Park Association's approach to target appropriate amounts

Encourage and/or require green-area enhancements and connections by using policies, regulations and incentives to, for example:

- Require developers to dedicate a certain amount of development site as green space
- Provide tax benefits to landowners willing to forgo the right to develop some or all of their property
- Streamline permitting processes and reduce development fees
- Allow and promote conservation development, and seek conservation easements
- Purchase development rights from willing sellers

B   Connect greenways and trails:

- Create buffers along streams, shorelines, utility and highway rights of way, and abandoned rail lines
- Coordinate planning of greenways and trails in conjunction with transportation projects to take advantage of joint use of rights of way

Encourage participation of the private sector in open space acquisition and protection

Preserve permanent open space for environmental education and recreation

Implementation Strategy 16:
Enhance and Connect Green Areas

Connecting and enhancing green spaces is critical to the *2040 Plan*'s land-use vision. These lands offer benefits ranging from economics, farmland viability, recreation and education to aesthetics, flood control, better water quality and wildlife protection. In urban areas, green areas can help spur neighborhood reinvestment, promote multi-generational experiences, address issues of environmental justice and celebrate cultural heritage and diversity. Of particular value are interconnected corridors of open space, or greenways.

Municipalities have been vital in purchasing, maintaining, and implementing a regional greenway system. A number of counties, townships, park districts and forest preserves in recent years have overwhelmingly passed referendums to purchase open space. Coordinating these efforts will further enhance green areas.

Implementing the recommendations in the *2040 Plan*, along with the *Northeastern Illinois Regional Greenways Plan* and the *Northeastern Illinois Regional Water Trails Plan*, can increase and connect significant amounts of green areas. The NIPC-adopted *1997 Greenways Plan* identifies 4,300 miles of greenways and almost 2,000 miles of trails for the region. The NIPC-adopted *1999 Water Trail Plan* identifies 480 miles of water trails for canoeing and kayaking.

A Designate Green Areas in Comprehensive Plans

Protected, connected green areas foster a high quality of life for residents. According to Steve Lerner and William Poole, the authors of *Economic Benefits of Parks and Open Space*, corporate CEOs say quality of life for employees is the third most important factor in locating a business. Owners of small companies ranked recreation, park, and open space as the highest priority in choosing a new location for their business.

Further, the Illinois Department of Natural Resource's 2003 survey report, *Public Attitudes Towards Open Space: The Unmet Demand in Illinois*, finds residents view open space as an important aspect of their communities. Survey respondents support acquiring more open space, consider open space a key component of their quality of life, and support protecting open space for wildlife habitat and from urban development. The report also found that residents were not satisfied with the amount of each of the various types of protected open space in this state, including parks, lakes and ponds, natural areas, and wildlife habitat.

The appropriate amount of green areas to protect is unique to each community. The National Recreation and Park Association (NRPA) recognizes that each community must be considered on an individual basis, and they each must

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A number of counties, townships, park districts and forest preserves in recent years have overwhelmingly passed referendums to purchase open space.

Photo by dorothyperryphotography.com

NRPA Recommends Figuring Open Space 'Level of Service'

Every community should recognize the importance of enhancing and connecting green areas and reflect this in their comprehensive plans. A 1997 Illinois Parks and Recreation article, *The New NRPA Guidelines for Open Space*, describes the National Recreation and Park Association's (NRPA) approach for determining open space and recreational needs. The guidelines recommend calculating a "level of service" (LOS) that includes eight steps:

1. Determine the park classification.

2. Determine what recreation activities will be offered and what facilities will be needed.

3. Determine open space size standards.

4. Determine current supply or number of people who utilize those activities.

5. Determine the total expressed demand.

6. Determine minimum population service requirements for the activity choices.

7. Determine individual LOS for each park class.

8. Determine the collective LOS for the entire park and recreation system.

address the following three social changes occurring in the last decade:

• The need to accommodate different cultures.

• The need to include citizens' opinions in the process.

• The identification of the wellness movement.

The standards recognize the importance and complexity of land-use controls and recommend that open space planning constitute a component of a community's comprehensive land-use plan. It is also important that counties and municipalities take advantage of opportunities to work together to connect and enhance greenways and trails.

Regional green-area plans and visions can help communities, counties, and the region coordinate planning for green connections and enhancements. The Openland Project's and Center for Neighborhood Technology's *Natural Connections: Green Infrastructure in Wisconsin, Illinois, and Indiana* of 2004 not only documents existing green infrastructure but makes several recommendations for connections and additions.

Chicago Wilderness' *Green Infrastructure Vision, 2004* is a map of the Chicago Wilderness region that reflects existing green infrastructure — forest preserve holdings, natural area sites, streams, wetlands, prairies, and woodlands — as well as opportunities for expansion, restoration, and connection of large-resource protection areas.

B Connect Greenways and Trails

Greenways vary in scale from narrow ribbons of undeveloped landscape that run through urban and suburban development to wide corridors that incorporate diverse natural and cultural features. The unique feature of greenways is that
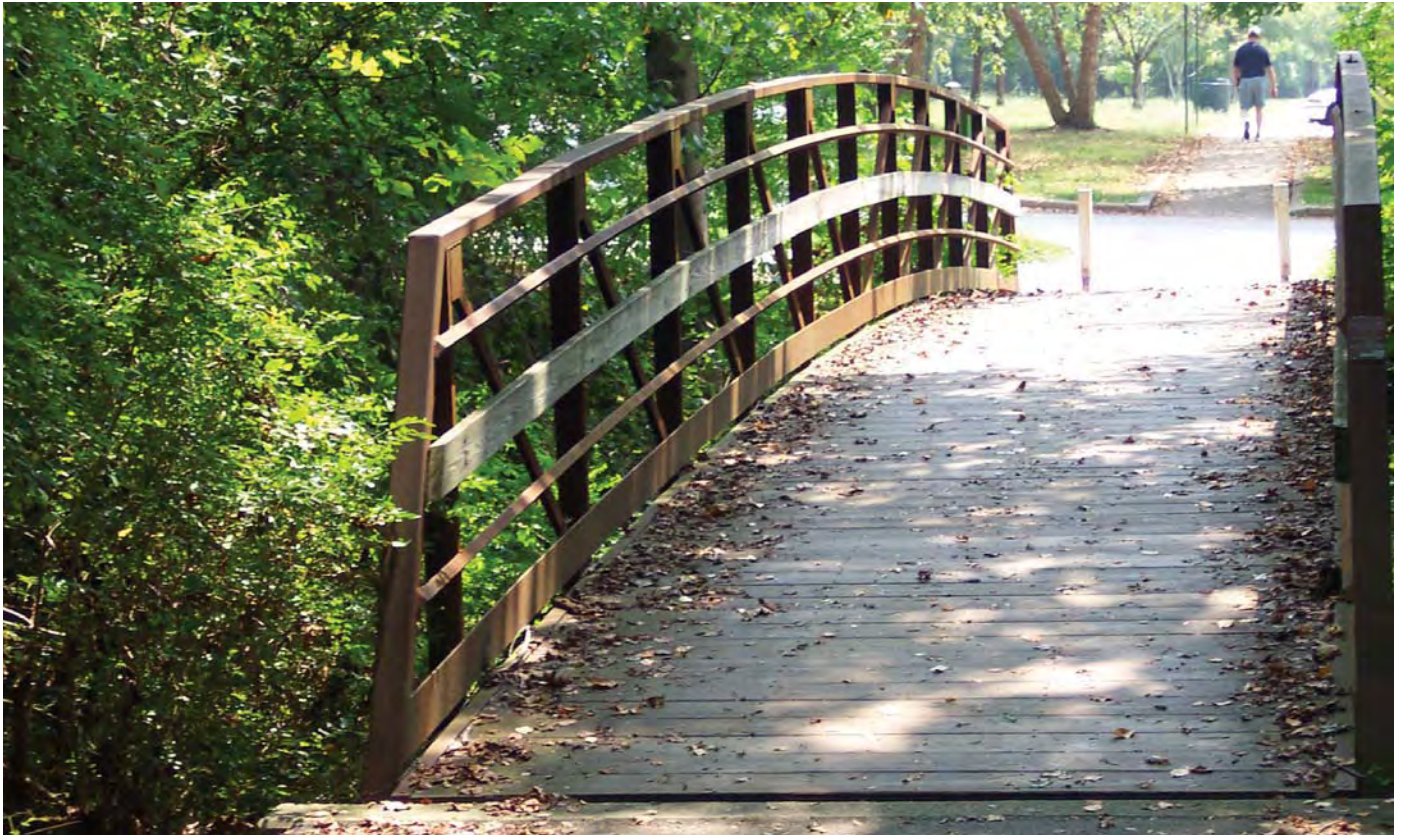
Greenways are places where people can relate to nature, which fosters stewardship and caring for the environment.

they are connected open spaces and natural habitats. Greenways are particularly important aspects of our region's ecology, economy, and recreational opportunities.

Connecting and enhancing greenways contributes to ecological integrity, preserves biodiversity, and protects plant and animal migration paths. In addition to enhancing biodiversity, the presence of natural corridors in urban areas offers places for people to relate to natural ecological processes, which, in turn, fosters stewardship and caring for the environment.

Economic benefits of greenways and trails are shown in studies that prove that homes near open space and greenways have higher assessed values. People will pay a higher price and higher property tax bills for a home near these areas. Consequently, local governments benefit directly and immediately from the increased property tax income, bringing a direct return on their investments in greenways. The amount of the cost benefit varies from community to community.

However, one study suggests that a 20 percent premium on properties adjacent to passive recreation areas such as greenways and trails is a reasonable starting estimate. Connecting greenways and trails offers more benefits than non-linear open space. The premium placed on properties near active recreation open space, such as parks with baseball fields, is lower due to potential nuisance factors.

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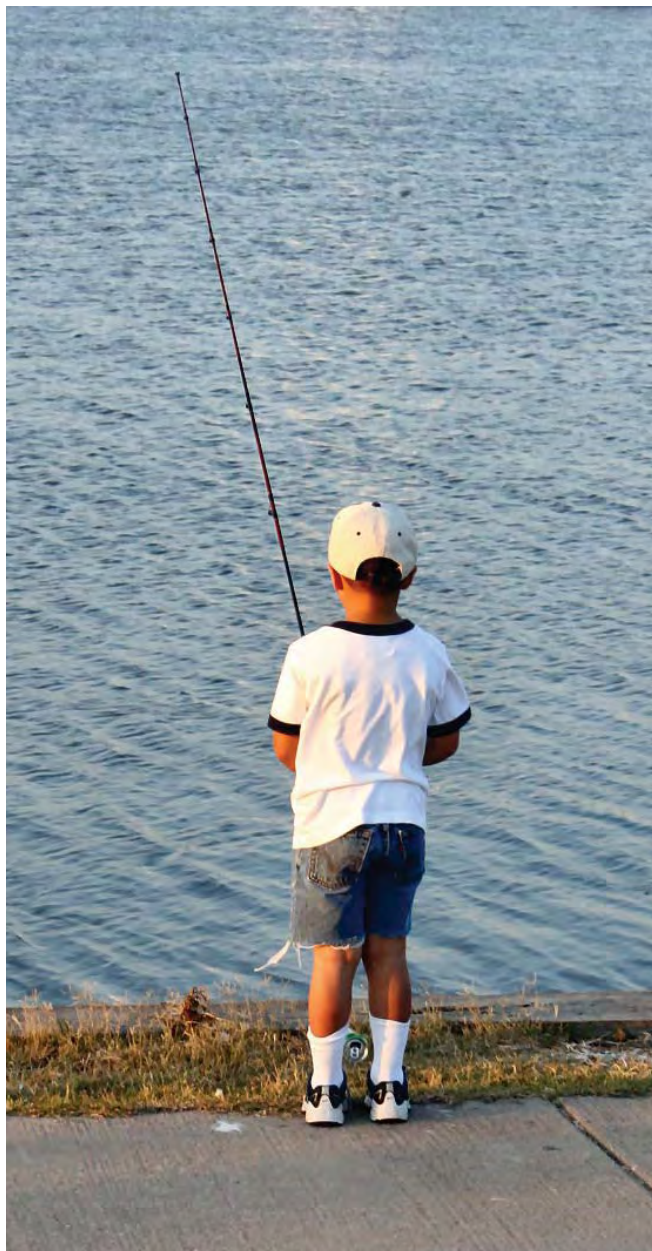
Greenways with multi-use trails create opportunities for outdoor activities such as hiking, strolling, biking, picnicking, and fishing.

T he recreation opportunities offered by greenway trails also contributes to a higher quality of life in terms of the health and well-being of residents.

Greenways with multi-use trails create new opportunities for outdoor activities in the form of peaceful recreation such as hiking, strolling, biking, picnicking, and fishing. They provide close-to-home open space access to a greater number of people than traditional parks; they also can link important cultural and historic sites, fostering greater awareness and appreciation for them.

The recreation opportunities offered by greenway trails also contribute to a higher quality of life in terms of the health and well-being of residents.

The American Heart Association finds that the lack of activity by average Americans has become a critical health issue, especially in the Midwest (Circulation 1996; 94:3383-3387, *Understanding Obesity in Youth*). Childhood obesity is significantly higher among children who live in metropolitan areas, independent of race, population, or density.

The health risks associated with obesity include heart disease, high cholesterol levels, diabetes, bone loss associated with advancing age, certain cancers, and anxiety and depression. Researchers have found a strong connection between these health risks and the physical environment. They concur in recommending that communities create more opportunities for physical activity.

17   Preserve Farmland

NIPC Role

Support the region's agricultural industry by working with municipalities and counties to preserve prime agricultural land where appropriate and initiate sustainable agricultural practices. **(P/TBF)**

Promote improved soil conservation practices. **(P/TBF)**

Guide county and regional designation of Agricultural Areas in accordance with the Agricultural Areas Conservation and Protection Act. **(P/TBF)**

Advocate for amendments to broaden and strengthen the Illinois Farmland Preservation Act to cover a wider range of state actions affecting farmland. **(TBF)**

Potential Local Roles

A   Recognize the economic value of farmland

Review zoning codes to ensure compatibility with farmland preservation

Include, in appropriate areas, a farmland protection component in comprehensive plans

B   Implement Farmland Preservation measures

Include enhancements and connections to existing green areas and corridors

- Create agricultural districts
- Plan and zone for varied and flexible residential development within already developed areas to reduce pressure to develop on farmland
- Adopt right-to-farm legislation
- Implement design principles to sensitively integrate development with agricultural preservation
- Implement a farmland conversion fee to discourage conversion of prime farmland to non-agricultural purposes

C   Examine the public costs of farmland conversion prior to development

Purchase land or use transfer-development rights to acquire conservation easements to preserve farmland

Identify and map agricultural soils and resources to identify priority protection areas

Support farm businesses through technical and financial resources such as the Ag-Business Development Office of the Illinois Department of Agriculture

Take advantage of the Agricultural Areas Conservation and Protection Act (Public Act 81-1173), Farm Nuisance Suite Act (Public Act 82-509), State Farmland Assessment Act (Public Act 82-0121), and apply Real Property Conservation Rights Act

Implementation Strategy 17:
Preserve Farmland

Because of changes in farm economics, regional growth patterns, and public policy, northeastern Illinois' valuable farmland is under great pressure for conversion to urban uses.[79] (*Managing Development to Protect Agriculture*, NIPC, 2001) The 2002 update of American Farmland Trust's groundbreaking report, *Farming on the Edge*, found that Midwestern farmland is at enormous risk, and the combined areas of southeastern Wisconsin and northeastern Illinois is the third most threatened farming region in the United States. Another study published in 2001 found that the Upper Midwest consumes farmland at a faster rate than any other region in the country.

Illinois has lost 3.6 million acres of farmland since 1950, an average of almost 77,000 acres each year. Most of this conversion has been for poorly planned residential development. Even now, Illinois loses 42,440 acres of farmland each year to sprawl. As the world's population continues to grow, so will the need for food and other goods produced from agricultural commodities. Preserving farmland is necessary to meet the needs of people in Illinois, the United States, and ultimately those around the globe.

Agricultural preservation is strongly linked to the principals of strengthening centers and corridors.

More reliance on infill, redevelopment, and transit-oriented development can increase the market attractiveness of established communities and decrease the pressure of growth on agricultural areas. The *2040 Plan*'s corridors concept calls for transportation and infrastructure investments to focus on serving the centers.

A Recognize the Economic Value of Farmland

Agriculture is one of Illinois' most important industries. It employs 1.5 million people and generates more than $9 billion per year in agricultural products. Food processing is the state's No. 1 manufacturing activity (it ranks second in the nation) and adds almost $13.4 billion a year to the value of Illinois' raw agricultural commodities. Most of these processors are located in the Chicago metropolitan area, which contains one of the largest concentrations of food-related businesses in the world.

According to the U.S. Department of Agriculture (USDA) *2004 Crop Production Report*, Illinois led the nation in soybean production for the second year in a row, and ranked No. 2 in corn production. The market value of agricultural products sold in Kane, Will, and McHenry counties is nearly $300 million (see Figure 10). Illinois' agricultural commodities also provide raw material

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More reliance on infill, redevelopment, and transit-oriented development can decrease the pressure of growth in agricultural areas.

	Kane County			McHenry County			Will County		
	1997	**2002**	**Percent Change**	**1997**	**2002**	**Percent Change**	**1997**	**2002**	**Percent Change**
Number of Farms	707	619	-12%	1,031	870	-16%	996	830	-17%
Total Farm Acreage	215,146	198,227	-8%	251,041	233,458	-7%	300,090	265,490	-12%
Market Value of Agric. Products Sold (000)	$124,534	$116,055	-7%	$112,897	$91,616	-19%	$108,315	$82,221	-24%

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Figure 10: Market Value of Agricultural Products[80]

for many other products. Each year, for example, 274 million bushels of Illinois corn are used to produce more ethanol than any other state — about 678 million gallons. Illinois also markets other renewable fuels, including soybean-based biodiesel.[81]

B Implement Farmland Preservation Measures

One essential tool to protect farmland is to better educate stakeholders and local governments about the economic benefits of farming and the public costs of converting farmland to low-density residential development. It is also important to give farmers information on how they can better protect their land while at the same time better secure their financial well-being.

Improving public awareness can also help protect farmland. Marketing agricultural products can increase the economic benefits of farming and in turn enhance public perception of the overall value of a large agricultural base. The Illinois Department of Agriculture has stated that its marketing activities generated $66.9 million in sales for Illinois food companies and agri-businesses in the 2004 fiscal year. It has shown that every dollar that was spent on promotions yielded $63 in sales; more than triple the industry's standard return on investment of $20 for each dollar in expenses.

Tools that have proven effective in helping ensure the economic viability of agriculture are described in the following paragraphs. Most of the descriptions are taken from the American Farmland Trust's October 2002 Farmland Information Center fact sheet, *The Farmland Protection Toolbox*.

Agricultural Conservation Easements are deed restrictions that landowners voluntarily place on their properties to protect productive agricultural land. They sell a conservation easement to a government agency or private conservation organization. Landowners retain full ownership and continue to pay property taxes, and manage and operate the farm. Conservation easements are tailored to each property: purchasers and landowners decide which activities, such as residential development, should be restricted or limited. When the landowner eventually sells the farmland, the development restrictions are passed on to the new owner.[82]

In a similar program, Purchase of Development Rights (PDR), government agencies buy up the development rights to a property. The program does not give the government agency the right to develop the agricultural land (such rights may be eligible for use by the purchaser in a Transfer of Development Rights program). It simply permits it to extinguish those rights in return for appropriate compensation.

Transfer of Development Rights (TDR) programs allow landowners to transfer the right to develop one parcel of land to a different parcel of land. The programs are usually established by local zoning ordinances, and they are used to shift development from agricultural areas to designated growth zones closer to municipal services. The parcel of land where the rights originate is called the "sending" parcel. Once the development rights are transferred from a sending parcel, the land is restricted with a permanent conservation easement. The rights are transferred to a "receiving" parcel, which allows an owner purchasing the rights to build at a higher density than ordinarily permitted by the base zoning.

Most TDR transactions are between private landowners and developers. Local governments approve transactions and monitor easements. Some jurisdictions have created "TDR banks" that buy development rights with public funds and sell them to developers and other private landowners. TDR programs can prevent non-agricultural development of farmland, reduce the market value (and tax burdens) of protected farms and provide farmland owners with liquid capital that can be used to enhance farm viability.

According to the American Farmland Trust, aside from federal farm programs and tax policies, the greatest influence on a decision by a farmer to continue farming or to sell for development are local zoning ordinances. Communities can use comprehensive land-use planning as the basis for farm-friendly zoning ordinances that identify areas to protect for agricultural use and areas where growth will be encouraged.

Agricultural protection zoning ordinances allow some residential development but can greatly restrict density. Such constraints on development potential can limit land speculation and keep land affordable to farmers. Keeping large areas relatively free of non-farm development can reduce the likelihood of conflicts between farmers and their non-farming neighbors.

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Agricultural Conservation Easements allow landowners to retain full ownership and continue to manage and operate the farm while selling a conservation easement to a government agency or private conservation organization.

Kane County PDR Program is First in the Region

Kane County has implemented the first county-based purchase of development rights (PDR) program in the region.

As of 2005, the Kane County program has protected 2,669 acres through conservation easements. There are 24 easement applications on the enrollment waiting list. Kane County has spent $12.5 million (of which $4.4 million is federal matching) on easements.

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Agricultural protection zoning ordinances greatly restrict density but keep land affordable to farmers.

Communities can use this zoning to conserve a critical mass of agricultural land, to keep individual farms from becoming isolated among residential neighborhoods and also ensure there will be enough farms to support local agricultural service businesses.

In 1992 NIPC's *Strategic Plan for Land Resource Management* identified 850 square miles of farmland zoned for agriculture by Kane, McHenry, and Will counties. Most of this land remains in agricultural production.[83] The document also recommends a minimum residential lot area of preferably 160 acres, but at least 40.

Agricultural Areas designation under the Agricultural Areas Conservation and Protection Act allows landowners to voluntarily agree to restrict land to agricultural use for 10 years. In exchange, they receive specific benefits, such as a degree of protection from sewer and water extension into farming areas. Amendments to strengthen this act by improving incentives and increasing protective status for enrolled agricultural areas have been discussed.

A new farmland-protection technique is to establish a mitigation ordinance. One example would be an ordinance that requires developers to permanently protect one acre of farmland for every acre of agricultural land they convert to other uses. Developers can place an agricultural conservation easement on farmland in another location or pay a fee to satisfy mitigation.

C Examine the Public Costs of Farmland Conversion Prior to Development

Communities pay a high price for poorly planned growth. Sprawl frequently adds to traffic congestion, air and water pollution, loss of open space, and an increased demand for public services. These costs typically are not considered in economic studies of the impacts of development on community budgets. In fact, many people believe that residential development will reduce property tax rates by increasing communities' overall tax bases. Studies have shown, however, that the cost of serving residential uses can exceed the amount of tax revenue these units generate.

The American Farmland Trust developed Cost of Community Services Studies to determine whether the increased revenues of residential development do balance the increased demand for services (*Cost of Community Services Studies: Making the Case for Land Conservation*). A large number of other researchers from a variety of backgrounds have undertaken similar studies and came to the same conclusion.[84]

The studies have found that on average, residential development generates significant tax revenue, but it requires a range of costly public services that exceed its tax contributions. In contrast, farm, ranch, and forestlands consistently generate tax surpluses. Put another way, providing services to homeowners costs more than most residential landowners pay in property taxes. Owners of farms, forestland and open space may pay less in local taxes than residential owners, but their properties require little public infrastructure and few services.

The American Farmland Trust sponsored a study conducted by Northern Illinois University called *Fiscal Costs and Public Safety Risks of Low Density Residential Development on Farmland: Findings from Three Diverse Locations on the Urban Fringe of the Chicago Metro Area* (1999). The study

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Owners of farms, forestland, and open space may pay less in local taxes than residential owners, but their properties require little public infrastructure and few services.

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The per-dwelling-unit costs for school busing is significantly higher for the low-density, rural home sites compared to new residential locations closer to cities.

found significant fiscal costs and public safety risks from the prevailing low-density, scattered residential development, in contrast to examples of less costly and less risky residential developments closer to sources of public services. Despite the high assessed values of land and houses in scattered, rural developments, the costs of providing services to these homes is often subsidized by residents in more modest homes in the adjacent communities. The study concludes that residential developments consume more in public services than they pay in taxes, resulting in higher taxes for everyone. Farmers and landowners, on the other hand, are maintaining and conserving private land that produces significant public benefits at little or no cost to county residents or taxpayers.[85]

The public services whose costs were examined in the study were school busing (length of time on the bus), medical, fire and police service time response, maintenance of public roads, and provision of public sewer and water services. Because of the greater distances, the per-dwelling-unit costs for these services were significantly higher for the low-density, rural home sites compared to the new residential locations closer to cities.

Furthermore, taxpayers in municipalities who share school districts, township roads, and public safety jurisdictions subsidize the distance-related costs of services being provided to residents of new homes constructed in the rural areas.

Despite the high assessed values of land and houses in scattered, rural developments, the costs of providing services to these homes is often subsidized by residents in more modest homes in the adjacent communities.

Learn More

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Learn More, continued

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Appendices

Appendix 1: Common Ground Tools

Through its work on Common Ground and the *2040 Framework Plan*, NIPC has acquired several state-of-the-art technologies and skills to support planning. The information contained in this supplement is intended for communities who are interested in utilizing these tools in their own planning. Communities who want more information should contact NIPC about the possibility of working together.

The tools are divided into two categories: facilitation tools and land-use tools. The primary purpose of the tools is to support public involvement, particularly to engage participants in the planning process. The facilitation tools are intended to help groups of people including stakeholders and citizens, work together at every stage of the planning process. The land-use tools are designed to capture people's desires and choices about future land use and to make the implications of these choices more transparent so that everybody involved can make more informed decisions.

Facilitation Tools

NIPC has experience working with four facilitation tools that can help local communities in their planning efforts. They include facilitation, keypad polling, groupware computers, and Web-based solutions. Workshop design ties some or all of the tools together for specific situations.

Workshop design and facilitation includes many components: determining the planning needs and appropriate scope of a project, identifying the necessary audience and conducting outreach, workshop design, and facilitation training and support. Through careful design, a planning process and the individual workshops that are a part of that process, a community can achieve the freedom to give the participants ownership of the plan and the structure needed to reach a desired end-point. Communities must make efforts to engage everybody who should be involved and create specific outreach strategies to reach both broad audiences and specific ones. The role of trained, neutral facilitators is to ensure that the process and workshops honor the needs of the participants and the needs of the community.

Keypad polling is a fun and interactive tool that allows participants to respond to simple multiple-choice questions on any topic or issue. Using the tool is easy and anonymous, so everybody has the chance to express their opinions. Because the responses to questions are shared immediately, the results can inform all participants of the range of opinions present at the meeting. Keypad polling becomes highly interactive when it is used to give everybody in the group the chance to respond in some manner to issues and ideas that are raised by participants within the workshop itself. This tool can also be used to gather background information about the people attending the workshop or to conduct surveys, including a visual preference survey.

Groupware computers can be helpful in any workshop, but they become more important as the number of participants increases.

A computer sitting at each table is used to capture the key discussion points. As with a flipchart, the discussion points from each table can then be reviewed, summarized, and shared with everybody at the workshop. Keypad polling can then be used to let people respond to the ideas (i.e., by prioritizing a set of issues). This tool helps participants at a larger workshop to effectively exchange ideas and gives the workshop organizers an instant digital record representing what people talked about in the meeting.

The Internet provides a variety of other opportunities to share and collect information and provide on-line dialogues, but Web-based tools should complement, and not replace, other face-to-face forms of public involvement.

Typically, a Web site devoted to the planning process can provide information about the plan and the related issues, collect information from people via an online survey where people can respond to various questions or components of the plan, and provide an interactive forum where people can express opinions and ideas. The online survey and forum are valuable for people who are not able to attend face-to-face workshops.

The online forum can also be useful for participants who are very involved in the process and want to discuss issues with people between regular workshops. Nevertheless, because many people do not have access to the Internet, traditional survey instruments might still be necessary to reach a broader cross-section of the community.

Land-Use Tools

The interactive land-use tools that NIPC has used in the Common Ground planning process and the forecasting process are based on INDEX, a suite of GIS tools. INDEX is developed, marketed, and supported by Criterion, a national urban planning consulting firm. These tools have served two primary purposes. First, participants use the tool in a visioning process to create a land-use map that reflects their desires. Second, the tool provides indicators to help people understand the impact their decisions would have on quality of life. The forecast tool allows participation with municipal leadership and NIPC staff regarding the communities' future growth.

In the visioning stage, participants work collaboratively to balance different ideas and competing opinions. They make decisions about desired housing densities, location of commercial and industrial uses, alignment of streets, locations for public transit facilities, and other choices typical to creating a land-use map.

This visioning work benefits from the support of trained facilitators, land-use planners and other facilitation tools such as keypad polling to help groups understand different perspectives and reach consensus. With the help of a trained computer operator, the participants are able to "paint" their vision onto the map by selecting different land-use categories and features, which are illustrated with pictures and descriptive data to help people understand the options.

After participants have created a land-use map, the tool then performs a detailed analysis that results in a set of "indexes," qualitative measurements indicating the impacts of the choices that were made in the creation of the map. Participants and planners can then change the map based on the results from the analysis. Multiple land-use maps could also be created for the same area and then compared and contrasted based on their different impacts. The measurements range from population and the quantity, density and mix of housing, jobs, and other land uses to more complex estimates of vehicle miles traveled and pollutant emissions.

Regional Planning

How do these land-use tools fit into the regional planning and forecasting work conducted by NIPC? NIPC has already utilized versions of these tools.

An INDEX-based tool called Paint the Town was used to gather input from individual communities in the creation of the 2030 Forecasts. Another INDEX-based tool called Paint the Region was used to help map a land-use vision for the *2040 Plan*. In future planning and forecasting cycles, more advanced tools will provide an impact analysis to measure how well the local and regional planning efforts and policies perform against the goals and objectives of the *2040 Plan*.

Using these tools at both the local and regional level, planners can more easily bridge the divide between planning at the local level and planning at the regional level. This is critical because so many issues need to be addressed simultaneously at both ends of this scale.

Other Tools

This document has focused on the INDEX suite of tools because it is a set of tools that NIPC has experience with and they could apply to a variety of planning needs. However, there are other planning tools, such as Places3 and CommunityVIZ that are also potentially helpful. More can be learned about these tools and others at a web-based organization, PlaceMatters.com, which is dedicated to helping people understand and employ planning tools such as these.

Conclusion

These tools create new opportunities for citizens to be more directly involved in the planning process. However, it must be stressed that these tools are not a cure all and should not dictate the planning process. They can be fun and meaningful, but they cannot replace professional planning expertise and a good planning process. Furthermore, a community should not design a process entirely around what any given tool or set of tools has to offer. Instead that community should determine what it needs to be doing and then look for tools to support that process.

New state-of-the-art technologies are creating many new opportunities in planning. These tools focus on bringing the public closer into the planning process by helping them collaborate with each other and giving people without a technical planning background the ability to see the impacts of decisions about growth in their communities.

By engaging people in this manner, we hope not only to garner support, but also to encourage the adoption of good planning principles – such as the integration of land use and transportation planning — that can help build the political will to implement the necessary goals.

Appendix 2: Scenario Modeling

Using the framework of Centers, Corridors, and Green Areas and the 52 goals and five themes, the *2040 Plan* creates a regional vision for 2040. Before implementation, NIPC deemed it important to visualize how the proposed features and their characteristics would impact region-wide socio-economic changes and travel patterns.

Two different scenario modeling processes were used to create these visualizations:

1. Land-Use Evolution and impact Assessment Model (LEAM) by University of Illinois Urbana-Champaign (UIUC) team.

2. Spreadsheet-based Model by University of Illinois Chicago (UIC) team.

The two processes generated six different scenarios with varying development, redevelopment, and density assumptions:

- Scenario A: LEAM Baseline
(future growth without any policy impacts)
(see Figure 1)

- Scenario B: LEAM-Common Ground (CG)
(see Figure 1)

- Scenario C: UIC-CG (with aggressive redevelopment assumptions)
(see Figures 3 and 4)

- Scenario D: UIC-CG (with moderate redevelopment assumptions)
(see Figures 3 and 4)

- Scenario E: UIC-CG (with NND and aggressive redevelopment assumptions
(see Figures 3 and 4)

- Scenario F: UIC-CG (NDD and moderate redevelopment assumptions)
(see Figures 3 and 4)

Details of each of the scenarios are discussed in the following sections describing the modeling processes. NIPC used two different but parallel processes that provided appropriate comparisons, checks, and balances. The six scenarios are conceptual illustrations of potential future conditions, and are not intended to be accurate predictions or representations of any sort. These conceptual alternatives illustrating region-wide distribution of population and employment provide a broad view of population and employment patterns only. They are not intended for use at any scale smaller than the six-county region. Similarly, these region-wide alternatives should not be confused with the socio-economic forecast produced by NIPC.

Each of the six scenarios represents a picture, or snapshot, of the 2040 vision as it might play out by 2030 if implemented in accord with scenario assumptions. The 2030 time frame was chosen mainly due to its comparability with NIPC's 2030 forecast. The relevant question that these scenarios address is neither the probability of these distributions occurring, nor the mechanisms needed to achieve these results. The most important test of the quality and usefulness of the scenarios here is their consistency with the regional vision.

LEAM-based Scenario Modeling by UIUC

The LEAM is a probabilistic model and utilizes the STELLA[2]/SME collaborative environment[3] for the purpose of generating and evaluating growth scenarios. The STELLA model calculates the development probability for each cell, at each time step. The SME collaborative environment enables the model to be created in an open and distributed manner that can bring different expertise to bear on the problem.

The LEAM model uses a 30m x 30m raster-based GIS land-use map to simulate socioeconomic decision making that influences urban growth

patterns. In the LEAM approach each developable cell in the landscape has a specific transformation probability of land-use change. The calculation of a cell's development probability is based on a set of criteria that is evaluated by the model at each time-step, one year in this case. Each variable considered in the chain affects the final transformation probability (P in year t) of land-use change dependent upon the submodel probability indices (pi) and their weighting coefficients (wi). The sum of indices and their coefficients provide the final transformation probability (Pt).

During each yearly time-step of the simulation, the projected results are compared with simulated activity. If there is a surplus of households in the simulation, the model corrects it by reducing the growth function, slowing the construction of new units. If there is a shortfall of units, the model increases the growth function to correct the shortfall. This self-modification function keeps the projected households in line with projections.

Model Inputs. Inputs to the model utilize national land-use data sets, census and economic data (readily available and transportable for application to multiple sites) along with variables relating to impact assessment sub-models (e.g., habitat, ecoregional inputs, water inputs, etc.) to set model parameters.
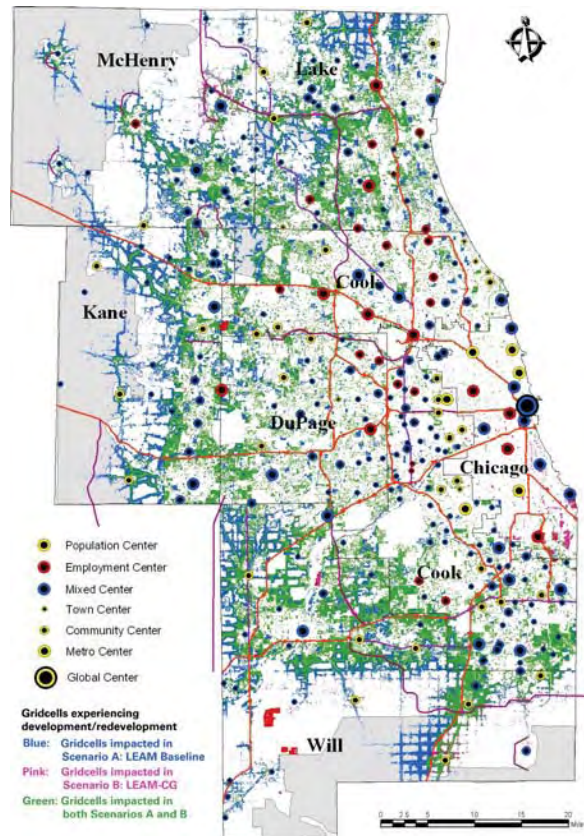
Figure 1: Comparing Scenario A: LEAM Baseline with Scenario B: LEAM-CG

Households				
County	NIPC 2030 Projection	LEAM Households		
		2000	Base 2030	CG 2030
Cook	2,224,929	1,974,217	1,961,578	2,102,838
DuPage	361,978	325,588	390,978	397,353
Kane	234,617	133,926	280,925	236,065
Lake	292,253	216,350	405,605	364,436
McHenry	155,108	89,340	189,337	150,735
Will	358,867	167,508	399,330	377,075
	3,627,752	2,906,929	3,627,752	3,628,502

Employment				
County	NIPC 2030 Projection	LEAM Employment		
		2000	Base 2030	CG 2030
Cook	3,318,234	2,844,228	3,540,282	3,608,525
DuPage	830,394	649,986	719,742	724,445
Kane	342,684	206,105	278,480	250,677
Lake	461,487	352,584	450,113	478,565
McHenry	167,765	105,120	141,889	150,414
Will	443,370	165,561	433,447	351,338
	5,563,934	4,323,584	5,563,953	5,563,964

Figure 2: Comparing Scenario A: LEAM Baseline with Scenario B: LEAM-CG with NIPC Base Year 2000 and NIPC Forecast 2030

Modeling Process. The LEAM model uses a 30m x 30m raster grid based on the USGS National Land use Classification System (NLCD MAP) to set the existing land-use conditions. This raster map is used to simulate socio-economic decision making that influences urban growth patterns. Drivers are a set of variables that impact such simulation of decision making, and therefore the distribution of urban growth. Using these Drivers, a STELLA model then calculates the development probability (DEV PROBABILITY) for each cell, at each time step. The probability of a cell changing from its existing condition (LU A) to an alternate land use (LU B) is dependent on the drivers and its cumulative impact on development probability that has been calculated at each time step.

Whether a cell transforms depends on the conditions for change in the immediate (and global) area of study. This has been calculated using a Markov chain approach. A Markov chain is a collection of variables having the property that, given the present, the future is conditionally independent of the past. A simple random walk or a sequence of steps of fixed length is a good analogy. The process considers the different states that any particular cell in the modeled landscape can assume and the statistical probabilities that govern the transition of the phenomenon from one state to another.

For purpose of the *2040 Plan*, LEAM developed two different scenarios:

- **Scenario A: LEAM Baseline (future growth without any policy impacts)**

- **Scenario B: LEAM-Common Ground (CG)**

As described in the following paragraphs, the baseline scenario creates a regional picture that is purely a result of growth pressures and geographic and land-use-based drivers, and is unrestrained by regional policy or planning framework. Conversely, the LEAM CG Scenario takes into account the impacts of the *2040 Plan* in addition to the standard set of drivers.

Scenario A: LEAM Baseline. As mentioned earlier, Drivers are a set of variables that impact the distribution of urban growth and therefore the scenario. The LEAM scenarios include three types of drivers:

- Generic Static Drivers — Variables that do not automatically change with each time-step.

- Dynamic Drivers — Variables impacted by the growth distribution resulting from the previous time-step.

- Local Drivers — Variables added to respond to characteristics specific to the six-county region.

Generic Static Drivers for the Scenario A include Proximity Index (in terms of travel times) to cities, highway ramps, roads, intersections, slope, water, and forest. The Dynamic Drivers for the Scenario A include Diffusion and Neighboring Cell Index. The two new local drivers are Proximity Index to Employment Centers and to Rail Stations. Protected Open Spaces and floodplains are identified as no-growth zones for this scenario. All Drivers have equal weights. Scenario A does not include regional policy assumptions that would impact the development probabilities of the cells.

Scenario B: LEAM-CG. The Drivers from Scenario A listed above are included in Scenario B. Scenario B also includes Local Drivers that come out of the *2040 Plan*. These are Common Ground denters sorted by their type and subtype, corridors, including new connectors and enhancements, and green areas including open spaces, agricultural areas, wetlands, and floodplains. It also includes brownfields as redevelopment areas. As a policy input, this scenario allows denser development within a developable or a redevelopable grid cell.

Figure 2 shows the number of households and jobs (employment) for the NIPC 2030 forecast, base year 2000, Scenario A (Base 2030), and Scenario B.

▼ **Figure 3: Comparing Households in UIC-CG Scenarios C, D, E, F with NIPC Base Year 2000 and NIPC 2030 Forecast**

Scenario C

Scenario F

NIPC 2030 Forecast

Scenario E

Households

- 0 - 49
- 50 - 399
- 400 - 1299
- 1300 - 2000
- Over 2000

0 5 10 20 30 Miles

N

NIPC Base Year 2000
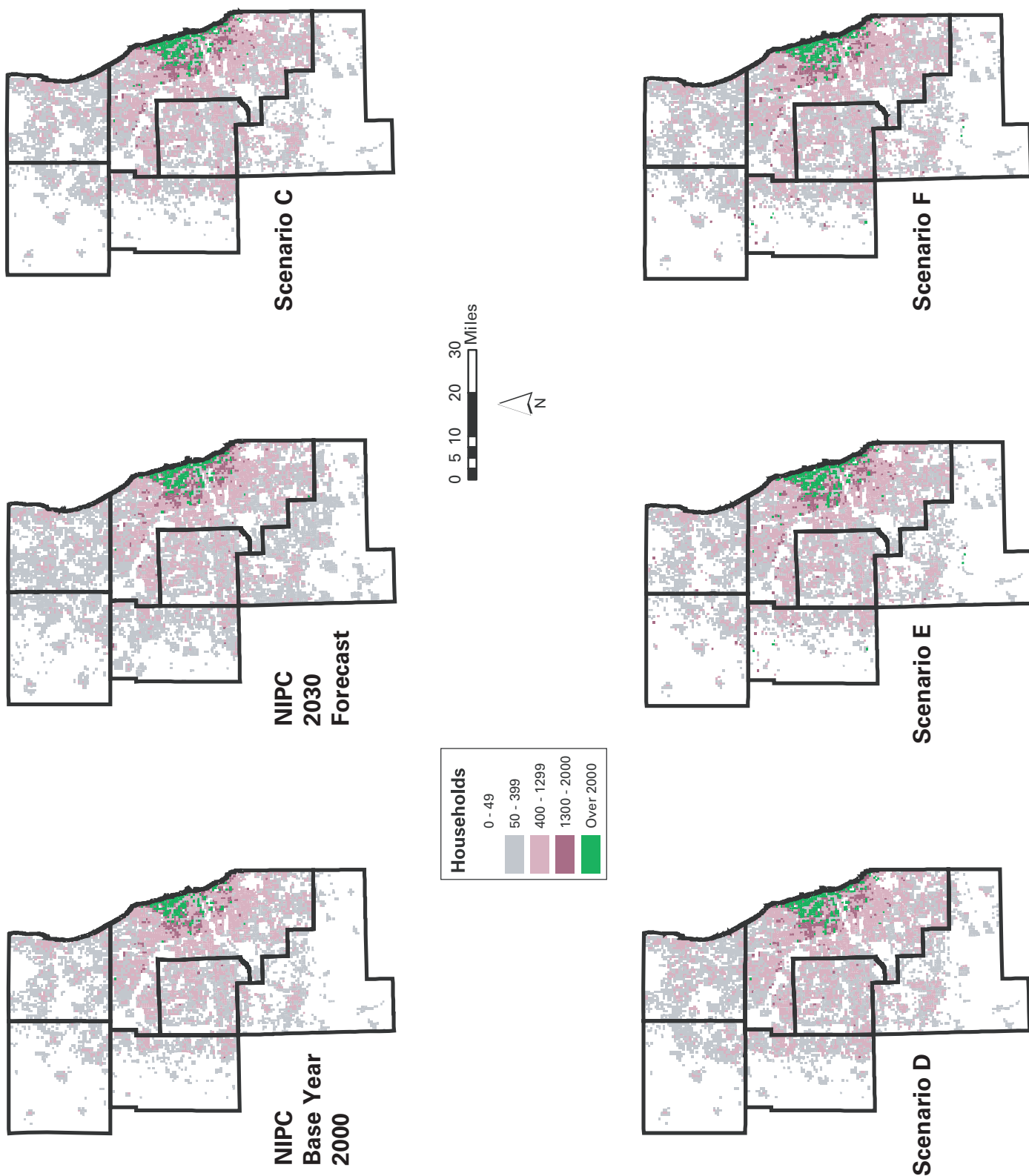
Scenario D

▼ **Figure 4: Comparing Jobs in UIC-CG Scenarios C, D, E, F with NIPC Base Year 2000 and NIPC 2030 Forecast**

Scenario C

Scenario F

NIPC 2030 Forecast

Scenario E

0 5 10 20 30 Miles

N

Jobs
- 0 - 99
- 100 - 499
- 500 - 999
- 1000 - 2500
- Over 2500

NIPC Base Year 2000
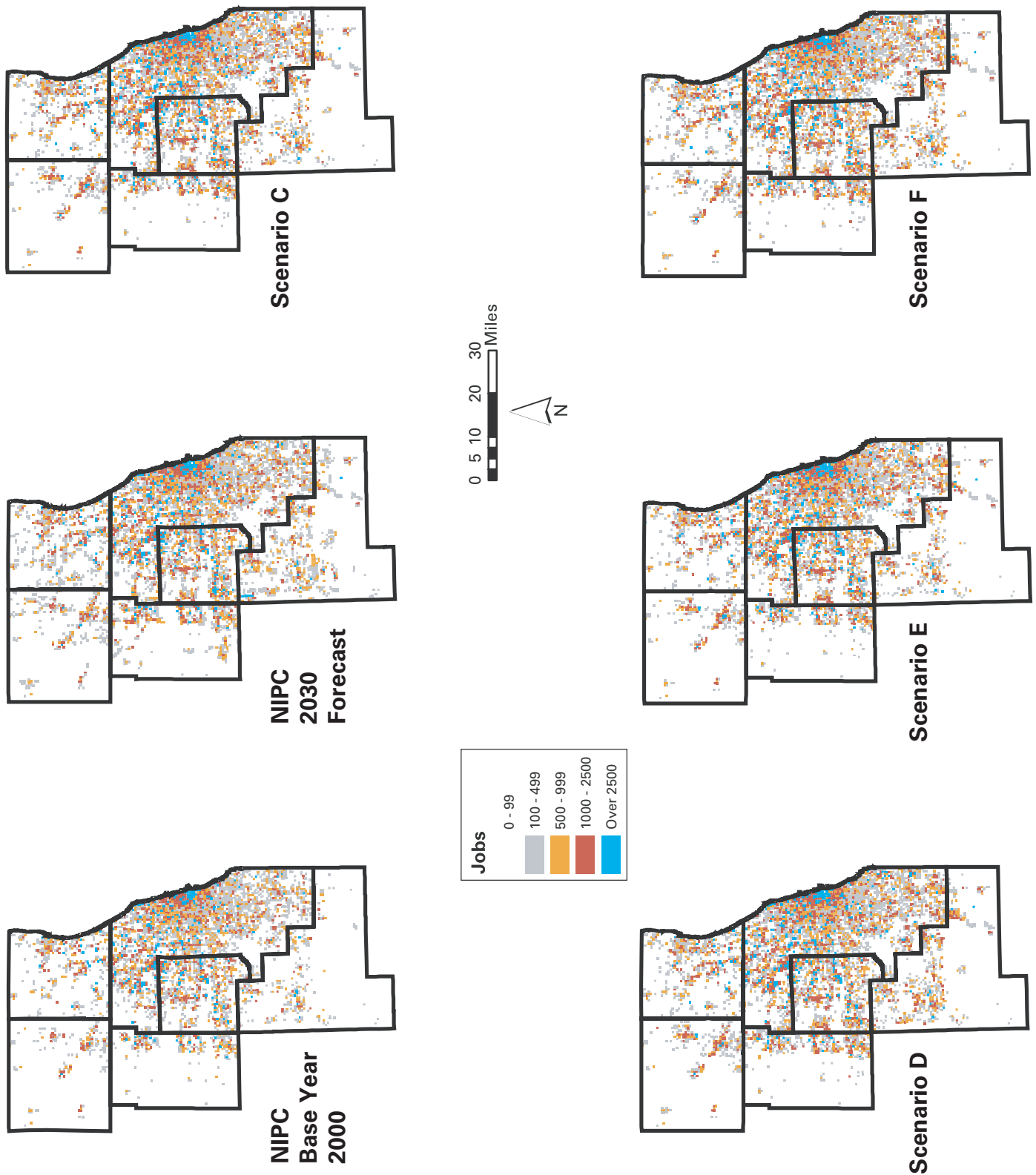
Scenario D

▼ **Figure 5: NIPC 2030 Forecast, Common Ground Scenarios, Year 2000 Base**

NIPC Base Year 2000

Area	2030 Population	2030 Households	2030 GrpQtrs	2030 Jobs
Cook	5,376,532	1,974,087	93,613	2,844,333
Chicago in Cook	2,897,506	1,062,589	59,232	1,525,149
Suburban Cook	2,479,026	911,498	34,381	1,319,184
DuPage	904,133	325,637	15,111	649,989
Chicago in DuPage	0	0	0	105
Suburban in DuPage	904133	325,637	15,111	649,884
Kane	404,125	133,941	6,501	206,107
Lake	644,349	216,227	20,981	352,582
McHenry	260,121	89,452	1,520	105,118
Will	502,256	167,839	9,643	165,559
Northeastern Illinois	8,091,516	2,906,983	147,369	4,323,688

NIPC 2030 Forecast

Area	2030 Population	2030 Households	2030 GrpQtrs	2030 Jobs
Cook	5,938,291	2,224,972	124,932	3,318,590
Chicago in Cook	3,261,468	1,222,422	75,580	1,765,083
Suburban Cook	2,676,823	1,002,550	49,352	1,553,507
DuPage	1,002,306	361,970	21,433	830,557
Chicago in DuPage	0	0	0	101
Suburban in DuPage	1,002,306	361,970	21,433	830,456
Kane	692,373	234,603	9,264	342,805
Lake	844,332	292,287	23,839	461,650
McHenry	449,868	155,125	1,990	167,822
Will	1,107,796	358,904	13,772	443,528
Northeastern Illinois	10,034,966	3,627,861	195,230	5,564,952

Common Ground Scenario C

Area	2030 Population	2030 Households	2030 GrpQtrs	2030 Jobs
Cook	6,414,535	2,375,350	124,932	3,475,771
Chicago in Cook	3,486,988	1,293,815	75,580	1,834,136
Suburban Cook	2,927,566	1,081535	49,352	1,641,635
DuPage	1,064,862	380,556	21,433	798,187
Chicago in DuPage	0	0	0	7,680
Suburban in DuPage	1064,862	380,556	21,433	790,507
Kane	577,423	198,638	9,264	321,016
Lake	861,487	296,043	23,839	463,848
McHenry	345,607	119,755	1,990	160,923
Will	771,053	257,463	13,772	345,207
Northeastern Illinois	10,034,966	3,627,805	195,230	5,564,952

Common Ground Scenario D

Area	2030 Population	2030 Households	2030 GrpQtrs	2030 Jobs
Cook	6,256,296	2,322,354	124,932	3,429,252
Chicago in Cook	3,368,948	1,253,897	75,580	1,816,282
Suburban Cook	2,887,348	1,068,457	49,352	1,612,970
DuPage	1,052,890	376,805	21,433	786,675
Chicago in DuPage	0	0	0	7,680
Suburban in DuPage	1,052,890	376,805	21,433	778,995
Kane	608,940	207,699	9,264	324,886
Lake	892,254	307,357	23,839	468,817
McHenry	386,325	133,616	1,990	167,571
Will	838,260	279,974	13,772	387,751
Northeastern Illinois	10,034,966	3,627,805	195,230	5,564,952

Common Ground Scenario E

Area	2030 Population	2030 Households	2030 GrpQtrs	2030 Jobs
Cook	6,392,247	2,372,585	124,932	3,509,127
Chicago in Cook	3,531,070	1,312,025	75,580	1,851,028
Suburban Cook	2,861,177	1,060,560	49,352	1,658,099
DuPage	1,038,582	372,210	21,433	807,859
Chicago in DuPage	0	0	0	7,680
Suburban in DuPage	1,036,582	372,210	21,433	800,179
Kane	640,323	219,753	9,264	299,856
Lake	772,563	266,085	23,839	472,956
McHenry	391,804	134,558	1,990	156,464
Will	799,447	262,670	13,772	318,690
Northeastern Illinois	10,034,966	3,627,861	195,230	5,564,952

Common Ground Scenario F

Area	2030 Population	2030 Households	2030 GrpQtrs	2030 Jobs
Cook	6,142,571	2,283,666	124,932	3,416,875
Chicago in Cook	3,336,945	1,243,038	75,580	1,816,698
Suburban Cook	2,805,626	1,040,628	49,352	1,600,177
DuPage	1,044,329	375,057	21,433	794,870
Chicago in DuPage	0	0	0	7,680
Suburban in DuPage	1,044,329	375,057	21,433	787,190
Kane	690,292	237,832	9,284	323,343
Lake	853,659	294,527	23,839	489,355
McHenry	426,747	146,758	1,990	163,979
Will	877,368	289,967	13,772	376,530
Northeastern Illinois	10,034,966	3,627,805	195,230	5,564,952

northeastern illinois planning commission

**Alternative
Minus Forecast**

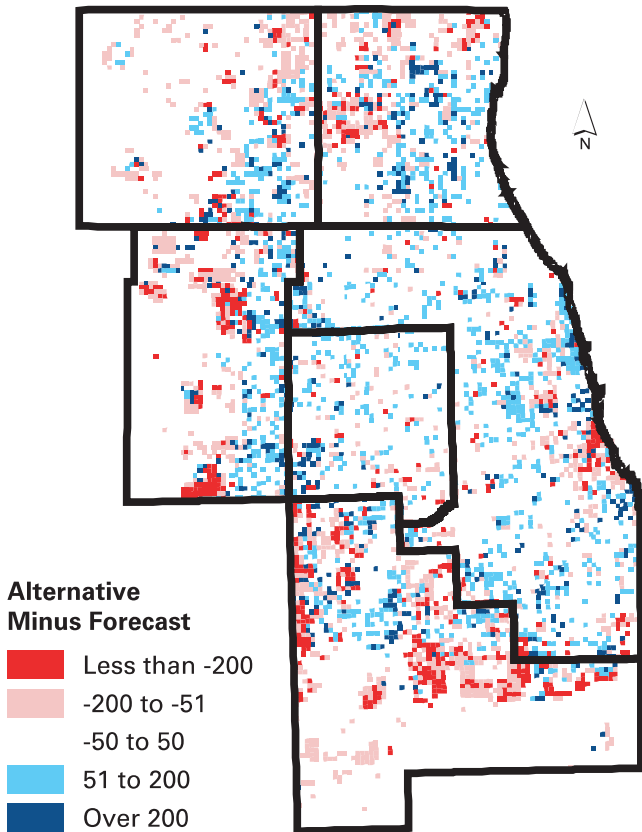|	
🟥	Less than -200
🟪	-200 to -51
⬜	-50 to 50
🟦	51 to 200
🟦	Over 200

▲

**Figure 6: Comparison of Household Distribution
UIC-CG Scenario F with 2030 Forecast**
*Positive values indicated in blue identify quartersections
where CG Scenario exceeds NIPC 2030 forecast. The nega-
tive values indicated in red identify quartersections where
CG scenario falls short of NIPC forecast.*

Spreadsheet-Based Scenarios by UIC

The NIPC 2030 forecasts endorsed in September
2003 show the region reaching 10,035,000 people,
3,628,000 households, and 5,564,000 jobs by 2030.
For 2000-2030, this indicates growth of 1.9 mil-
lion people, 0.7 million households, and 1.2 mil-
lion jobs. The UIC team prepared four alterna-
tive distributions of the 2030 forecasts to the
region's 15,244 quartersections. These distribu-
tions in themselves are not forecasts but are
intended to articulate the *2040 Plan* vision.
Of the four alternatives, UIC-CG Scenarios C
and D did not assume the growth measurable in
NIPC's development database project. In essence,
these alternatives set aside the inertia of current
market forces in describing a desirable future.
They are the expressions of the *2040 Plan* vision
uncompromised by recent patterns of land
development. Scenario C assumes more aggres-
sive redevelopment[4] in the region's older areas
than Scenario D. The mathematical expression
for the redevelopment rates are included in the
technical version of this report, which is avail-
able upon request.

UIC-CG Scenarios E and F include the NIPC
Development Database (NDD). Scenario E uses
the same redevelopment assumptions as Scenario
C. In Scenario E, given the substantial importance
of redevelopment and current land development
activities, not much growth can be allocated to the

UIC-CG Scenario F 2000 Base	Change in Population	Change in Households	Change in GrpQtrs	Change in Jobs	UIC-CG Scenario F 2030 Forecast	Change in Population	Change in Households	Change in GrpQtrs	Change in Jobs
Cook	766,039	309,579	31,319	572,542	Cook	204,280	58,694	0	98,285
Chicago in Cook	439,439	180,449	16,348	291,549	Chicago in Cook	75,477	20,616	0	51,615
Suburban Cook	326,600	129,130	14,971	280,993	Suburban Cook	128,803	38,078	0	46,670
DuPage	140,196	49,420	6,322	144,881	DuPage	42,023	13,087	0	-35,687
Chicago in DuPage	0	0	0	7,575	Chicago in DuPage	0	0	0	7,579
Suburban in DuPage	140,196	49,420	6,322	137,306	Suburban in DuPage	42,023	13,087	0	-43,266
Kane	286,167	103,891	2,763	117,236	Kane	-2,081	3,229	0	-19,462
Lake	209,310	78,300	2,858	136,773	Lake	9,327	2,240	0	27,705
McHenry	166,626	57,304	470	58,861	McHenry	-23,121	-8,369	0	-3,843
Will	375,112	122,384	4,129	210,971	Will	-230,428	-68,881	0	-66,998
Northeastern Illinois	1,943,450	720,878	47,861	1,241,264	Northeastern Illinois	0	0	0	0

▲

Figure 7: UIC-CG Scenario F, 2000 Base and 2030 Forecast

	Total	Half Mile	Half to 2 Miles	2 to 3 Miles	Over 3 Miles	% Within 2 Miles	% Over 3 Miles
Population							
1990	7,261,074	2,004,198	3,734,934	818,894	703,048	79.0%	9.7%
2000	8,091,516	2,120,146	4,040,064	963,419	967,887	76.1%	12.0%
2030 Forecast	10,034,966	2,342,390	4,494,907	1,246,767	1,950,902	68.1%	19.4%
2030 CG Alt D	10,034,868	2,480,845	4,684,241	1,250,363	1,619,419	71.4%	16.1%
Population Change							
1990-2000	830,442	115,948	305,130	144,525	264,839	50.7%	31.9%
(2000-2030 Forecast)/3	647,817	74,081	151,614	94,449	327,672	34.8%	50.6%
(2000-2030 CG Alt D)/3	647,784	120,233	214,726	95,648	217,177	51.7%	33.5%
Households							
1990	2,620,271	736,398	1,360,005	288,079	235,789	80.0%	9.0%
2000	2,906,983	780,148	1,463,514	334,487	328,734	77.2%	11.3%
2030 Forecast	3,627,861	896,508	1,649,985	431,755	649,613	70.2%	17.9%
2030 CG Alt D	3,627,805	939,921	1,707,902	433,568	546,414	73.0%	15.1%
Household Change							
1990-2000	286,712	43,750	103,509	46,508	92,945	51.4%	32.4%
(2000-2030 Forecast)/3	240,293	38,787	62,157	32,389	106,960	42.0%	44.5%
(2000-2030 CG Alt D)/3	240,274	53,258	81,463	32,994	72,560	56.1%	30.2%
Employment							
1990	3,846,179	1,408,094	1,667,404	500,757	269,924	80.0%	7.0%
2000	4,323,688	1,494,363	1,888,090	575,543	365,692	78.2%	8.5%
2030 Forecast	5,564,952	1,706,007	2,272,894	799,623	786,428	71.5%	14.1%
2030 CG Alt D	5,564,952	1,774,471	2,380,857	786,336	623,288	74.7%	11.2%
Employment Change							
1990-2000	477,509	86,269	220,686	74,786	95,768	64.3%	20.1%
(2000-2030 Forecast)/3	413,755	70,548	128,268	74,693	140,245	48.1%	33.9%
(2000-2030 CG Alt D)/3	413,755	93,369	164,256	70,264	85,865	62.3%	20.8%

▲

Figure 8: Common Ground Impacts on Metra Station Development

centers. Scenario F assumes less rigorous redevel-opment activities and redirects that growth to increase the relative importance of the *2040 Plan*. Figures 1 and 2 illustrate the distribution of house-holds and employment in the same scenarios on the quartersection base. Figure 5 shows the results for population, population in group quarters, house-holds, and jobs for each of the alternatives, as well as for the Year 2000 base and the NIPC forecast.

Scenario Selection for Transportation Modeling

After review and analysis of the scenarios and impacts of underlying approaches, a series of tables (Figure 5) compared each of the four UIC-CG scenarios against NIPC's 2000 Base and the 2030 Forecast. The map in Figure 6 is an example of these analytical maps, and illustrates the difference in number of households between Scenario F and the 2030 Forecast. The positive values indicated in blue identify quartersections where households in Scenario F exceed the NIPC 2030 Forecast. The negative values indicated in red identify quartersections where households in Scenario F fall short of the NIPC 2030 Forecast. It is important to note that the negative values indi-cated in red do not mean "net loss" of house-holds since 2000. They merely indicate cases where Scenario F indicates less growth than the NIPC 2030 Forecast.

The tables in Figure 7 illustrate this difference quite well. The first table displays the difference between Scenario F and the 2000 base, whereas the second table displays the difference between Scenario F and the NIPC forecast 2030.

The selection of a scenario for the purpose of transportation modeling depended on two primary criteria: (1) its consistency with the *2040 Plan* vision, and (2) technical and data consistency with the transportation model operated by CATS. After comparing the scenarios and the impacts of underlying approaches, Scenario F was selected for the transportation modeling. An elaborate data preparation process converted the variables from the quartersection geography into three sets of variables in the geographic units called trip generation zones (TGZs) required by the CATS transportation model.

Additional analysis of the scenario includes the impact of the *2040 Plan* in and around Metropolitan Centers, around Metra Stations, on wetlands and open spaces, etc. Figure 8 illustrates the impacts of the *2040 Plan* scenario around Metra stations within given distances.

Transportation Modeling

Based on the scenario modeling exercise, NIPC prepared three socio-economic data files for use by CATS' regional travel demand models: (1) a 2000 base, (2) the 2030 forecast endorsed by NIPC in 2003, and (3) a Framework Plan Scenario. A simple travel demand analysis was performed by CATS using these socio-economic data files. The only transportation variation included is that a current regional transportation network accompanies the 2000 file and the 2030 RTP "placeholder" (i.e., conformity) network accompanies the two 2030 files (see Chapter 3). To permit the desired 2030 comparison, the socioeconomic and trip-making inputs were treated as fixed planning assumptions and not permitted to vary as a result of transportation conditions (i.e., no feedback).

Appendix 3: Participation Report

Common Ground Goals and Challenges

NIPC developed a special initiative in 2001 called "Common Ground" to provide input for NIPC to write the *2040 Plan*. Its role was to manage public participation processes over the next three years and to collect sufficient data from these meetings to create an organized information base for the Plan. Beyond this mission, Common Ground had two primary goals: to include as much diversity as possible at each of the meetings; and to introduce new technological tools to the public planning process. The intention was to encourage a publicly created vision for the six-county region and to provide a new model for citizen-driven, community-based regional planning in the Chicago area.

NIPC staff, itself a mix of professions and ethnicities, was concerned that each gathering include people from each of the racial and ethnic groups represented, from sectors encompassing community and neighborhood groups, local and county governments, non-profit organizations (faith based and special interest), and individual residents, and that women and men participate equally. NIPC was fully committed to bringing the public into the process of creating the next comprehensive regional plan. The other goal was to bring new technology to the public planning process. Two electronic tools, keypad polling and networked laptop computers, provided decision-support technology from the early meetings on throughout the process and helped insure that all voices were heard and recorded. A third, called "Paint the Region," a GIS-based mapping system, was introduced in 2004 at the Cluster workshops. With these various systems, a massive amount of data from large numbers of participants could be easily and systematically collected for later analysis by planning professionals.

Common Ground started its public involvement with breakfast meetings to get to know community leaders. The formal process was a series of different types of meetings: Leadership Workshops; the Regional Forum; Working Groups; Goals Writing workshops; Goals Review Workshops; and culminating in the Cluster Workshops of 2004.

How Common Ground Invited Diversity and Introduced New Planning Technology

Diversity. The first step toward public involvement came in the form of leadership in early 2001. NIPC invited community leaders from Chicago neighborhoods and from municipalities in the region to morning meetings hosted by Common Ground staff and consultants. These participants shared their knowledge about key people in their own areas who could build local networks for public participation planning meetings.

NIPC continued to build a network of participants from as many public and private sectors and from as many ethnic/racial groups as possible while the process moved from stage to stage. Common Ground also began to use neutral facilitators from outside these organizations to enhance diversity of participation at the events themselves.

The Working Groups that followed up on the work of the Regional Forum held in October 2001 (with nearly 900 attendees from all areas of the region), were defined by geography and topical subject matter. They gathered monthly at four sites — Harper College in northern Cook County (for participants from Northern Cook, Lake and McHenry counties); College of DuPage and later the Lisle Hilton (for participants from DuPage, Kane and west Cook Counties); the Orland Park Civic Center (for participants from Will and south/southwest Cook Counties), and the downtown DePaul University campus (for participants from across Chicago). The Goals Workshops and the Cluster Workshops that followed were also convened at locations throughout the region, taking the planning process out to the people.

Almost 10 percent of the participants at the Regional Forum in October of 2001 were youth (age 14 to 18) from throughout the region, referred by 22 school districts and 60 plus youth service agencies. Their participation dropped off quickly, though, and to re-engage youth input in the development of the draft goals, NIPC planned and designed a "town hall" session especially for them. More than ninety high school students from the region attended the Youth Forum held in Chicago in April 2002.

From November 2002 through March 2003, nearly two dozen Goal Review Workshops elicited broad feedback on the goals drafted at the preceding meetings. Several meetings were also held to evaluate the goals with elected officials and planners who had not been part of the earlier Workshops. Although much of the Common Ground process up to this time had reflected many forms of diversity, those involved still saw that more interaction was needed with groups that are traditionally under-represented in planning processes, especially African Americans and Hispanics.

During this time NIPC began a formal facilitator training program to provide capable management of its Common Ground public participation meetings. To ensure a diverse group for this program, a broad spectrum of community agencies recommended individuals of various ethnic backgrounds, a range of related professions, and a commitment to public process. The ideal candidates were persons with substantial community development and related forms of experience who would benefit from intensive training in public participation skills. Thus NIPC continued to strongly act on its commitment to diversity throughout the entire Common Ground process.

Technologies Used in Public Participation.
Decision-support technology used at the early Leadership Workshops set the stage by using two systems that would form the core tools for meetings to follow: networked laptop computers and electronic polling keypads. Computer operators at each table entered the participants' discussion points into a computer networked to NIPC's professional planner "theme team" computer for them to consolidate and then project for the entire group's analysis.

The other new technology, keypad polling, was an efficient way to solicit opinions about these themes from everyone in the room. Used by participants to answer questions on the major themes that were developing, the electronic polling keypads instantly informed everyone at the workshop what the rest of the group thought about the concepts under discussion. For many at the Leadership Workshops and the subsequent Regional Forum, this was an introduction to both the technologies and to the facilitation technique. With these two tools, there had been a successful, extensive, and highly interactive public process that built upon the strengths of the diverse group of participants.

A third innovation, Paint the Region, was introduced later at the Cluster Workshops. NIPC set in motion the refinement of interactive GIS software to create a program specifically for these regional Common Ground meetings. Using the networked laptop computer system from the earlier meetings, the Paint the Region software system provided layers of pre-made maps of the region onto which possible future roads, green spaces, waterways, and other land-use and transportation elements could be overlaid. The maps were projected so the whole group could see how its recommendations looked in relation to the entire region. The information was easily captured electronically for further analysis and interpretation, for inclusion in the *2040 Plan*.

The facilitators enjoyed working with this technology, finding that it gave the meetings a bit of a "wow" factor. Participants at the Cluster Workshops were impressed, with many commenting that is was great and really engaged them.

Results

Diversity. In the first three years of Common Ground, close to 4,000 participants in over 200 workshops participated in this long-range planning process. Based on the demographics collected at each meeting through keypad polling, it appears that NIPC met its two primary goals of diversity of contributors and changing the nature of public meetings through new technology.

At the Goal Setting Workshops, there was a wide range of participation. For example, at the Berwyn meeting, there were 58 percent female attendees to 42 percent male; 52 percent were Latino to 40 percent white; and 19 percent were between the ages of 20 and 29, with 12 percent over age 50. In South Chicago, though, 65 percent of the participants were women and 35 percent men; there was a 50-50 mix of Latinos and whites. A combined gender participation percentage for the Cluster Workshop series shows 41.4 percent female, 58.8 percent male, although the Chicago Cluster was attended by 67.4 percent female and 32.6 percent male.[4]

By sector, there was a good cross-section, with the combined workshops having a mix of 12.9 percent attendees from community and neighborhood organizations, 9.8 percent from county governments, 44.3 percent from municipal governments, 16.9 percent from other governmental agencies, and 16.1 percent from non-profits. The Chicago Cluster blend was unique with a large 38.6 percent from community and neighborhood groups (the next closest had only 20 percent), just 2.3 percent from county government, 13.6 percent municipal, 15.9 percent other governmental agencies, and 29.5 percent from NGOs.

The racial/ethnic mix for all workshops was 1.5 percent Asian, 8.1 percent African American, 3.8 percent Latino, 3.5 percent other, and 82.7 percent white. The Chicago workshops again had some of the greatest diversity: 2.3 percent Asian, 25 percent African American, 18.3 percent Latino,

4.5 percent other, 50 percent white. An evaluation form was distributed at the end of each meeting, with several specific questions and four open-ended. A total of 12 people from eight out of the ten Cluster Workshop groups responded to "What worked well?" that the mix of participants invited was successful. Fifty-two people from all 10 groups, a total of 52 people, thought the sharing of ideas in small groups had worked well.

However, responding to the question, "What did not work well?", 12 people from eight of the 10 groups (not including the Chicago Cluster) thought that a more diverse population was needed, and that there were areas of concern that had not been adequately discussed. The last question, "Any other comments?" elicited four responses from three groups (including two from the Chicago Cluster) that more diverse participation was needed, and, from three people in three different groups, not to lose minority views.

Throughout the Common Ground process, this desire for thorough diverse participation was expressed as strongly by the attendees as had been the Common Ground intent. In each round of meetings, the public articulated its wish that the region view its racial, ethnic, and cultural diversity as an asset and become characterized by inclusive communities and neighborhoods and by equity in the distribution of opportunities and resources.

Technology. The tools-keypad polling, networked laptop computers, and Paint the Region mapping — raised the energy level of the participants and facilitators, transformed meetings into special events, and were high profile elements-when they worked. At some of the meetings, however, the Paint the Region system malfunctioned or did not function at all, and then there was a sense of being let-down and participants were frustrated.

At the conclusion of the earlier Regional Forum, 90 percent of the participants (nearly 800 people)

rated the overall session as "excellent" or "good," while 94 percent gave those ratings to the use of technology to support deliberation. And the percentage of those who rated themselves confident or somewhat confident that they could influence the region's future grew from half (54 percent) at the outset of the forum to two-thirds (67 percent) at the conclusion. All 10 of the Clusters, 50 people total, wrote in that they thought the technology had worked well. Thirty-seven people from seven groups, however, wrote to mention that the technology had either been too slow or not working altogether. Twelve people from five groups responded to the "What could have been done better?" question also to say that the technology was too slow or not working.

Lessons Learned

The Common Ground process yielded plentiful and relevant information from its series of meetings that had included nearly 4,000 participants, fulfilling this critical part of its mandate. But how did it do relative to its intention to include a broad spectrum of diversity across race and ethnicity, across sectors, gender, and its attempt to genuinely engage public in participatory process?

Based on the demographics in earlier figures, it seems that a broad spectrum did indeed participate in this unprecedented public planning process. Participants from eight out of the ten Cluster Workshops, however, expressed concerns that were close to those of NIPC staff-there is a need to learn how to engage certain populations and increase diversity participation.

Common Ground also successfully introduced technology that made large public meetings efficient and able to reach the intended goals. There is still room for improvement in reliability with these tools, and perhaps a need to engage in an educational process for the public to maximize what these tools can accomplish. But even as the Cluster

Workshop sessions were wrapping up, Common Ground began the Full Circle Community Mapping and Planning Project for local communities and neighborhoods. Residents are using wireless hand-held data devices for mapping and data aggregation from which planners can create detailed neighborhood inventories on current land uses with technologies to create mapping and lists of neighborhood/community assets.

At every step of its process, Common Ground put energy and effort into achieving the goals of having a truly diverse section of the population attend its meetings and bringing new technology to public participation planning. Common Ground is high on the ladder of gaining public trust, and through this process, NIPC has set a new standard for engagement of the public in creating a shared vision for the future.

Appendix 4: Demographic Data

Figures 9, 10, 11, and 12 on the following pages include relevant data on municipalities and community areas.

▼ **Figure 9: Regional Metropolitan Centers**

Regional Metropolitan Center	1970 Population	2000 Population	2030 Pop. (NIPC estimate)	2000 Employment	2030 Employment	Median household income (dollars)	% of Families Living Below Poverty	Median Value of Owner-Occupied Housing Units	% that Commute to Work by Auto (alone or carpool)
Arlington Heights	65,058	76,031	82,441	58,259	61,594	$67,807	1.6%	$240,600	86.3%
Aurora	74,389	142,150	190,167	63,143	106,677	$54,861	6.2%	$135,500	88.9%
Blue Island	22,629	23,463	25,511	10,233	11,832	$36,520	12.3%	$99,400	80.8%
Bolingbrook	7,651	56,321	88,548	20,393	31,783	$67,852	2.9%	$142,000	91.3%
Calumet City	33,107	39,071	39,654	12,128	13,303	$38,902	9.8%	$90,300	85.1%
Chicago Heights	40,900	32,776	36,282	14,636	18,504	$36,958	13.7%	$94,800	87.8%
Cicero	67,058	85,616	76,857	18,845	19,056	$38,044	13.2%	$111,100	83.9%
Crystal Lake	14,541	38,000	44,363	25,549	37,161	$66,872	2.6%	$170,100	90.3%
Des Plaines	57,239	58,720	60,343	60,359	62,167	$53,638	3.0%	$184,600	88.8%
Elgin	55,691	94,487	162,416	54,020	87,627	$52,605	6.4%	$141,400	92.6%
Elk Grove Village	20,346	34,727	36,948	61,121	97,974	$62,132	1.5%	$189,400	93.0%
Evanston	80,113	74,239	80,224	42,660	42,681	$56,335	5.1%	$290,800	61.7%
Gurnee	2,738	28,834	35,791	19,825	30,569	$75,742	2.1%	$199,000	93.4%
Harvey	34,636	30,000	31,324	8,154	9,625	$31,958	20.3%	$70,500	80.6%
Joliet	78,827	105,597	136,525	43,188	80,583	$47,761	7.7%	$119,900	92.8%
Matteson	4,741	12,928	37,117	7,039	12,805	$59,583	2.7%	$135,100	87.4%
McHenry	6,772	21,501	48,502	15,340	26,911	$55,759	3.8%	$150,000	94.2%
Naperville	22,794	128,358	168,096	66,209	149,931	$88,771	1.6%	$254,200	83.4%
New Lenox	2,855	17,771	101,725	5,270	25,998	$67,697	1.4%	$180,000	89.4%
Oak Brook	4,164	8,702	9,613	58,745	66,738	$146,537	1.4%	$635,400	91.1%
Oak Lawn	60,305	55,245	59,522	17,293	17,518	$47,585	3.9%	$157,000	87.5%
Oak Park	62,511	52,524	54,280	14,420	14,423	$59,183	3.6%	$231,300	68.4%
Rosemont	4,825	4,224	4,055	13,557	19,196	$34,663	10.6%	$259,600	76.3%
Schaumburg	18,531	75,386	83,284	87,688	111,229	$60,941	2.0%	$178,200	91.9%
Vernon Hills	1,056	20,120	23,848	26,186	34,106	$71,297	2.5%	$223,300	91.5%
Waukegan	65,134	87,901	92,714	37,146	44,702	$42,335	10.7%	$118,200	91.3%
West Chicago	9,988	23,469	41,632	11,508	36,308	$63,424	6.8%	$160,000	89.7%
*Loyola (Rogers Park)	60,787	63,484	NA	31,104	NA	$31,602	17.9%	$180,569	52%
*Uptown	74,838	63,551	NA	31,989	NA	$32,328	21.7%	$270,300	49.6%
*Lincoln Park	67,416	64,320	NA	45,117	NA	$68,613	4.2%	$518,063	46.3%
*North and Clybourn (Lincoln Park)	67,416	64,320	NA	45,117	NA	$68,613	4.2%	$518,063	46.3%
*Jefferson Park	27,553	25,859	NA	12,937	NA	$49,640	3.8%	$182,209	82.0%
*UIC Medical Center (Near West Side)	78,703	46,419	NA	17,916	NA	$29,588	30.1%	$204,411	43.8%
*Little Village (South Lawndale)	62,895	91,071	NA	27,394	NA	$32,320	23.7%	$105,201	72.3%
*South Loop/Roosevelt (Near S. Side)	8,767	9,509	NA	4,156	NA	$34,329	29.8%	$335,101	46.4%
*Hyde Park	33,559	29,920	NA	16,255	NA	$35,991	8.1%	$271,020	39.3%
*Hyde Park (Kenwood)	26,908	18,363	NA	8,018	NA	$36,612	17.2%	$297,354	57.2%
*USX (South Chicago)	45,655	38,596	NA	12,451	NA	$28,279	25.6%	$85,045	67.3%
*Lake Calumet (Roseland)	62,512	52,723	NA	18,633	NA	$38.237	14.2%	$89,084	68.9%
*Lake Calumet (Pullman)	10,893	8,921	NA	3,220	NA	$30,966	18.4%	$82,881	72.4%
*Lake Calumet (S. Deering)	19,271	16,990	NA	5,728	NA	$34,789	17.2%	$75,629	75.4%
*Lake Calumet (W. Pullman)	40,318	36,649	NA	12,789	NA	$40,478	19.3%	$82,281	73.8%
*79th and Halsted (Englewood)	89,713	40,222	NA	9,224	NA	$18,955	39.9%	$63,889	56.0%
*79th and Halsted (Auburn Gresham)	68,854	55,928	NA	18,816	NA	$34,238	18.2%	$90,454	67.1%
*Cicero Industrial Corridor (Humboldt Park)	71,726	65,836	NA	18,791	NA	$28,728	28.7%	$95,270	70.3%
*Stockyards (New City)	60,817	51,721	NA	15,551	NA	$25,647	30.4%	$81,706	66.3%

* Metropolitan Centers in the City of Chicago

▼ **Figure 10: Regional Community Centers**

Regional Community Center	1970 Population	2000 Population	2030 Population	2000 Employment	2030 Employment	Regional Community Center	1970 Population	2000 Population	2030 Population	2000 Employment	2030 Employment
Addison	24,482	35,914	38,561	33,415	42,024	Manhattan	1,530	3,330	39,750	1,018	8,932
Algonquin	3,515	23,276	41,333	5,392	16,359	Markham	15,987	12,620	14,322	4,419	5,612
Antioch	3,189	8,788	30,594	4,098	7,228	Maywood	29,019	26,987	25,689	6,648	6,576
Bartlett	3,501	36,706	43,264	3,520	7,467	Melrose Park	22,716	23,171	22,144	25,875	26,251
Batavia	9,060	23,866	31,402	15,409	24,557	Midlothian	14,422	14,315	16,577	3,156	5,019
Bedford Park	583	574	620	27,033	29,285	Monee	940	2,924	47,804	103	5,809
Beecher	1,770	2,033	20,029	183	8,211	Montgomery	3,258	3,855	11,323	4,634	7,721
Bellwood	22,096	20,535	21,329	6,613	6,743	Morton Grove	26,369	22,451	28,113	14,714	14,787
Bensenville	12,956	20,703	19,048	28,903	31,862	Mount Prospect	34,995	56,265	58,049	18,397	21,005
Berwyn	52,502	54,016	63,433	7,915	8,459	Mundelein	16,128	30,935	34,126	13,537	18,670
Bloomingdale	2,974	21,675	28,818	14,432	19,345	Niles	31,432	30,068	32,881	27,370	27,819
Bridgeview	12,506	15,335	14,865	13,362	14,524	Norridge	17,113	14,582	14,384	4,949	5,414
Broadview	9,623	8,264	8,180	9,846	10,035	North Aurora	4,833	10,585	20,694	4,677	8,727
Buffalo Grove	12,333	42,909	45,258	18,790	23,090	North Chicago	47,275	35,918	43,747	13,220	30,337
Carol Stream	4,434	40,438	41,604	19,902	25,582	Northbrook	25,422	33,435	40,187	38,942	56,404
Carpentersville	24,059	30,586	39,091	7,363	10,284	Northlake	14,191	11,878	10,951	10,934	13,622
Cary	4,358	15,531	22,036	6,432	9,087	Olympia Fields	3,478	4,732	7,344	2,512	4,606
Country Club Hills	6,920	16,169	19,139	1,995	3,366	Orland Park	6,391	51,077	70,713	19,592	30,170
Crete	4,656	7,346	38,786	2,733	13,005	Palatine	26,050	65,479	72,365	23,773	24,741
Deerfield	18,876	18,420	20,391	23,935	30,764	Park Forest	30,638	23,462	26,246	3,806	5,939
Dolton	25,990	25,614	24,433	5,536	6,607	Park Ridge	42,614	37,775	36,620	20,676	22,227
Downers Grove	32,544	48,724	60,153	38,534	59,459	Peotone	2,345	3,385	15,611	867	6,343
East Dundee	2,920	2,955	7,888	2,818	4,361	Plainfield	2,928	13,038	65,744	5,073	17,672
Elburn	1,122	2,756	21,126	748	2,449	Richton Park	2,558	12,533	36,294	1,212	5,571
Elmhurst	46,392	42,762	43,075	41,429	41,572	River Forest	13,402	11,635	11,630	5,306	5,648
Elmwood Park	26,160	25,405	24,260	2,527	2,538	Riverdale	15,806	15,055	16,225	3,142	4,692
Evergreen Park	25,921	20,821	19,742	8,566	9,475	Rolling Meadows	19,178	24,604	26,351	23,206	28,214
Forest Park	15,472	15,688	15,736	15,586	17,084	Romeoville	12,888	21,153	43,883	10,597	25,286
Fox Lake	4,511	9,178	12,589	1,432	2,469	Roselle	6,207	23,115	26,784	8,862	11,876
Frankfort	2,325	10,391	67,218	11,548	27,554	Round Lake	1,531	5,842	27,338	2,054	9,597
Franklin Park	20,348	19,434	19,113	27,474	27,873	Round Lake Beach	5,717	25,859	29,900	3,396	5,359
Geneva	9,049	19,515	25,480	13,862	18,287	Schiller Park	12,712	11,850	11,579	8,848	10,111
Glen Ellyn	21,909	26,999	32,291	9,527	10,609	Skokie	68,322	63,348	65,523	39,454	40,108
Glenview	24,880	41,847	54,368	23,064	46,687	South Elgin	4,289	16,100	27,567	5,199	8,900
Grayslake	4,907	18,506	24,094	4,899	10,466	South Holland	23,931	22,147	23,353	14,426	17,671
Hampshire	1,611	2,900	20,393	1,080	8,167	South Naperville*	22,794	128,358	168,096	66,209	149,931
Hanover Park	11,735	38,278	37,705	7,921	10,866	St. Charles	12,945	27,896	36,671	24,895	34,294
Harwood Heights	9,060	8,297	8,088	6,194	6,640	Steger	8,104	9,682	12,586	1,604	2,228
Hazel Crest	10,329	14,816	15,786	2,933	3,570	Sugar Grove	1,230	3,909	62,742	571	22,441
Highland Park	32,363	31,365	34,603	14,682	14,733	Tinley Park	12,572	48,401	63,889	16,311	32,848
Hoffman Estates	22,238	49,495	54,590	20,120	33,716	University Park	1,748	6,662	34,571	6,170	13,845
Homewood	18,871	19,543	20,469	8,494	9,578	Villa Park	25,891	22,075	22,991	12,279	15,281
Huntley	1,432	5,730	44,435	2,183	9,876	Volo	NA	180	13,686	5	2,861
Itasca	4,638	8,302	10,706	31,374	37,210	Warrenville	3,281	13,363	15,007	5,162	12,567
La Grange	17,814	15,608	17,848	6,021	6,628	West Dundee	3,295	5,428	11,364	4,744	7,473
Lake in the Hills	3,240	23,152	30,532	3,071	11,299	Westmont	8,832	24,554	27,000	12,958	13,370
Lake Zurich	4,082	18,104	20,571	10,632	16,081	Wheaton	31,138	55,416	61,960	27,289	28,131
Lansing	25,805	28,332	31,428	13,107	15,373	Wheeling	13,243	34,496	38,159	29,801	32,911
Libertyville	11,684	20,742	21,115	14,266	20,494	Wilmette	32,134	27,651	28,263	9,533	9,537
Lincolnwood	12,929	12,359	12,776	13,098	14,063	Wood Dale	8,831	13,535	13,869	24,897	29,273
Lisle	5,329	21,182	26,097	23,850	30,561	Woodridge	11,028	30,934	42,889	9,329	23,501
Lockport	9,861	15,191	36,224	3,901	8,946	Woodstock	10,226	20,151	30,522	14,945	21,568
Lombard	34,043	42,322	50,618	26,846	36,914	Zion	17,268	22,866	32,242	6,076	8,182

▼ Figure 11: Regional Town Centers

Regional Town Center	1970 Population	2000 Population	2030 Population	2000 Employment	2030 Employment	Regional Town Center	1970 Population	2000 Population	2030 Population	2000 Employment	2030 Employment
Alsip	11,608	19,725	22,349	11,714	14,804	Long Grove	1,196	6,735	10,846	3,757	5,097
Bannockburn	1,359	1,429	1,479	6,900	7,406	Lynwood	1,042	7,377	15,690	548	1,571
Barrington	8,581	10,168	10,429	8,935	11,085	Lyons	11,124	10,255	11,038	3,228	3,465
Beach Park	NA	10,072	16,729	565	1,012	Maple Park	660	652	1,412	29	331
Berkeley	6,152	5,245	5,126	2,287	2,299	Marengo	4,235	6,355	18,213	5,642	7,927
Braidwood	2,323	5,203	6,612	675	1,663	McCook	333	254	284	6,129	6,828
Brookfield	20,284	19,085	19,893	3,542	3,569	McCullom Lake	873	1,038	1,997	35	64
Bull Valley	NA	726	2,435	90	515	Merrionette Park	2,303	1,999	2,110	113	153
Burbank	NA	27,902	26,842	6,257	6,868	Mettawa	285	367	1,426	5,798	9,026
Burlington	456	452	14,994	54	1,428	Mill Creek	NA	NA	NA	NA	NA
Burnham	3,634	4,170	4,271	588	1,059	Minooka	NA	1,388	5,372	27	75
Burr Ridge	1,637	10,408	14,500	13,391	17,662	Mokena	1,643	14,583	27,065	5,597	14,972
Calumet Park	10,069	8,516	8,760	1,722	2,853	New Center near Huntley	NA	NA	NA	NA	NA
Channahon	1,505	7,235	22,231	2,384	6,531	North Riverside	8,097	6,688	7,177	3,584	3,701
Chicago Ridge	9,187	14,127	13,715	7,428	7,970	Northfield	5,010	5,389	5,420	7,669	9,005
Clarendon Hills	6,750	7,610	8,782	2,083	2,898	Oak Forest	19,271	28,051	33,040	9,330	11,164
Countryside	2,864	5,991	6,286	6,446	7,044	Oakbrook Terrace	1,126	2,300	4,447	11,311	12,697
Crest Hill	7,460	13,329	22,047	2,891	5,346	Oakwood Hills	476	2,194	4,263	2	108
Crestwood	5,770	11,251	12,801	9,064	9,278	Old Mill Creek	164	251	5,237	275	1,355
Darien	7,789	22,860	23,717	8,701	11,035	Orland Hills	470	6,779	7,474	493	949
Deer Park	726	3,102	3,846	172	2,780	Palos Heights	8,544	11,260	14,304	10,230	11,926
Diamond	NA	10	49	5	29	Palos Hills	6,629	17,665	18,110	5,222	5,366
Dixmoor	4,735	3,934	4,174	526	898	Palos Park	3,297	4,689	7,951	1,714	2,176
East Hazel Crest	1,885	1,607	1,698	1,826	2,329	Park City	2,906	6,637	6,956	2,581	3,047
Elwood	794	1,620	20,036	12	18,045	Phoenix	3,596	2,157	2,769	459	584
Flossmoor	7,846	9,301	9,949	1,833	2,072	Pingree Grove	174	124	16,908	106	5,386
Ford Heights	5,000	3,456	6,441	2,252	3,226	Port Barrington	NA	788	2,666	1	140
Forest View	927	778	796	738	912	Posen	5,498	4,730	5,549	1,140	1,901
Fox River Grove	2,245	4,862	5,542	991	1,286	Prairie Grove	NA	960	12,076	349	1,371
Gilberts	336	1,279	6,891	959	1,731	Prospect Heights	NA	17,081	16,099	4,141	5,638
Glencoe	10,542	8,762	8,957	2,039	2,328	Richmond	1,153	1,091	15,059	640	3,529
Glendale Heights	11,406	31,765	35,059	12,164	13,584	River Grove	11,465	10,668	10,271	5,304	5,374
Glenwood	7,416	9,000	11,367	3,014	9,232	Riverside	10,357	8,895	9,337	1,897	1,903
Godley	195	594	872	52	138	Riverwoods	1,571	3,843	3,981	2,296	5,316
Green Oaks	659	3,572	4,786	1,579	3,841	Robbins	9,641	6,635	7,319	420	704
Hainesville	142	2,129	4,118	365	1,230	Rockdale	2,015	1,888	1,882	1,586	1,914
Harvard	5,177	7,996	15,247	2,528	5,298	Round Lake Heights	1,144	1,347	2,552	244	387
Hawthorn Woods	939	6,002	15,951	520	7,120	Round Lake Park	3,148	6,038	9,954	205	6,470
Hebron	781	1,038	2,074	268	717	Sauk Village	7,479	10,411	18,209	3,133	14,925
Hickory Hills	13,176	13,926	13,781	4,413	5,064	Shorewood	1,749	7,686	38,398	4,114	11,444
Highwood	4,973	4,143	3,769	1,036	1,169	Sleepy Hollow	1,729	3,553	4,090	329	574
Hillside	8,888	8,155	7,775	7,595	10,726	S. Chicago Heights	4,923	3,970	4,602	2,289	3,655
Hinsdale	15,918	17,349	22,000	13,304	13,396	Spring Grove	348	3,880	18,523	812	4,806
Hodgkins	2,270	2,134	2,137	2,890	4,364	Stickney	6,601	6,148	6,230	830	844
Holiday Hills	NA	831	1,053	20	73	Stone Park	4,429	5,127	4,353	1,430	1,438
Homer Glen	NA	NA	40,588	382	6,919	Streamwood	18,176	36,407	41,852	7,164	9,090
Hometown	6,729	4,467	4,435	389	443	Summit	11,569	10,637	9,541	5,189	5,197
Indian Creek	270	194	211	113	269	Third Lake	199	1,355	1,395	23	102
Indian Head Park	473	3,685	3,953	418	418	Thornton	3,714	2,582	2,466	1,895	2,670
Island Lake	1,973	8,153	13,557	503	1,719	Trout Valley	NA	599	667	263	278
Johnsburg	NA	5,391	23,024	1,340	6,780	Union	579	576	1,254	0	519
Justice	9,473	12,193	14,726	1,797	2,711	Wadsworth	756	3,083	11,848	286	1,950
Kenilworth	2,980	2,494	2,383	408	417	Wasco	NA	NA	NA	NA	NA
Kildeer	643	3,460	5,069	799	1,669	Wauconda	5,460	9,448	25,653	8,196	13,105
La Fox	NA	NA	NA	NA	NA	Wayne	572	2,137	4,754	61	67
La Grange Park	15,459	13,295	14,101	2,675	2,681	Westchester	20,033	16,824	18,511	9,066	9,557
Lake Bluff	5,008	6,056	10,424	3,926	4,973	Western Springs	13,029	12,493	11,831	2,384	2,718
Lake Forest	15,642	20,059	21,933	19,599	22,720	Willow Springs	3,318	5,027	9,913	1,143	1,988
Lake Villa	1,090	5,864	16,546	1,710	2,792	Willowbrook	1,457	8,967	14,567	7,514	9,794
Lakemoor	797	2,788	23,055	662	4,203	Wilmington	4,335	5,134	23,333	328	1,729
Lakewood	782	2,337	5,922	68	1,631	Winfield	4,285	8,718	15,242	4,666	6,658
Lemont	5,080	13,098	30,209	2,844	6,876	Winnetka	14,131	12,419	11,491	3,794	3,997
Lincolnshire	2,531	6,108	8,284	20,312	22,730	Worth	11,999	11,047	11,136	2,435	2,917
Lindenhurst	3,141	12,539	19,843	567	2,348						

▼ **Figure 12: Hamlets**

Regional Hamlets	1970 Population	2000 Population	2030 Population	2000 Employment	2030 Employment
Barrington Hills	2,805	3,915	5,060	682	903
Big Rock	NA	NA	859	NA	156
Golf	504	451	445	182	182
Greenwood	NA	244	3,289	39	1,197
Inverness	1,674	6,749	7,069	1,601	1,607
Lake Barrington	347	4,757	5,695	1,136	1,590
Lily Lake	NA	825	1,543	NA	90
Non-municipal hamlets in Kane Co. (2)	NA	NA	NA	NA	NA
North Barrington	1,411	2,918	3,542	641	936
Ringwood	NA	471	1,890	230	1,239
South Barrington	348	3,760	4,657	1,502	4,219
Symerton	155	106	1,602	NA	35
Tower Lakes	932	1,310	1,442	106	109
Virgil	NA	266	1,270	NA	85
Winthrop Harbor	4,794	6,670	13,306	433	743
Wonder Lake	NA	1,345	2,715	50	64

Appendix 5: Common Ground Goals

The following are definitions for the 52 goals produced by Common Ground and endorsed by the NIPC Commission:

Access to Education. Quality education, provided in formats appropriate to a wide variety of learning styles and situations, will be readily accessible and affordable for youth and adults in all parts of the region.

Accessibility of Arts and Culture. Opportunities to engage the arts, culture, and science in a variety of forms and institutional venues will be supported, accessible, and affordable throughout the region.

Air Quality. The region will enjoy healthy, clean air that no longer threatens those at-risk for respiratory ailments.

Balanced Economy and Environment. Public policy and civic action will recognize that economic development and environmental stewardship are mutually attainable and beneficial to all and that the region's high-quality environment has economic value and is a competitive advantage.

Balanced Growth. The benefits of economic growth in the region will be balanced between mature and developing communities. This will be achieved using strategies that are permissive and encouraging.

Biodiversity and Natural Communities. Biodiverse natural communities will thrive in the region's natural areas, which will be protected and enhanced by public and private action to increase the acreage of natural resource lands and to restore habitats supportive of native species, particularly those which are threatened or endangered.

Business Attraction and Retention. The region's economic base will be continually strengthened and diversified through the attraction and creation of new businesses and the retention and expansion of existing businesses.

Civic Involvement. Along with the decision-making responsibilities of elected officials, broadly based public participation will be a regular part of the formation of policies and programs at all levels of governance. Technology in metropolitan and subregional networks will give all residents access to information and policy development.

Community Economic Development. The growing number and wide variety of businesses in the region will include many that are community-based, locally-owned, or actively engaged with the communities in which they operate. The region's financial institutions, economic development organizations, and governments will encourage entrepreneurship and support locally-owned businesses and franchises committed to the communities they serve.

Cultural Diversity. By 2030, neighborhoods and communities throughout the region will respect cultural and social diversity.

Economic Development. The region, with businesses in many economic sectors and strong clusters in strategic industries, will maintain its dominant position in the Midwestern and national economies.

Education Funding. Funding of the region's educational system will ensure the equitable distribution of quality education.

Energy. The region will consume less energy, increase the efficiency of its energy use, ensure a sufficient supply of affordable energy, and explore alternative sources of energy; and will do all this in a clean and renewable manner that protects human health and the environment.

Environmental Education. The region's citizens will be environmentally literate, aware of and

educated on environmental issues in order to sustain and protect natural resources. The region will be a model world-class center for environmental learning and program development.

Environmental Justice. All people and all places in the region will benefit from the interaction of economic development, social development and environmental protection.

Environmental Protection. The quality of the region's air, water, land, and biotic resources will be improved through region-wide planning, coordination, regulation, and increased use of renewable resources.

Equity in Law Enforcement. The region will have a system of justice and law enforcement that provides equal and fair treatment to all.

Existing Transportation. Improved movement of people and goods will be provided for by maintaining and enhancing the existing multi-model transportation system and by facilitating better connections.

Expanded Public Transportation. The region will have an integrated public transportation system, supported by land management policies, which provides convenient, affordable service throughout the region such that any trip in the region can be made on public transit.

Farmland Preservation. Preservation of prime farmland and environmentally sound agriculture practices will contribute to the protection of the region's soil and water resources and to sustainable development patterns in rural and suburban communities.

Freight Transportation. The regional transportation system will provide for the efficient movement of freight by all modes.

Global Competitiveness. Business, labor, and government will work through partnerships and strategic alliances to position northeastern Illinois as one of the world's top ten exporting regions.

Health Care. Quality, affordable health care will be accessible to all in the region. People throughout the region will have easy access to and incentives to participate in programs and activities that enable them to take greater responsibility for their own health and wellness.

Historic Preservation. The region will be dedicated to preserving and creating awareness of our history by maintaining the integrity of historic structures, landmarks, and heritage areas.

Housing Affordability. Diverse types of affordable housing, readily accessible to jobs and public transportation, will be located in communities throughout the region to enhance our economic and social viability.

Infrastructure. Ongoing and ample investment in the region's built infrastructure will support economic development and community vitality and protect the region's natural resources.

Intergovernmental Cooperation. Governments at all levels will coordinate their actions and share resources to equitably meet community needs for transportation, infrastructure, housing, economic development, education, open space, and land-use management.

Interregional Transportation. The region will be known for its accessibility to national and international markets through the commercial aviation, interstate highway, freight rail, and high-speed passenger rail systems. The local transportation network will support and link these national systems.

Jobs. The region will retain and create jobs in sufficient numbers and at a variety of levels through which individuals can achieve financial independence.

Jobs and Housing. Affordable, high-quality housing will be close and convenient to jobs and neighborhood amenities, and both jobs and affordable housing will be equitably distributed across the region.

Lake Michigan. Working with other Great Lakes states and provinces, the region will preserve the integrity of Lake Michigan as a sustainable source of water and as an environmental, recreational, and economic resource.

Livable Communities. The region will be characterized by interconnected, "livable" communities that have diverse populations, accessibility to jobs, pedestrian-friendly residential and commercial areas, and economically diverse housing stocks. They will have high-quality open space and recreation opportunities, convenient public transportation, and excellent, equitable schools, health care, social services, and cultural amenities.

Open Space. The region will achieve a network of open space, farmland, greenways, and waterways that protects natural resources, promotes biodiversity, provides equitable access to recreation, and shapes regional landscapes and identity.

Planning. Governments at all levels will respond effectively to the needs of diverse communities through on-going planning which is comprehensive, coordinated, region-oriented, equitable, and based on public input, with regular evaluation of outcomes and adjustment of goals and plans.

Public Safety and Security. All populations will enjoy safe and secure communities achieved through increased awareness and involvement of residents in community affairs and neighborhood policing systems. Children and youth will be secure from the effects of crime and drug use.

Public Transportation and Environment. The region will utilize public transit extensively, max-

imizing its environmental benefits while providing alternative modes of travel for all residents. The transit system will be attractive, economical, accessible, and safe, and the transit network will be seamless among carriers. Transit and land-use planning will be closely coordinated.

Quality of Life. The region will have an overall quality of life which will distinguish it as one of the premier regions in the world in which to live, work or visit.

Racial and Ethnic Diversity. The region will view its racial and ethnic diversity as an asset and will be characterized by inclusive communities and neighborhoods and by equitable access to and allocation of opportunities and resources. Community deliberative processes will be fostered as means of increased understanding and acceptance of diversity.

Recreation. A variety of recreational spaces and facilities will be available and accessible to all citizens, serving a diversity of ages, interests, cultures and other groups in our region.

Redevelopment. Public and private investment in homes, retail and other businesses, infrastructure, and people will lead to sustainable prosperity in previously disinvested communities. This will be accomplished with minimal displacement of community residents.

Seniors. Public policy and civic action across the region will recognize and be responsive to the needs of an aging population that is increasing and will engage the assets which seniors bring to the community.

Social Services. High-quality and affordable human and social services will be readily available and accessible in communities throughout the region for persons in need

Stormwater. The region's stormwater resources will be managed through region-wide open

space, watershed, and aquifer planning to promote natural stormwater drainage, storage capacity, and groundwater recharge.

Support for Agriculture. Productive farmland will remain in the regional landscape, with support from commercial and governmental activities, providing opportunity for farmers and farm products to be accessible and contribute value to the region's residents and economy.

Taxation. The revenue system will permit all levels of government to generate revenues adequate to provide necessary services without excessive disparities as a result of development patterns.

Technology and Telecommunications. The region will be a leader in providing an advanced and diverse technology and telecommunications infrastructure that is effective, efficient, and accessible to all residents for region-wide equitable economic development. Technological innovation will support the region's leading positions in manufacturing, agriculture, biotechnology, and workforce education.

Transportation and Development. Planning for transportation and for economic and community development will be fully integrated so that people will have choices among various modes of transportation and among various community types including public transit-linked and pedestrian-centered communities as well as highway-oriented development.

Transportation Funding. The region will secure sufficient funds to build a multi-modal transportation system that expands transportation choice locally and throughout the region and strengthens the region's position in the national and international economies.

Water Quality. The quality of all the region's lakes, rivers, and streams will be improved, and many water bodies will support diverse natural communities and human recreation.

Water Supply. A water supply system including conservation measures will assure an abundant, sustainable supply of high-quality water to support the region's population, economy, and natural systems into the future.

Workforce Education. Opportunities and resources for basic and advanced education, skills development, and life-long learning will be available to expand and diversify the region's labor populations through a variety of institutions and learning technologies.

Youth. Participation of young people of all backgrounds in community activities, both formal and informal, will expand throughout the region. Opportunities for all young people in education, employment, recreation, and human and social services will be increased.

2040 Regional Framework Map

LAKE MICHIGAN

2040 Features

Centers

- ⬤ Global Center
- ⬤ Metropolitan Center
- ⬤ Community Center
- ⬤ Town Center
- • Hamlet
- ✈ Airport

Corridors

➡ ⬅

Green Areas

- ◼ Open Space
- ◼ Agricultural Areas

Existing Features

- ◼ Protected Green Areas and City Parks
- — Expressway
- — Arterial (US or State Highway)
- — Metra Rail
- — CTA Rail
- ◼ Streams and Lakes
- ◼ Lake Michigan
- ◼ Municipalities
- ◻ County Boundaries

Miles
0 1.5 3   6   9   12

The *2040 Regional Framework Plan* provides a vision for meeting land-use challenges in the most efficient, coordinated and sustainable manner. The 2040 Regional Framework Map illustrates this vision for growth with a framework of Centers, Corridors and Green Areas.

Centers

Centers come in different sizes, from Metropolitan Centers to Hamlets. They are generally defined as compact, mixed-use, livable, inclusive and economically vibrant places interconnected by multiple modes of transportation.

Corridors

The *2040 Plan* defines a system of transportation corridors and supportive land uses meant to connect the region's centers and improve residents' quality of life by making it easier to get around our communities.

Green Areas

From small parks and streams to large prairies and lakes, green areas are valuable, biodiverse resources that include agricultural land, open space, water resources and greenways. They can connect communities and provide for the health and well-being of citizens.

⟳ **northeastern illinois planning commission**

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2040 Regional Framework Map

Visualizing the Future — 2040

With its communities collaborating regionally to apply the plan's strategies, in 2040 the region will boast centers that are more vital, compact and diverse; corridors that are multi-modal to support the transportation needs of all residents; and green areas that are protected, enhanced and expanded.

Centers

Centers in 2040 are vital, compact developments that reflect a close relationship between economic and livability goals. They provide efficient access to residential, employment, retail and civic activities, while also connecting corridors and green areas. These environments are rich with historic, architectural and natural resources that improve the community's quality of life and economic vitality.

- Growth is redirected from undeveloped areas at the urban fringes to vacant and underutilized land within the existing urban area.
- Transit Oriented Development/Redevelopment (TOD/TOR) provides access to a variety of transportation options and mix of land uses.
- Employment centers are concentrated near affordable housing and multiple modes of transportation, providing quick access to government, service and other support functions.

Corridors

Corridors in 2040 provide efficient, contiguous, multi-modal and environmentally sensitive transportation and activity connections between compact centers. They contain mixed land uses that best meet the needs of local communities and the region.

- Compatible land uses and development patterns along the region's corridors foster efficient and healthy travel behaviors and a sustainable transportation system.
- Corridor intersections connect with various modes of transportation from trains and buses to bicycles and boats.
- Transportation and facility infrastructure is integrated into the natural and built environment in a manner that minimizes impacts to valued natural and cultural resources.

Green Areas

Green Areas in 2040 connect communities and protect natural habitats while contributing to the economy and overall livability of the region. They provide valuable assets for health, well-being and enjoyment; active corridors for recreation; and walking and biking connections between destinations and communities.

- The watershed — a land area that drains to a single body of water — is managed to protect the quantity and quality of water resources, and green areas are protected and managed to enhance biodiversity.
- Hiking, strolling, biking, picnicking and other outdoor recreation opportunities are abundant, accessible and close to home.
- Stakeholders and local governments are fully educated about the economic benefits of farming and the public cost of converting farmland to low-density residential development.
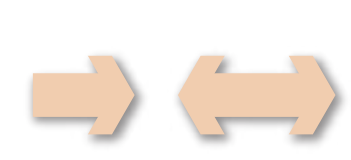
Realizing the VISION

The *2040 Regional Framework Plan* defines specific strategies to guide future growth in northeastern Illinois. The plan provides a vision and framework for meeting land-use challenges in the most efficient, coordinated and sustainable manner. Applying local action to this regional framework is the key to Realizing the Vision.

2040
Regional Framework Plan

northeastern illinois planning commission

Growing Pains

As of 2000, more than 8 million people were living in our region of northeastern Illinois. That number is projected to increase to more than 10 million by 2030. If we continue to develop new land at the current densities, by 2030 the region would consume an additional 337,000 acres to accommodate the projected population growth – an area equivalent to the size of Kane County.

For the greater Chicago region to maintain its standard of economic vitality and overall livability, planners and developers must follow a coordinated plan that best accommodates growth while preserving our natural environment. **Over the next 30 years, we must proactively plan how to:**

- □ House 2 million more people and 1.2 million more jobs
- □ Mitigate traffic congestion
- □ Deal with a potential shortage of water
- □ Avoid premature consumption of land by pursuing infill and redevelopment
- □ Protect important open space and natural resources
- □ Shape a sustainable future rather than react to ongoing development trends

A Current Center
B Incorporated Sensible Growth
C Unincorporated Sensible Growth
D Unplanned Sprawl

Sensible Growth vs. Sprawl
Without planning that guides compact growth to sectors B or C, sprawl stretches beyond the incorporated Center to sector D.

1 Public School   Incorporated Area
2 Shopping   Train Station
3 Soccer Field   Optimal Housing
4 Library
5 Home

Compact Development
If housing and other local destinations are concentrated at the outer edges of incorporated areas and away from transit centers, trips to typical destinations will increase traffic congestion on arterials and expressways.

Meeting Challenges

Based on significant regional input through its Common Ground initiative, the Northeastern Illinois Planning Commission (NIPC) has developed the *2040 Regional Framework Plan* to help guide local decision-making in meeting the challenges our community faces.

The *2040 Plan* provides a framework to:

□ Guide regional development in accommodating growth while preserving valued assets

□ Coordinate local land-use plans and regional-level decisions by facilitating greater intergovernmental cooperation

□ Strengthen the link between land-use planning and investment in transportation and other infrastructure across the region

Recognizing local autonomy for land-use decision making, the *2040 Plan* calls for local communities to voluntarily and proactively apply detailed implementation strategies. With action at the local level, the plan can help lead the region into a highly livable and economically prosperous future.

Plan Themes

NIPC gathered input from residents, policy experts and elected officials who identified 52 regional goals. These goals were organized into five core themes outlining what citizens want for the region's future. The themes act as a shared set of values that cut across geography and other traditional boundaries. They provide a focus for — and measure of — the *2040 Plan*'s success.

Livable Communities

The region will be characterized by communities with diverse populations, accessible jobs, pedestrian-friendly residential and commercial areas and economically diverse housing stock. All the region's residents will have access to high-quality open space and recreation opportunities; convenient public transportation; and excellent, equitable schools, health care, social services and cultural amenities.

Diversity of its People

The region will view its racial, ethnic and cultural diversity as an asset, characterized by inclusive communities and neighborhoods and by equity in the distribution of opportunities and resources.
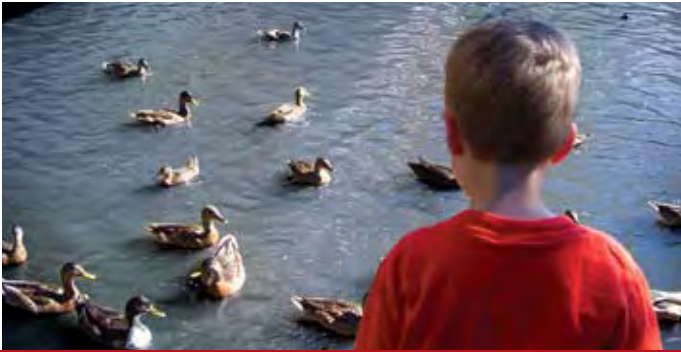
Healthy Natural Environment

The quality of the region's air, water, land and other natural resources will be preserved and enhanced by public and private action and by an environmentally literate populace.

Global Competitiveness

The region will have an internationally competitive economy, supported by diversity of businesses and workers with the skills, tools and infrastructure needed to succeed. Jobs and business opportunities will be equitably distributed throughout the region.

Governed Collaboratively

The public's business will be done by governments that cooperate effectively and incorporate public involvement.

Creating the Framework

Nearly 4,000 residents, elected officials and community leaders participated in NIPC's Common Ground workshops to set the planning agenda for the region. This agenda includes 17 implementation strategies in support of the 52 goals and five themes. These strategies align with a geographic framework of centers, corridors and green areas to guide regional planning and growth through 2040. The 2040 Regional Framework Map illustrates this strategy for growth.

● Centers

Centers come in different sizes, from Metropolitan Centers to Hamlets. They are generally defined as compact, mixed-use, livable, inclusive and economically vibrant places interconnected by multiple modes of transportation.

➡ Corridors

The *2040 Plan* defines a system of transportation corridors and supportive land uses meant to connect the region's centers and improve residents' quality of life by making it easier to get around our communities.

■ Green Areas

From small parks and streams to large prairies and lakes, green areas are valuable, biodiverse resources that include agricultural land, open space, water resources and greenways. They can connect communities and provide for the health and well-being of citizens.

Common Ground

A BLUEPRINT FOR REGIONAL ACTION

Synthesizing the 2040 Regional Framework Map

Workshop participants digitally paint one of 13 sub-regions.

1

Sub-regions are integrated and discussed in relation to each other.

2

Regional consensus leads to the 2040 map.

3

LAKE MICHIGAN

2040 Features

Centers
- Global Center
- Metropolitan Center
- Community Center
- Town Center
- Hamlet
- Airport

Corridors

Green Areas
- Open Space
- Agricultural Areas

Existing Features
- Protected Green Areas and City Parks
- Expressway
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- Metra Rail
- CTA Rail
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- Lake Michigan
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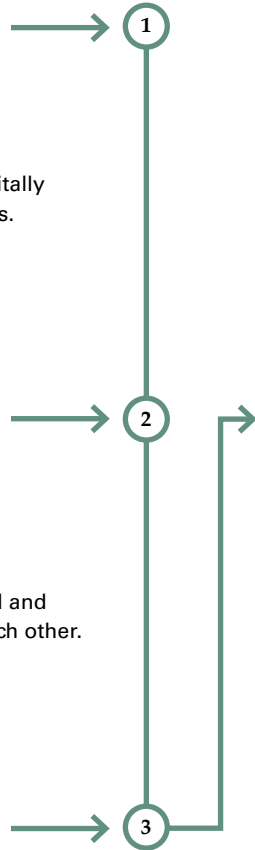
Visualizing the Future — 2040

By collaborating regionally to apply the plan's strategies, in 2040 northeastern Illinois will boast centers that are more vital, compact and diverse; corridors that are multi-modal and supportive of the transportation needs of all residents; and green areas that are protected, enhanced and expanded.

Implementation Strategies

1. Encourage Redevelopment, Reuse and Infill
2. Achieve a Balance Between Jobs and Housing
3. Provide Affordable Housing Opportunities
4. Promote Livable Communities
5. Promote Economic Vitality
6. Promote Diversity and Inclusiveness
7. Promote Compact, Mixed-use Development
8. Promote Telecommunications Infrastructure and Technology
9. Promote Walking and Bicycling as Alternative Modes of Travel
10. Ensure that Transportation Facilities are Context-sensitive with Natural Resources, Historic Resources and Community Values
11. Coordinate Land Use and Transportation
12. Maximize Use of Existing Infrastructure
13. Protect Water Resources
14. Plan for Sustainable Water Supply from Ground, Surface and Lake Michigan Sources
15. Protect and Enhance Biodiversity
16. Enhance and Connect Green Areas
17. Preserve Farmland

Centers

Corridors
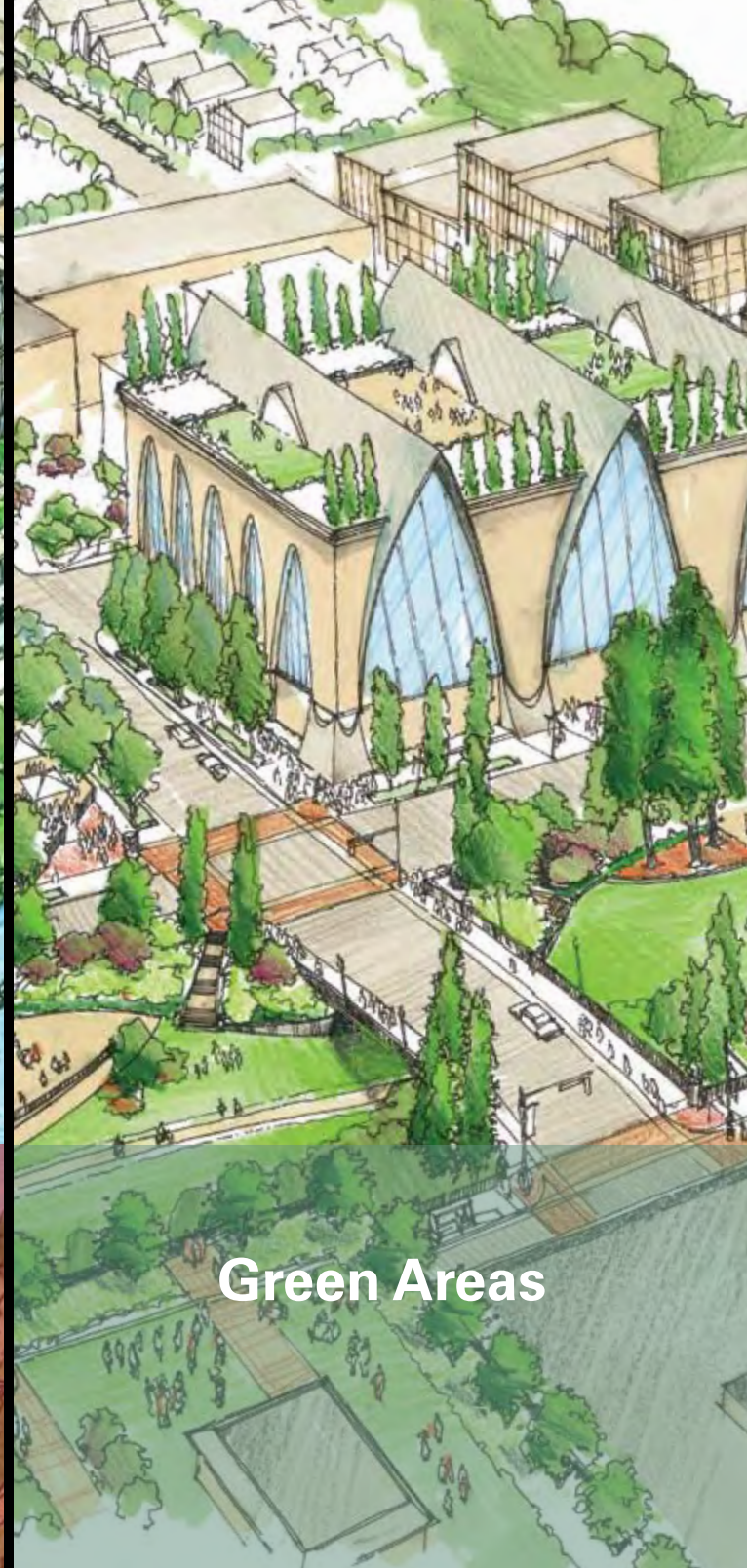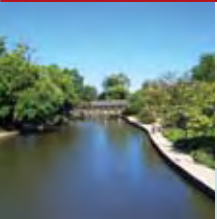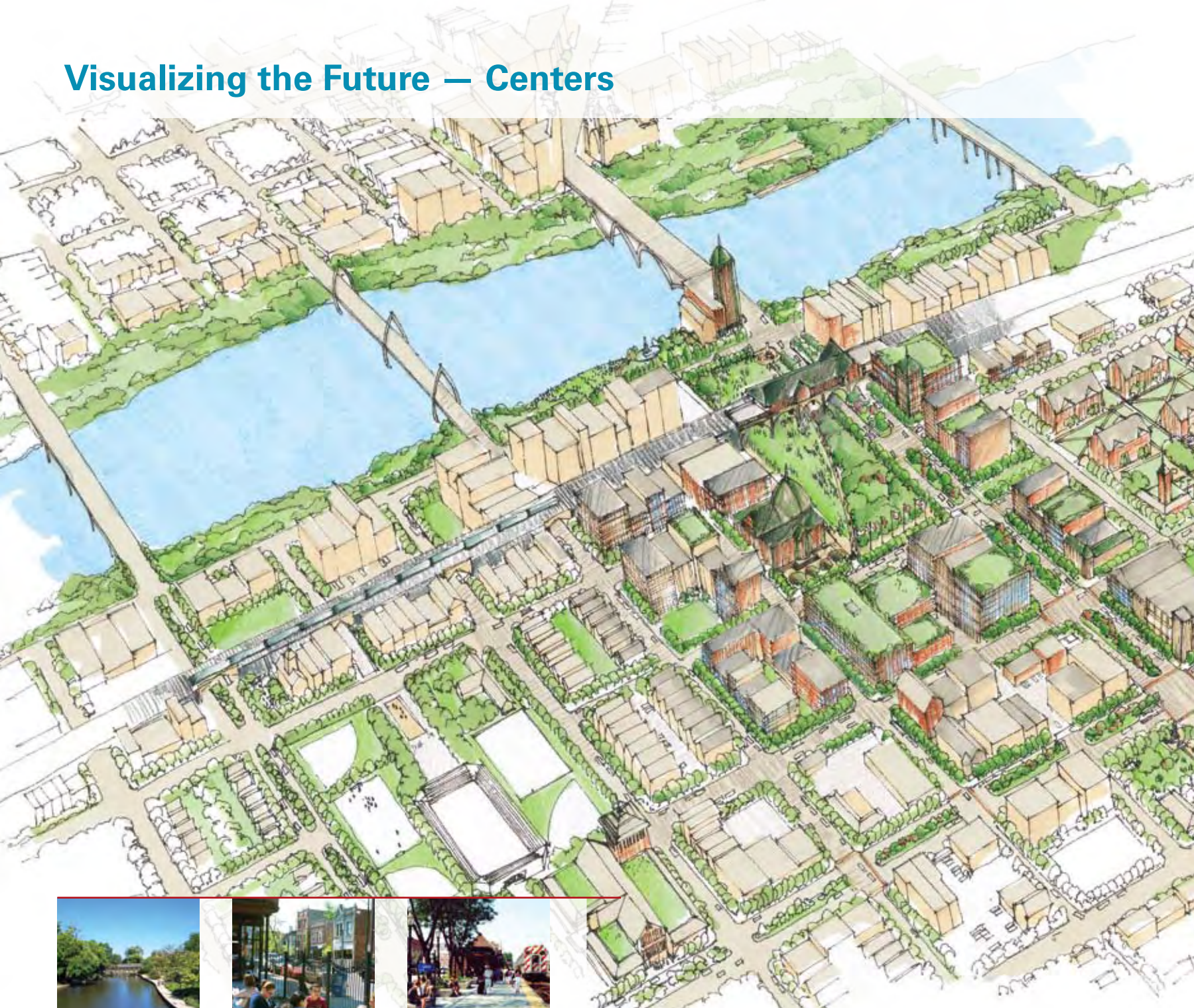
Green Areas

Centers in 2040 are vital, compact developments that reflect a close relationship between economic and livability goals. They provide efficient access to residential, employment, retail and civic activities, while also connecting corridors and green areas. These environments are rich with historic, architectural and natural resources that improve the community's quality of life and economic vitality.

2040 TOD/TOR and Mixed-use

Transit Oriented Development/Redevelopment (TOD/TOR) provides access to a variety of transportation options and a mix of land uses. Walking, biking, busing and taking the train are viable alternative choices to the automobile. By offering greater access to businesses and amenities near the transit center, citizens make fewer and shorter vehicle trips to typical destinations such as the day care, grocery store, bank and recreation center. Buildings, landscaping and supporting infrastructure reflect the environmental and cultural context of the community. These context-sensitive amenities are aesthetically pleasing and support each community's core values and unique identity.

2040 Employment and Housing

Employment centers are concentrated near multiple modes of transportation, providing quick access to government, service and other business-support functions. In a similar fashion, affordable housing is located close to the employment centers, which helps improve the livability of the community by reducing commute times and transportation congestion in the region. Schools are located nearby, and a variety of housing is provided to meet diverse community and lifestyle needs. Residents and employees also make use of abundant open spaces as recreation and gathering areas.

2040 Redevelopment, Reuse and Infill

Growth is redirected from undeveloped areas at the urban fringes to vacant and underutilized land within the existing urban area. Obsolete structures are torn down and replaced by new development better equipped to meet the needs of the community. Historically significant and structurally sound buildings are adapted for new purposes. Through these methods, employers and retail outlets enter mature areas and help create vibrant, mixed-use neighborhoods.

Corridors in 2040 provide efficient, contiguous, multi-modal and environmentally sensitive transportation and activity connections between compact centers. They contain mixed land uses that best meet the needs of local communities and the region.

2040 Transportation and Land Use

Compatible land uses and development patterns along the region's corridors foster efficient and healthy travel behaviors and a sustainable transportation system. Dense city centers have the infrastructure and service capacity to accommodate land uses and related transportation requirements along the corridors. The public is educated about the use of transit, alternative transportation options such as walking or biking and access points to multi-modal corridors.

2040 Corridor Intersections

Corridor intersections connect with various modes of transportation from trains and buses to bicycles and boats. They provide the option for multi-modal trips, such as connecting bicycle paths with transit options. These connections reduce the reliance on the automobile and help the broader region access community resources. Mixed-use, pedestrian-friendly developments are created at these intersection locations.

2040 Urban Design and Context-sensitive Solutions

Transportation and facility infrastructure is integrated into the natural and built environment in a manner that minimizes impacts to valued natural and cultural resources. Building heights fit with their surroundings; parking is placed at the side or rear; and sidewalk access is effectively designed. Bridge and pedestrian walkways are designed to fit with the context of the natural environment. These context-sensitive solutions are an outcome of considering environmental and public concerns throughout the planning and design process.

Visualizing the Future — Green Areas

13

Green Areas in 2040 connect communities and protect natural habitats while contributing to the economy and overall livability of the region.

They provide valuable assets for health, well-being and enjoyment; active corridors for recreation; and walking and biking connections between destinations and communities.

2040 Water Resources and Biodiversity

The watershed – a land area that drains to a single body of water – is managed to protect the quantity and quality of water resources. Projects are undertaken to restore groundwater resources, including stream bank stabilization, stream and wetland creation and restoration, stormwater best practice implementation and water supply planning. Techniques, such as clustered development and the use of green roofs on buildings, are used to help efficiently manage water resources in densely populated areas. Additionally, green areas are protected and managed to enhance biodiversity – the total range of genes, species and ecosystems in a region. Habitats are sufficiently sized to handle a diverse range of species and are linked to other green areas to allow for connections between habitats. Buffer zones exist along streams, lakes and wetlands to enhance biodiversity; stabilize stream banks and lakeshores; and act as linkages.

2040 Open Space Recreation and Linkages

Hiking, strolling, biking, picnicking and other outdoor recreation opportunities are abundant, accessible and close to home. Important cultural and historic sites are linked through open spaces and greenway corridors. Green roofs enhance the community's quality of life by providing gathering areas for employees and residents. Through interaction with the natural ecological process, the public gains a heightened awareness of environmental stewardship.

2040 Preserving Farmland

Stakeholders and local governments are fully educated about the economic benefits of farming and the public cost of converting farmland to low-density residential development. Decisions regarding farmland consider the full breadth of what the agriculture business brings to the region, including the use of its raw materials by industries such as food processing, the state's number-one manufacturing activity.

Realizing the Vision

If current development trends continue, inefficient land consumption, the degradation of natural resources and overloading of the transportation system will affect our quality of life. To successfully manage these changes, officials at the regional and local levels must actively work together to make planning decisions for the benefit of the region as a whole.

Rather than set forth prescriptive solutions, the *2040 Regional Framework Plan* is a guiding structure to integrate regional and local plans, policies and goals. Our diverse region requires differing approaches to realizing the vision, but with local/regional coordination and the involvement of all segments of the population in community planning and design, the vision can be achieved.

Regional Role

NIPC will continue to be an active resource to help with *2040 Plan* implementation, including facilitating meetings, providing technology tools and conducting statistical forecasts and other research, while coordinating agencies and local governments. NIPC also will develop a Report Card of performance indicators aligned with the plan's five core themes. Published annually, this will help establish accountability for implementation progress, growth, development and redevelopment.

Local Role

Land use is primarily in the hands of local governments. Every decision at the local level is important to building a better regional community. The *2040 Plan* will unfold one step at a time through careful, deliberate and coordinated action. By using the resources NIPC offers, proactively updating local comprehensive plans and regulations, and using a collaborative process, local action can lead to a healthy and vibrant Chicago region in 2040.

Realizing the VISION

Convergence of Regional and Local Planning

Regional Role　　　**Convergence**　　　**Local Role**

Forecasts / Modeling　Coordination　Implementation　Capacity

Public Input　Comprehensive Planning
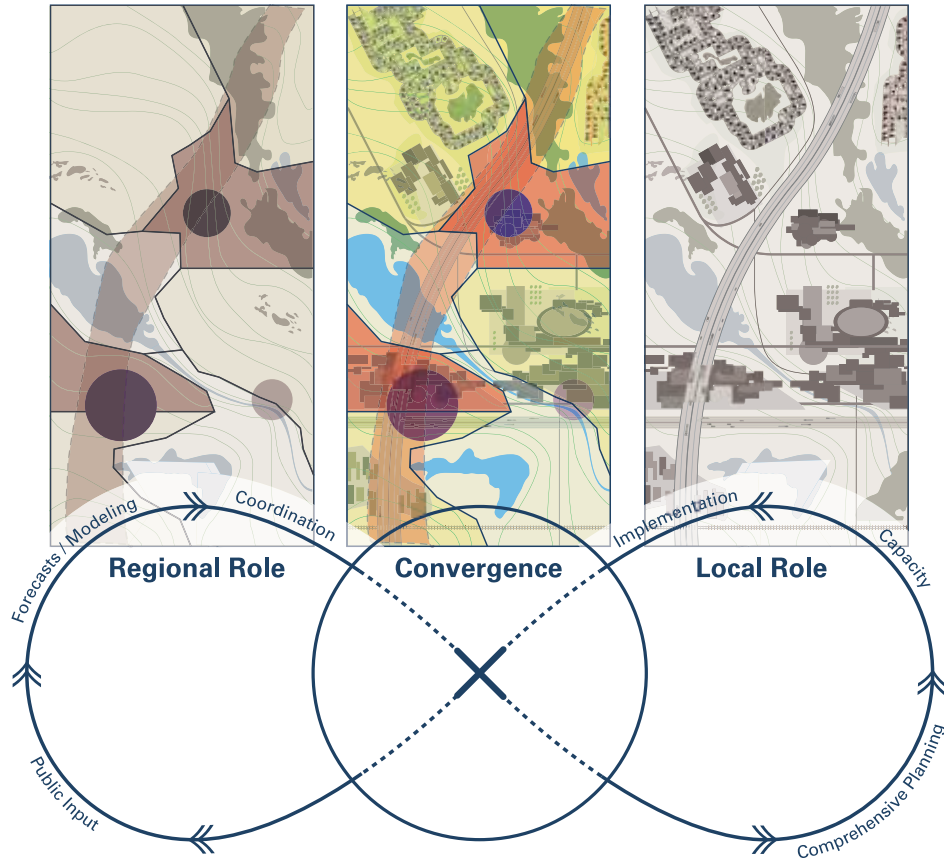
To realize the vision, we must invest in and plan for adequate land, infrastructure and service capacity. NIPC's *2040 Plan* framework informs the *Regional Transportation Plan (RTP)*, which guides transportation planning and investment in the region. As such, it is critical that local initiatives fit within the plan framework if federal funding is to be apportioned for them. We must all strive for convergence and consistency in planning so our region has the capacity to embrace growth.

Regional Partnership

The *2040 Regional Framework Plan* vision is realized through the coordinated efforts of communities throughout the six-county region.

Counties
Cook, DuPage, Kane, Lake, McHenry and Will.

Municipalities

Addison
Algonquin
Alsip
Antioch
Arlington Heights
Aurora
Bannockburn
Barrington
Barrington Hills
Bartlett
Batavia
Beach Park
Bedford Park
Beecher
Bellwood
Bensenville
Berkeley
Berwyn
Big Rock
Bloomingdale
Blue Island
Bolingbrook
Braidwood
Bridgeview
Broadview
Brookfield
Buffalo Grove
Bull Valley
Burbank
Burlington
Burnham

Burr Ridge
Calumet City
Calumet Park
Carol Stream
Carpentersville
Cary
Channahon
Chicago
Chicago Heights
Chicago Ridge
Cicero
Clarendon Hills
Coal City
Country Club Hills
Countryside
Crest Hill
Crestwood
Crete
Crystal Lake
Darien
Deerfield
Deer Park
Des Plaines
Diamond
Dixmoor
Dolton
Downers Grove
East Dundee
East Hazel Crest
Elburn
Elgin

Elk Grove Village
Elmhurst
Elmwood Park
Elwood
Evanston
Evergreen Park
Flossmoor
Ford Heights
Forest Park
Forest View
Fox Lake
Fox River Grove
Frankfort
Franklin Park
Geneva
Gilberts
Glencoe
Glendale Heights
Glen Ellyn
Glenview
Glenwood
Godley
Golf
Grayslake
Green Oaks
Greenwood
Gurnee
Hainesville
Hampshire
Hanover Park
Harvard

Harvey
Harwood Heights
Hawthorn Woods
Hazel Crest
Hebron
Hickory Hills
Highland Park
Highwood
Hillside
Hinsdale
Hodgkins
Hoffman Estates
Holiday Hills
Homer Glen
Hometown
Homewood
Huntley
Indian Creek
Indian Head Park
Inverness
Island Lake
Itasca
Johnsburg
Joliet
Justice
Kenilworth
Kildeer
La Grange
La Grange Park
Lake Barrington
Lake Bluff

Lake Forest
Lake in the Hills
Lakemoor
Lake Villa
Lakewood
Lake Zurich
Lansing
Lemont
Libertyville
Lily Lake
Lincolnshire
Lincolnwood
Lindenhurst
Lisle
Lockport
Lombard
Long Grove
Lynwood
Lyons
McCook
McCullom Lake
McHenry
Manhattan
Maple Park
Marengo
Markham
Matteson
Maywood
Melrose Park
Merrionette Park
Mettawa

Midlothian
Minooka
Mokena
Monee
Montgomery
Morton Grove
Mount Prospect
Mundelein
Naperville
New Lenox
Niles
Norridge
North Aurora
North Barrington
Northbrook
North Chicago
Northfield
Northlake
North Riverside
Oak Brook
Oakbrook Terrace
Oak Forest
Oak Lawn
Oak Park
Oakwood Hills
Old Mill Creek
Olympia Fields
Orland Hills
Orland Park
Palatine
Palos Heights

Palos Hills
Palos Park
Park City
Park Forest
Park Ridge
Peotone
Phoenix
Pingree Grove
Plainfield
Port Barrington
Posen
Prairie Grove
Prospect Heights
Richmond
Richton Park
Ringwood
Riverdale
River Forest
River Grove
Riverside
Riverwoods
Robbins
Rockdale
Rolling Meadows
Romeoville
Roselle
Rosemont
Round Lake
Round Lake Beach
Round Lake Heights
Round Lake Park

St. Charles
Sauk Village
Schaumburg
Schiller Park
Shorewood
Skokie
Sleepy Hollow
South Barrington
South Chicago Heights
South Elgin
South Holland
Spring Grove
Steger
Stickney
Stone Park
Streamwood
Sugar Grove
Summit
Symerton
Third Lake
Thornton
Tinley Park
Tower Lakes
Trout Valley
Union
University Park
Vernon Hills
Villa Park
Virgil
Volo

Wadsworth
Warrenville
Wauconda
Waukegan
Wayne
Westchester
West Chicago
West Dundee
Western Springs
Westmont
Wheaton
Wheeling
Willowbrook
Willow Springs
Wilmette
Wilmington
Winfield
Winnetka
Winthrop Harbor
Wonder Lake
Wood Dale
Woodridge
Woodstock
Worth
Zion

northeastern illinois planning commission

The Northeastern Illinois Planning Commission is the official comprehensive planning agency for six counties — Cook, DuPage, Kane, Lake, McHenry and Will — that form the greater Chicago metropolitan area. NIPC works with local governments and others to promote sensible growth. The Commission was formed by act of the Illinois General Assembly in 1957, with a mandate to provide the region with comprehensive planning and forecasts of population, employment and other socio-economic indicators.

Northeastern Illinois Planning Commission

Northeastern Illinois will be a region of livable communities, built on the diversity of its people and known for its healthy natural environment, global competitiveness, and governed collaboratively.

Photo by Terry Evans for Revealing Chicago

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