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MEMORANDUM

To: **53/120 Core Team**

From: CMAP Staff

Date: February 10, 2012

Re: Route 53/120 Future Land Use Change Analysis and Impacts

At the request of the Design and Land Use Working Group of the 53/120 Blue Ribbon Advisory Council, the Chicago Metropolitan Agency for Planning (CMAP) has generated a map of proposed future land use change in areas adjacent to the proposed 53/120 Corridor. This map was compiled from the Route 120 Unified Vision, municipal and Lake County comprehensive plans, and approved major developments. In addition, CMAP has estimated new housing units and development square footage generated by this Future Land Use Change if development occurs in the forms and densities outlined in local plans and zoning ordinances.

When the plans of individual communities are combined and analyzed, the potential for a significant shift in the character of central Lake County becomes apparent; estimated new square footages for retail, office, and industrial uses exceed or match those present on major corridors or within the entire county today, and potential employment substantially exceeds the employment in the GO TO 2040 socioeconomic forecasts. As a result of the proposed land use typologies and volumes, congestion levels on the proposed facility and within Lake County have the potential to be higher than those projected by the traffic model. While this memo advises some changes to the development patterns prevalent in central Lake County today, CMAP recommends that land use decisions continue to be a local prerogative. Strong local governments are an asset to our region and have helped to create many unique, livable places. The purpose of these recommendations is to help and encourage local governments to apply principles of livability when they make development decisions in their communities.

The first section of this memo provides a summary of proposed future land use change near the proposed 53/120 facility in central Lake County and the development square footage that these land uses could be expected to generate at typical densities. The second section discusses the potential impact of that future land use change on the proposed facility, the surrounding transportation network, and the goals of the 53/120 Blue Ribbon Advisory Council.

Future Land Use Analysis Summary and Results

The proposed Route 53 extension/Route 120 Bypass ("the Facility") has been under evaluation in Lake County since the 1960s. In recent years, many municipalities have planned for the proposed facility, particularly the Route 120 improvements and proposed bypass. In 2009, a Unified Vision was finalized for the proposed Route 120 facility, including proposed future land use change for areas adjacent to either the existing Route 120 or the proposed bypass. The Route 120 bypass traverses largely undeveloped areas, and proposed future land use change in these areas was significant, particularly west of Route 83. The Route 120 Unified Vision Future Land Use Change was developed in close collaboration with communities, involving several rounds of interviews and reviews. CMAP incorporated Unified Vision directly into our analysis of future land use change in the 53/120 Corridor without alteration of these proposed uses. Along the proposed Route 53 corridor and areas not immediately adjacent to the proposed Route 120 bypass, future land use change was developed from Lake County and municipal future land use /comprehensive plans as well as the site plans of approved major developments. Lake County's Regional Framework Plan (LCRFP) provides a guideline for future land use change in Lake County through 2020, and individual municipal comprehensive plans reflect future land use goals for 2020, 2030, or even longer terms.

The Future Land Use Change map at the end of this memo outlines planned-for future land use change within two miles of the corridor. This map represents a "maximum" scenario, and shows the most intensive planned future land use in unincorporated areas where municipal plans overlapped. These future land uses have not been adjusted to reflect market or other constraints, but instead reflect the sum total of the separate future development plans of individual municipalities. The majority of the area designated for future land use change is located in the Route 53 corridor north of Winchester Road and the Route 120 bypass corridor west of Route 45; together, these two areas contain slightly less than 40% of the total land area proposed for change but house a higher 55% to 70% of the total proposed non-residential development area. The remaining portions of the proposed corridor are already extensively developed or preserved as open space, and future land use plans generally indicate infill and/or redevelopment of remaining vacant or underutilized lots.

This municipally-generated proposed future land use change can also be used to estimate future development square footage and housing units at "full build-out" of the proposed change. These estimates were generated utilizing floor area ratio and units per acre guidelines from the municipal and county comprehensive plans as well as CMAP's internal Futureview metrics for converting general land uses to estimated development.[1] Figure 1 summarizes the estimated future development for the corridor by major land use. As noted above, municipal

[1] Floor Area Ratio (FAR) is a measure of the density of non-residential development. It is calculated by dividing the total area of a building by the total area of its site. For example, a one-story building with an FAR of 0.5 covers half of its site. Average FARs for the minimum and maximum scenarios were: 0.3 for Retail, 0.2 to 0.3 for industrial, and 0.3 to 0.4 for office.

plans overlapped in unincorporated areas; in these cases, both the most and least intensive land uses were utilized to create a range of potential development outcomes.

Figure 1. Future Land Use Change within 2 miles of the Proposed 53/120 Corridor

	Future Added Acres by Land Use		Estimated Development	
Future Land Use Change	**From****	**To****	**From****	**To****
Residential	5,200	6,510	8,220 Units	12,450 Units
Retail/Commercial	2,420	3,050	31,210,000 SF	38,300,000 SF
Open Space	1,720	1,420	1,720 Acres	1,420 Acres
Industrial	1,670	2,360	19,700,000 SF	21,920,000 SF
Office	840	1,350	14,510,000 SF	26,340,000 SF
Mixed Use *	120	120	1,190 Units	1,190 Units
			1,350,000 SF	1,350,000 SF
Government & Institutional	90	130	No Data	No Data
Utility/Waste Facilities	20	20	No Data	No Data
Agricultural Land***	2,890	N/A	N/A	N/A

* Mixed use refers to downtown or transit-oriented developments. Mixed Use Housing Unit and Retail/Commercial SF totals are not included in the Residential and Retail/Commercial SF totals in Figure 1. All areas proposed for future mixed use had no other proposed land uses, so there is no difference between the scenarios.
** The "From" and "To" scenarios represent the sum of acreage and estimated square footage when the least and most intensive proposed land uses are chosen for all areas. Multiple proposed land uses occurred only in unincorporated areas where the planning areas of two or more municipalities overlapped.
*** Agricultural land does not represent a new or added land use, but instead is a total of existing agricultural acres that are not converted to developed acres in the most intensive scenario.
Sources: CMAP analysis of CoStar Data, municipal and county Comprehensive Plans and approved major developments.

This estimated "full build-out" development from proposed future land use change would represent a significant shift in the land use pattern in central Lake County. While each new development will have to be specifically approved by municipalities, comprehensive plans represent an important communication of a municipality's intent for future land use change. Development of a given use is more likely to occur if a community includes that use in their comprehensive plan and/or zones for that use. Lake County staff has indicated that development in much of the unincorporated area is also either governed by settlement agreements between private and public sector actors or limited by water and sewer capacity and agreements about the potential expansion of those facilities.

Figure 2 provides a comparison of the existing development in all of Lake County and the I-94 corridor to the estimated development site capacity in future change areas within 2 miles of the proposed 53/120 corridor, if all areas designated for new development were built out. As noted, these numbers have not been adjusted to reflect any market constraints. The most predominant proposed future land use by square footage is retail, with lesser increases in all other property sectors:

- At typical development densities, new retail square footage generated within the proposed future retail areas in the corridor would more than double the existing retail square footage in all of Lake County and significantly exceeds the retail developed near I-94. Given current development patterns and constraints, it is unlikely that all of the area designated for retail in the comprehensive plans will be developed.
- Proposed new office development within the corridor would increase office square footage in the entire county between 40 percent and 75 percent. The upper end of the estimated office development also exceeds the amount of office developed in the I-94 corridor.
- More acreage has been allocated to industrial than office, but the existing industrial base in Lake County and the low average density of industrial development means that proposed industrial land uses would only increase approximately 25 percent over existing industrial square footage.
- Housing units and population near the corridor would increase at a significantly lesser rate of 4 percent to 6 percent, in part due to the large-lot zoning in many communities near the corridor.

Figure 2. Existing Lake County Development and Estimated 53/120 Corridor Proposed Development

Land Use	Existing Development - All of Lake County	Existing Dev – I-94 Corridor in Lake County***	Estimated New Development within 2 Miles of the 53/120 Corridor, per Comp Plans****		Increase over Existing Dev in Lake County
			From	To	
Office (SF)	34,745,869	22,510,254	12,890,000	26,260,000	37% to 76%
Industrial/Flex (SF)	82,849,019	28,226,296	18,650,000	21,840,000	23% to 26%
Retail (SF)*	33,564,300	10,994,823	32,560,000	39,650,000	97% to 118%
Housing Units**	260,310	No Data	9,410	13,640	4% to 5%
Population**	703,462	No Data	29,060	41,200	4% to 6%

* Retail square footage includes first-floor retail in mixed use developments.
**Housing units and population in the "2011" column are 2010 US Decennial Census figures.
***The I-94 Corridor was roughly defined by Milwaukee Ave and Hunt Club Rd on the west and Skokie Blvd and Delaney Rd on the east.
****Future development has been estimated from the future land use change indicated in the Route 120 Unified Vision and comp plans via municipal/county density regulations and CMAP's Futureview metrics for FAR, jobs, population, and households by land use. Resulting FARs were checked against average new construction FARs in Lake County for non-residential buildings constructed since 2000.
Sources: CMAP analysis of municipal and county comprehensive and strategic plans, site plans of recently approved major developments, CoStar Data and US Decennial Census data.

The Transportation Impacts of the Proposed Future Land Use Change

If constructed, the proposed 53/120 Facility will not only address transportation needs, but will also provide valuable access that will catalyze new development in central Lake County. The Advisory Council has stated that the purpose of the proposed Facility is to address local and

regional mobility needs, connect people and jobs, facilitate economic development, encourage multimodal access, and enhance the natural environment. Achieving these goals will require tradeoffs not only in decisions related to the design and function of the Facility, but also in long-term decisions about adjacent land uses.

As the analysis above indicates, municipalities in the northern and western portions of the corridor have actively planned for potential new development adjacent to the facility. Land use change at the scale proposed has significant implications for potential traffic levels on both the proposed facility and the existing transportation network. The following highlights the potential impact of the proposed land use change on the design of the facility, area traffic congestion, and the purpose of the road as defined by the council.

The GO TO 2040 Socioeconomic Forecasts

The traffic model projections for 2040 are based on the proposed transportation network for 2040 and CMAP's GO TO 2040 population, household and employment forecasts. CMAP's 2040 forecasts are scenario-driven rather than projections of market demand. This means that the 2040 forecasts of population, households, and employment assume that communities throughout the region are following the strategies outlined in the Preferred Regional Scenario ("the Preferred Scenario") and the GO TO 2040 Plan ("the Plan").[2] The preliminary recommendations of the preferred Regional Scenario are:

- Create more compact, mixed-use, livable communities to serve as the building blocks of our region's future development.
- Invest more effectively in education and workforce development, while fostering a business climate that encourages job growth and innovation by the private sector.
- Improve the region's high-quality system of parks and open space, while using conservation measures to reduce our consumption of energy and water.
- Plan multi-modally for transportation and target transportation investments to achieve outcomes such as economic growth, environmental protection, and congestion reduction, while finding more sustainable ways to finance infrastructure improvements.
- Track our performance to assess where to make improvements to reach the region's desired future.

With regard to land use and development, the Plan specifically states that "local land use decisions should focus on the interrelationship of transportation, land use, and housing, with an emphasis on development patterns that support the use of public transit." To achieve this, the Plan and Preferred Scenario recommend a focus on strengthening existing communities and finding opportunities to encourage new development and redevelopment within livable communities that are denser and designed for mixed uses. Both the Plan and Preferred Scenario

[2] A more complete discussion of the process used to create the GO TO 2040 Socioeconomic Forecasts is available at http://www.cmap.illinois.gov/c/document_library/get_file?uuid=b2a80d82-248c-461c-9b20-e52b37f6b12e&groupId=20583

recognize that definitions of acceptable density and mixed use development will vary widely across communities, noting that even small increases in density will further the goals of the plan. However, the GO TO 2040 forecasts assume that a substantial portion of the region's growth will take place via reinvestment and infill rather than through new development on open space or agricultural land.

The Route 53/120 Corridor Proposed Future Land Use Change represents a significant departure from GO TO 2040's focus on reinvestment and instead presents a continuation of the large-lot residential and low-density commercial development that is typical in central Lake County today. Additionally, potential employment significantly exceeds the employment in the GO TO 2040 forecasts.[3] As described below, the more dispersed land use patterns that are common in the county today often lead to increased traffic and congestion. As a result, congestion levels on the proposed facility and within Lake County have the potential to be higher than those projected by the traffic model.

Connecting Jobs and Housing

While Lake County has a lower proportion of workers leaving the county for work than most of the region, (see Figure 3), there is a mismatch within Lake County between the location of its jobs and housing.[4] In particular, the fastest-growing residential areas are located along Route 120, while the fastest growing employment areas are located in the eastern and southeastern portions of the county near Interstate 94 and the terminus of Interstate 294. In addition to this spatial mismatch, Lake County has a high rate of in-county workers driving to work alone, placing more traffic on the road network during peak hours. The 53/120 Facility has the potential to address this issue in two ways: first, the new facility can serve to ease congestion and reduce commute times by providing additional capacity; and, second, the facility provides access to new locations for employment centers that are close to growing residential areas. However, a new facility on its own will not address the problem - supportive land use planning is required to encourage better jobs/housing access and minimize peak-hour automobile trips.

Figure 3: Means of transportation to work for workers working within their county of residence

Workers over the age of 16	Region	Cook County	DuPage County	Kane County	Kendall County	Lake County	McHenry County	Will County
Working Outside County of Residence	25%	13%	41%	48%	69%	31%	48%	55%
Working in County of	75%	87%	59%	52%	31%	69%	52%	45%

[3] GO TO 2040 forecasts approximately 44,000 new jobs within the two-mile buffer surrounding the 53/120 facility and Route 120 Unified Vision study area. Utilizing Futureview square feet per employee metrics on the development generated in this analysis yields a significantly higher 100,000 to 150,000 new employees.

[4] According to the CMAP Jobs-Housing Balance Snapshot, the percentage of Lake County workers over the age of 16 who work outside of the county has been declining slightly – approximately 33% in 2000 and 32% in 2006. The Jobs-Housing Balance Snapshot can be accessed at http://www.cmap.illinois.gov/documents/20583/3096ede0-5e7a-4c31-82bb-fa4503c3e1d1

Residence								
Drove Alone	48%	52%	46%	42%	22%	53%	38%	36%
Carpool or Vanpool	7%	8%	5%	4%	2%	6%	6%	3%
Public Transportation	10%	17%	0%	0%	0%	1%	0%	0%
Walked	3%	4%	2%	1%	1%	2%	2%	1%
Taxicab, motorcycle, bicycle, or other	1%	2%	1%	1%	0%	1%	1%	1%
Worked at Home	5%	4%	5%	4%	6%	7%	6%	5%

Source: CMAP Analysis of US Census American Community Survey 2010 one-year estimates.

The proposed future land use analysis indicates that municipalities would like to encourage a significant amount of new retail, office, and industrial development within the 53/120 Corridor. Placing mixed-use and/or comparatively denser development directly adjacent to the Facility or in downtown, village center or employment center areas near the Facility could minimize vehicle trips in areas further from the corridor. Transit service could also access these expressway-adjacent areas and quickly return to the Facility, allowing for faster transit trips and easier connections to employment centers. However, the Future Land Use Change analysis indicates that areas near proposed interchanges are often proposed for lower densities and/or land uses that do not fully capitalize on the access provided by the new facility. For example, several potential interchange areas have been designated for single family residential development. These areas might be more appropriate for commercial nodes or for multifamily housing that provides more housing choices for Lake County workers in highly accessible areas.

Additionally, a very small amount of mixed-use development area has been proposed for the corridor, generally concentrated within existing downtowns or near Metra stations. However, mixed-use development offers an opportunity to provide employment and housing adjacent to services and transit. Mixed use development can come in a number of forms – ranging from "traditional" multistory buildings to a horizontal mix of uses within the same site to simply creating pedestrian and bike connections between formerly isolated land uses. An area that could particularly benefit from mixed-use development is the Prairie Crossing Metra Station area, which contains two Metra stations on separate lines and could have easy access to bus-based transit utilizing Route 53 or Route 120. While parcels between the two stations are designated for a mix of uses that could be transit-oriented, the remaining undeveloped land to the southeast is designated for Industrial land uses. A portion of this area is subject to the Heartland Settlement Agreement, which limits the number of new housing units and the amount of commercial and industrial square footage within its area. However, concentrations of transit access like this one provide an opportunity to focus residential and/or commercial development around a significant transit node and facilitate jobs-housing connections within the county and region as a whole.

Economic Development

One of the major stated goals of the Advisory Council is encouraging economic development within the corridor. Promoting economic development can encompass a broad range of benefits, including attracting new businesses, boosting employment, and raising fiscal revenues through increased property or sales taxes. The new access afforded by the proposed facility provides substantial economic development potential to central Lake County. This has been reflected in the amount of planning completed for new, non-residential development and in private-sector acquisition of large parcels near the proposed Facility. Additionally, many unincorporated areas directly adjacent to the proposed facility were located within the planning areas of two or three municipalities, indicating municipal intent for economic development in these locations.

However, areas designated for retail, office and industrial development appear to exceed feasible development expectations. Estimated square footage from proposed retail areas in the 53/120 Corridor exceed the existing retail square footage in all of Lake County and are nearly triple the square footage found in the I-94 corridor. Similarly, the upper ranges of the estimated office and industrial square footages matches the total square footages of those land use types found on the I-94 corridor within Lake County. In short, planning for the Facility has generated potential development volumes more typically seen on high-traffic, high-speed, eight lane facilities.

The analysis above did not place any market limitations on proposed future land uses, but it is unlikely that new retail, office, or industrial development will be developed at the level estimated. Instead, some communities will attract less development than anticipated. Planning for the 53/120 Facility offers the opportunity to review land use plans across multiple municipalities and create a collaborative process where individual communities work together to direct development to some areas, preserve open space in other areas, and share potential fiscal and economic benefits. Without a coordinated approach, development will occur in a disjointed pattern across multiple communities on the corridor, presenting the potential to negatively impact the goals of preserving community character and conserving natural and agricultural areas. Additionally, this kind of scattered development can lead to increased automotive trips, vehicle miles travelled and congestion.

Transit-Supportive Land Use

One of the Council's goals for the Facility is to accommodate multimodal access. As shown in Figure 3 above, a significant proportion of Lake County workers are employed within the county, but less than 1% of those commuters utilize public transit. A dependence upon single-occupant vehicles for commute trips can increase peak-hour congestion and commute times, while transit networks offer an opportunity to decrease congestion by moving more people in less space. The preferred 53/120 transit scenario at the recent Design Workshop was express-bus service in regular traffic lanes, with potential for rush-hour shoulder access for buses. While transit-oriented development is contemplated for a few select areas within the corridor, the

proposed future land change and densities are generally not at a level that could support of frequent transit service. In addition to urban design features that encourage walkability and access to transit stations, transit systems require minimum housing unit and job densities to operate efficiently. The table below provides the average minimum dwelling units per acre to support various transit types.

Figure 4: Minimum densities required to support transit services

Mode	Frequency	Minimum Dwelling Units per Acre	Minimum Employees per Acre
Local Bus	1 bus/hour	3.5 to 6	50 to 80
Local Bus	1 bus/30 minutes	7	80 to 200
Local Bus	1 bus/10 minutes	15	200 to 500
Express Bus	1 bus/20 to 30 minutes	15	
Rapid Transit	Every 5 min. during peak periods*	12	
Light Rail	Every 5 min. during peak periods*	9	500+
Commuter Rail	20 trains/day	1 to 2	

Sources: Pushkarev and Zupan (1977). *Public Transportation and Land Use Policy*. Indiana University Press, Bloomington, IN. and Victoria Transport Policy Institute (2011), *Transit Oriented Development: Using Public Transit to Create More Accessible and Livable Neighborhoods,* accessed at http://www.vtpi.org/tdm/tdm45.htm

On average, the proposed density of new housing units near the Facility is slightly less than 2 units per acre. This is not sufficient to support transit beyond a park & ride-based system like the Metra stations already in place. In mixed-use areas, housing densities rise to 12 units per acre. However, areas with vertical mixed uses or multifamily residential development comprise a very small proportion of the proposed future land use change area. Similarly, employment densities in the corridor are generally below transit thresholds. Because FARs in nearby communities emphasize lower density commercial development, average employees per acre on the corridor are estimated to range from 10 to 15 for retail, 9 to 12 for industrial, and 45 to 60 for office land uses. These lower densities of employment and housing will make provision of high quality transit services within the proposed corridor difficult.

The GO TO 2040 plan recommends planning for land use near transit, and specifically identifies planning for land use along potential expressway BRT corridors like the 53/120 Facility as a priority. However, densities as proposed in the corridor are not transit-supportive, and new transit services in low density areas with limited walkability are unlikely to succeed. While not all development within the 53/120 Corridor should be compact, areas with access to existing and proposed transit facilities should be planned to capitalize on those assets if provision of BRT or other high-quality transit services is a goal for the corridor. Per the Plan, "Among the many benefits of pursuing livable communities, compact development can significantly reduce the cost of local roads and other infrastructure. Growth that emphasizes access to transit and other transportation alternatives can reduce reliance on automobiles, helping to reduce

congestion and household transportation costs." Without compact, transit-supportive development, provision of high-quality transit in the 53/120 Corridor will not be feasible.

Access Points

Retail, office and industrial developers will seek out areas with the most access to customers and employees. For the 53/120 Corridor, access to the facility will be a major driver of future commercial and industrial land uses. Interchanges can also produce additional traffic on local roads that access the expressway, and new development on those roads will generate more vehicle trips. Therefore, interchanges and intersections should be placed where access to existing and future development is desired and minimized in areas where preservation of open space and/or a predominantly residential character is a major concern. Additionally, development on major roads that access the Facility can be planned to complement existing commercial and industrial areas and lead traffic towards those established nodes.

The council has not chosen desired access points for the facility, but traffic modeling for this process has generally relied on those proposed by the Lake County Transportation Improvement Process (LCTIP) for Route 53/120 project. Municipal plans have also utilized these interchanges or have proposed alternative alignments and interchanges that provide better access to their community. The LCTIP Interchanges are marked with asterisks in the Future Land Use Change Map at the end of this memo.

As an example, the proposed development cluster on Peterson Road is located near the intersection of Route 53 and the Route 120 bypass, capitalizing on the access and visibility provided by this interchange. The proposed Cornerstone development alone contains 3.6 million square feet of office and light industrial, 500,000 square feet of retail, and 800 housing units. Planning for mixed-use concentrations of employment, services, and housing in areas with better access to the Facility allows the private market to take advantage of the Facility and concentrates automotive and transit trips in a single area. Similarly, while the proposed Route 120 bypass crosses Almond Road, an interchange at this road is not preferred due to the sensitive nature of the Almond Marsh and the desire to retain the agricultural and natural character of the surrounding area.

The Council has indicated that an interchange at Route 22 presents a challenge with regard to balancing environmental, access, and economic development needs. The Egret Marsh and Heron Creek Forest Preserves contain environmentally sensitive wetlands, and part of Heron Creek has been classified as an Illinois Nature Preserve. This designation is reserved for unique areas that "have rare plants, animals, or other unique natural features."[5] However, Route 22 also provides access to well-established industrial and commercial areas to the west in Lake Zurich. Without an interchange on Route 22, visitors to some of these areas would need to travel several additional miles to reach the 53/120 Facility. This may increase traffic on local

[5] Illinois Department of Natural Resources. *Illinois Nature Preserves Commission.* Accessed on February 9, 2012 at http://dnr.state.il.us/inpc/

roads and decrease further economic development potential. Therefore, access options in this area will need to be carefully considered.

Traffic and Congestion

The development patterns prevalent in central Lake County today create low accessibility and can lead to significant traffic congestion. First, many adjacent residential and commercial developments lack connections between them, increasing reliance on arterial streets to travel short distances. While a network of cul-de-sacs and winding streets can serve to promote a rural or suburban character, it also provides minimal access to the larger road network. Instead, this pattern of minimal access points and connections produces a reliance on the arterial and collector road system for both short and long trips and can increase traffic congestion.[6]

Additionally, a predominance of single-use districts also can increase congestion. Mixing multiple land uses or business types in a single location minimizes automobile trips and allows for multiple tasks to be accomplished in a single trip. Placement of essential services like schools, parks, and grocery stores within a small radius can create a neighborhood node that decreases miles travelled and/or encourages pedestrian and bike trips.[7] However, recent development in the county has emphasized retail corridors, office or industrial parks, and similar homogenous districts.

Finally, density and compact development play a role in traffic congestion. While density alone does not drive congestion levels, it is part of a package of improvements that lead to "compact development" and can increase access to transit, encourage walking and biking, and contribute to fewer and shorter automobile trips.[8] Larger lot and setback requirements increase the distances between destinations and, as a result, vehicle miles travelled. These increased distances make biking, walking, riding transit to key destinations difficult, increasing dependence on automotive travel. Small increases in density in combination with pedestrian and bike improvements, particularly in areas that already serve as community centers, can help reduce reliance on automobile trips and foster more livable communities

Community Character

Many Lake County communities prefer a rural character, and the articulated goals in individual community plans reflect this preference. However, the scale of the land area that has been allocated for future development in the combined municipal plans is in direct conflict with this desire to preserve rural character. A new retail corridor would emerge on Route 120 and extend several miles beyond the western edge of the bypass; significant industrial, office, and retail

[6] LeHigh Valley Planning Commission. Street Connectivity: Improving the Function and Performance of Your Local Streets. June 2011. http://www.lvpc.org/pdf/streetConnectivity.pdf
[7] The Victoria Transport Policy Institute. (2010). *Land Use Impacts on Transport: How Land Use Patterns Affect Travel Behavior.* Accessed on February 8, 2012 at http://www.vtpi.org/landtravel.pdf
[8] Ibid.

development would occur near the intersection of Route 53 and the Route 120 bypass; and, low-density residential would fill out significant proportions of undeveloped agricultural and open space near the facility. The total square footage capacity of the planned development areas, even at the lower densities preferred in central Lake County, is on a level with that found in the I-94 corridor. While it is unlikely that all areas designated for future development will be built upon, current community plans create the potential for a substantial shift in the character of central Lake County.

Decisions about the type of Facility that 53/120 will be are important to the future character of central Lake County. However, decisions about future land use around the facility will have an equally strong impact on community character and on the functionality of the proposed Facility. Prior planning processes have evaluated potential land uses across the corridor, but communities have been unable to come to agreement regarding appropriate areas for development and preservation on a corridor-wide basis. As a result, this analysis and summary of individual community plans reflect overlarge areas of land available for future development.

While recognizing that land use decisions are localized, GO TO 2040 recommends that communities work collaboratively to address planning problems in housing, transit, economic development, and other areas. The Plan places a specific emphasis on planning for land use around major capital investments and potential transit corridors. In an area such as the 53/120 corridor, where the proposed facility has the potential to swiftly and wholly change the character of the surrounding area, it is critical to plan for future development in a manner that both supports the Facility and encourages growth patterns that sustain livable communities.

Initial Suggestions for Next Steps

While market constraints will determine how much of the proposed future land use change actually occurs, communities also have an opportunity to work across boundaries to better guide the future of central Lake County. Designating significantly more land for development than the market can bear can further sprawling development patterns and exacerbate inter-community competition for non-residential development. Instead, the GO TO 2040 Plan recommends several actions that communities can utilize to plan for the proposed Facility. All of these recommendations center on increased informal and formal collaboration between public and private stakeholders in central Lake County.

1) Increase intergovernmental coordination

   The proposed Facility touches seventeen municipalities, is adjacent to state and county natural areas, and overlaps many other types of jurisdictions. GO TO 2040 strongly supports intergovernmental coordination as one of the best ways to address planning problems in housing, transit, economic development, and other areas. The Facility represents significant opportunities and challenges for central Lake County which might be best addressed on a corridor-wide basis. Multijurisdictional groups have formed

around other transportation corridors in the region (such as the Cook-DuPage Corridor) and can help to consistently address a diverse range of potential issues including environmental concerns, land conservation, land use change, congestion on local roadways accessing the Facility, economic development planning, and noise mitigation. Lake County already has a strong tradition of interjurisdictional cooperation related to environmental issue and other partnerships have emerged around planning for local roads. For example, the Route 120 Unified Vision was created through the collaboration of many stakeholders, and this Blue Ribbon Advisory Council represents a distinct effort to bring together a diverse group of stakeholders to discuss the 53/120 facility. Partnerships like these can form a strong base for creating an organization for the 53/120 Corridor.

2) Plan collaboratively for land use and transportation in the 53/120 Corridor

   Just as the new access provided by the proposed Facility affects land use potential, future land use change will impact the success of the Facility and the surrounding transportation network. Lake County's Regional Framework Plan (LCRFP) provides a guideline for future land use change in Lake County through 2020, and individual municipal comprehensive plans reflect future land use goals for 2020, 2030, or even longer term guidelines. However, these documents do not all plan for the 53/120 Facility, and those that do utilize a multitude of potential alignments. Planning for land use across the corridor and incorporating that plan into comprehensive plans and zoning ordinances can assist communities in maintaining community character, preserving natural and agricultural areas, and furthering a development pattern that is in scale with the proposed Facility.

3) Promote boundary and revenue sharing agreements

   In tandem with boundary agreements, revenue sharing agreements can allow development to be directed toward locations where it is the best fit for the 53/120 Corridor while allowing for preservation of sensitive natural and agricultural areas. In the region, the desire to attract businesses that generate property and sales taxes leads to significant competition between municipalities, new development that does not take advantage of existing infrastructure and resources, or land use outcomes that conflict with environmental, recreational, and land conservation goals. Area comprehensive plans reflect a significant amount of overlap in the planning boundaries of municipalities within the 53/120 corridor. In a collaborative land use plan, some communities may contain open space or agricultural areas that are worthy of conservation but little land area that is targeted for development. Creation of boundary and tax sharing agreements can add weight to corridor land use plans, allow for subregional sharing of both fiscal and land conservation benefits, and incent balanced growth that better reflects the desired character of central Lake County.

Taken together, these actions will allow for a coordinated approach to planning for both the proposed facility and future land use. Linking these planning processes will further land use outcomes that support the Facility and the local transportation system, lead to development that sustains high quality transit options, and advance environmental and livability goals.