regional land use policy plan

an element of the comprehensive general plan of northeastern illinois
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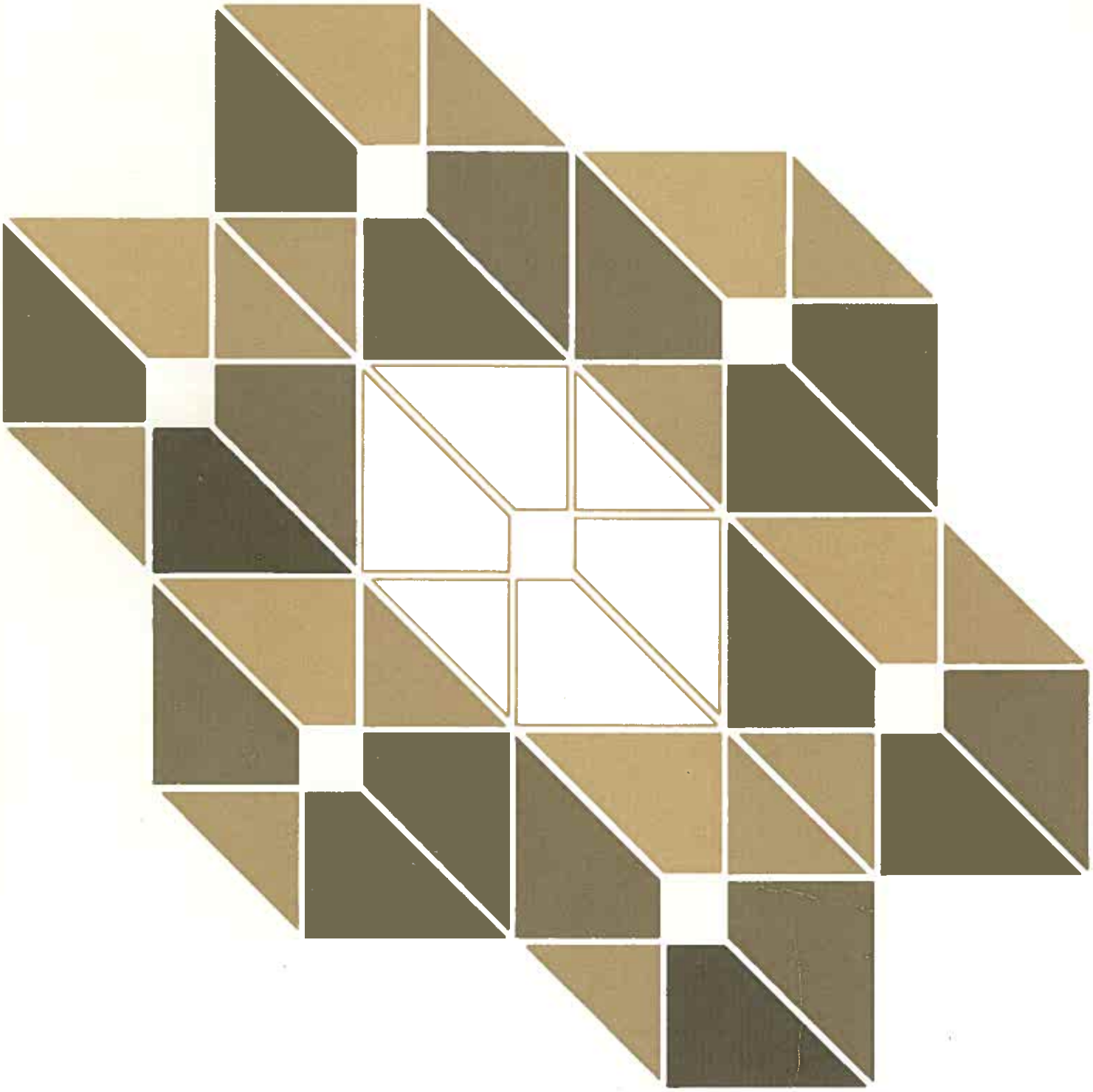
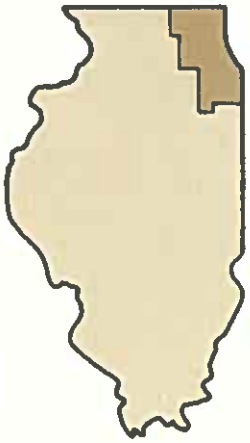


northeastern illinois planning commission



Northeastern Illinois is diverse in its land use and complex in its political structure It has some of the most productive farms on earth—also one of the world's greatest cities. It contains 3,714 square miles of land and 38 square miles of water. It is home to 7 million people, organized in more than 1,250 units of government.

In 1957, following a decade of rapid urbanization in the Chicago suburban area, the Illinois General Assembly created the Northeastern Illinois Planning Commission (NIPC) to conduct comprehensive planning for the six-county greater Chicago region.

The Commission is expressly directed to meet the problems of metropolitan growth head on. It has three statutory charges: conduct research and collect data for planning; assist local government; and prepare comprehensive plans and policies to guide the development of the counties of Cook DuPage, Kane, Lake, McHenry and Will.

By necessity, regional planning deals with general development policies not local land use detail. NIPC supports and coordinates county and municipal planning. The Commission has advisory powers only and relies upon voluntary compliance with its plans and policies.

northeastern illinois planning commission

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July 1, 1978

To the Public Officials and Citizens of Northeastern Illinois

I am pleased to transmit to you the *Regional Land Use Policy Plan,* an element of the *Comprehensive General Plan for the Development of the Northeastern Illinois Counties Area.*

The *Comprehensive General Plan* (CGP) proposed a "Concept of Order" that described four basic types of urban/geographic areas within the region and their general needs. The *Regional Land Use Policy Plan* provides further clarification and detail on this "Concept of Order". More importantly, it sets forth mechanisms and procedures for implementing CGP policies.

The Commission hopes that this plan will serve as a guide to municipal, county, state and federal governments and the private sector in their land use decisions, particularly those which affect more than one community. To this end, your attention is directed to the "Policies and Action Recommendations" given in this document which address certain principal areas of land use concern.

The Plan's preparation has been based on Commission staff efforts as well as contributions from area counties and municipalities working through the 701 Participants Group and the Housing and Land Use Coordination Advisory Committee. This document has also been the subject of a significant and lengthy public participation effort which included a series of public meetings and hearing prior to its adoption on June 15, 1978.

Common to all recently adopted NIPC plans, including this plan, is a twofold conservation and development strategy. First, this strategy recommends that all governments cooperate to encourage the maintenance and revitalization of fully developed communities. Second, it seeks to accommodate orderly urban expansion supportive of regional objectives. This strategy was developed as a result of the Commission's growing concern over the loss of population and jobs from many older areas, continued sprawl development in many newer areas, and the depletion by development of our farmland and other natural resources.

The successful implementation of our Conservation and Development Strategy requires cooperation among newer and older areas to achieve an overall improvement in living conditions across the region.

Sincerely,

Cyril C. Wagner
President

CCW: bcs
Enclosure

I hereby certify that the *Regional Land Use Policy Plan* was duly adopted by the Northeastern Illinois Planning Commission this 15th day of June, 1978.

By:

Edgar Vanneman, Jr.
Secretary

Northeastern Illinois Planning Commission SEAL

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July 1, 1978

Mr. Cyril C. Wagner
President
Northeastern Illinois Planning Commission
400 West Madison Street
Chicago, Illinois 60606

Dear President Wagner:

This will transmit to you the *Regional Land Use Policy Plan,* intended to be an element of the *Comprehensive General Plan for the Development of the Northeastern Illinois Counties Area.* This plan joins the other functional plans which have been prepared by the Commission.

The land use planning process, which resulted in this plan, began in the fall of 1972 with a re-evaluation of the population forecasts for the six-county area. This re-evaluation indicated that the pace of population and employment growth experienced during the 1960's had slowed. Major efforts to formulate a detailed regional land use plan, that reflected these changes in forecasts, began in late 1975. An initial draft of the plan was prepared in November, 1977 under the direction of the Transportation and Development Department staff and then reviewed by other staff and area municipalities and counties. Based on comments received, the first draft was revised and presented for further review and comment at public hearings held April 26, 27, and 29, 1978. As a result of comments received at these public hearings, changes in the draft plan were suggested to the Planning and Policy Development Committee of the Commission on May 25, 1978. At this meeting, the Planning and Policy Development Committee recommended that the Commission adopt the draft plan as revised. The Commission adopted the plan on June 15, 1978.

Commission staff members who participated in the preparation of the plan included Paul Kraman, Land Use Projects Manger, Mary Ryan, Assistant Planner, Richard Mariner, Senior Analyst, and John Gann, Director of Local Services. William Boyd, Thomas Vick, and Gary Clay, former Commission staff members, also participated. The Land Use Policy Map is the product of our Publications Department under the direction of Joseph Shramovich.

The plan builds on the intergovernmental coordination established in the population forecast process of past years as well as the Commission's more recent review and acceptance of completed county comprehensive plans. It can serve as a further step in expressing a consistent public policy toward conservation of our natural and man-made resources and toward the development of new residential, commercial and industrial areas which will be needed by the Year 2000.

Cordially,

Matt Rockwell

Matthew L. Rockwell
Executive Director

MLR/bcs
Enclosure

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PREFACE ON A REGIONAL CONSERVATION AND DEVELOPMENT STRATEGY

Background

As events change, so must public policy. Since 1968, when the Northeastern Illinois Planning Commission (NIPC) adopted its first plan for the orderly development of northeastern Illinois, there has been a change in the trends of regional growth and prosperity.

There is concern about declining population and jobs in the older areas of the region; there is concern about a trend toward continued expansion of suburban areas; and there is concern about a trend toward sacrificing prime agricultural lands and other natural resources for urban development.

Although the exact dimensions of these trends are not known, available data generally document the causes for concerns. For instance—

- More than 60 communities in the region have lost population since 1970. Since some municipal revenues are based on a per capita formula, the loss of population can mean loss of municipal income, hence it can affect the fiscal health of these communities.
- While there was a net increase of 100,000 households in the region between 1970 and 1975, this resulted from a 167,000 household increase in suburban areas and a 66,700 decrease in the city of Chicago.
- More than 30 communities from all parts of the region, rural areas, suburban communities and cities—experienced a decrease in their total assessed valuation between 1970 and 1974.
- Although total employment was as high in the region in 1976 as it was in 1970, the employment peaked in 1974 and then declined by 90,000 jobs between 1974 and 1976. Much of this loss occurred in the region's manufacturing employment, which decreased by 107,000 jobs between 1974 and 1976. While detailed data are not yet available, there is evidence that the employment gains which occurred in newly developing areas were in part due to dramatic employment losses in older areas.
- While per capita income increased in all areas of the region between 1969 and 1974, the increases were significantly greater in newly developing suburban areas than in older areas, such as the city of Chicago.
- There have been dramatic shifts in population in the region. For instance, Joliet's population decreased from 79,300 in 1970 to 74,400 in 1975, while Will County's population grew from 247,800 to 296,200 in the same period. During this time the city of Chicago lost 280,000 people.
- The Illinois Bureau of the Budget has prepared a year 2000 population projection of 7.9 million for the NIPC region—1 million less than the current NIPC forecasts for the same period.

It is doubtful that the goals and objectives of the *Comprehensive General Plan* can be achieved if these trends continue. Certainly, equality of opportunity, a reasonable level of economic development, and a high quality of daily living, which the plan calls for, would be in jeopardy in large parts of the region.

Current population and economic trends forebode a decline of cities, which represent a huge amount of public and private investment virtually impossible to replace. Major losses of employment and income in older communities put more of a burden on those people who remain. In other words, a less affluent population is faced with increasingly expensive maintenance responsibilities. And, since there is a limit to how much public and private money there is for investment, what is spent providing new service facilities in new areas is money which could be used to improve and maintain service facilities already in place in older areas.

Reduced regional growth levels may imply that only limited expansion of suburban development can occur without further draining needed resources from existing areas. As a result,

clear and greater emphasis on programs for older area conservation and revitalization will be necessary to encourage new development and private investment in these areas. The Commission with local units of government will attempt to evaluate how and where this can be accomplished.

Regional Conservation and Development Strategy Statement

The Commission recommends that the governments of this region cooperate in a basic regional strategy to begin to stabilize the mature, fully developed communities throughout the region and to encourage their maintenance and revitalization.

The second part of the strategy is to accommodate new urban expansion in locations and in a manner which is supportive of regional goals and objectives. Since a significant number of additional households and jobs are expected in the region, the Commission will assist each developing community identify a rate of growth appropriate to its objectives and to the regional strategy. Recommendations can be made on how state and federal programs can serve regional growth without contributing to further deterioration of fully developed mature communities. Plans of the Commission must likewise avoid drawing investment away from mature communities.

Implementation of the Strategy

In order to be implemented successfully, this strategy must be supported by more than a planning process. Its success relies to a great degree upon improvements in economic development and job opportunities and in improvements in vital community services such as education and police and fire protection. Furthermore, success will require cooperation among newer and older areas to achieve an overall improvement in living conditions across the region.

The adoption of this strategy carries specific implications for units of government in northeastern Illinois. For example—

- Some municipalities may voluntarily decide to limit their growth and expansion in order to encourage the best use of existing facilities, services, and resources. Which communities find it beneficial to curtail growth will probably depend on what fiscal effects they might experience, what legal methods are available for them to use, to prevent development and what kind of development pressures they face.
- Regional plans and programs will have to be rescaled, phased, or otherwise modified in order to create mutually supportive regional planning policies which are consistent with the strategy. For instance—

  a. The *Regional Water Supply Plan* must indicate certain elements for deferred consideration pending further study.

  b. The *Regional Transportation Plan* must be revised to reduce the number of growth inducing facilities in rural areas.

  c. The *Regional Land Use Policy Plan* may need to be rescaled and otherwise modified as a part of the reevaluation of population forecasts. The Municipal Service Areas and the Limited Municipal Service Areas would both be subject to the reevaluation, in close consultation with counties and communities affected.

  d. Water quality plans must be rescaled or phased to reflect agreed upon revised forecasts.

  e. The allocation of dollars for assisted housing must reflect the need for construction of new units in suburban areas even though the regional conservation and development strategy suggests an emphasis on rehabilitation.

  Certain state and federal programs will have to be studied to find appropriate circumstances where funding priorities could be given to mature or declining areas. Once there is regional consensus that programs should be used this way, the Commission's advisory review process can identify projects that should be given priority.

Implications for the Future NIPC Work Program

Much additional work will be needed before a feasible and technically sound implementation program for the strategy can be developed and included in the Commission's functional planning activities. This initial statement of the regional strategy will be followed by a Commission program to help communities establish their own plans within the strategy. It is the objective of future work programs of the Commission to—

- Develop background information to aid communities in understanding the fiscal and other implications of planning for growth or no growth.
- Identify, in cooperation with local governments, possible tools and mechanisms for implementing the regional strategy and evaluate the possible tools and mechanisms for their effectiveness, and political acceptability.
- Work with local governments to revise the Commission's forecasts, recognizing the outlook for lower overall regional growth and the effect of new or emerging regional strategies.

Application to the Regional Land Use Policy Plan

Surrounding the application of the Regional Strategy to the *Regional Land Use Policy Plan* are the conflicting concerns that: (1) if the capacity of the Municipal Service Areas designated in this plan is too large, this could promote dispersed development patterns, but (2) if the capacity is too limited, this would escalate land costs and tend to drive potential new investment from the region.

These issues must be explored more fully prior to any reconsideration of the Municipal Service Areas. An appropriate balance must be achieved in order to guide growth effectively while not discouraging desirable new investment.

ABSTRACT

SUBJECT: Land Use

TITLE: REGIONAL LAND USE POLICY PLAN

PRINCIPAL AUTHORS*: Paul Kraman, Mary Ryan, Gary Clay, John Gann, Richard Mariner

HISTORY: The Commission has been concerned with land use throughout its 20 year history. It has addressed broad land use issues in the *Comprehensive General Plan* and in its functional plans. Major efforts to formulate a detailed regional land use plan began in late 1975. Major contributions to the plan have been provided by the counties and municipalities working through the 701 Participants Group and the Housing and Land Use Planning Coordination Advisory Committee.

PURPOSE: This plan sets forth a series of advisory policies and strategies for addressing the complex land use issues facing public officials. It is intended to serve as a guide to municipal, county, state, and federal governments and the private sector in their land use decisions, particularly those which affect more than one community.

The plan builds on the intergovernmental coordination established in the population forecast process of the past years as well as the Commission's more recent review and acceptance of the completed comprehensive plans of the counties. The plan can serve as a further step in expressing a consistent public policy toward conservation of our natural and manmade resources and toward the development of new residential, commercial and industrial areas which will be needed by the year 2000.

*William Boyd and Thomas Vick are former staff planners who had principal responsibility for the initial drafts of this plan.

1

Introduction

1.01 SCOPE AND PURPOSE

The *Regional Land Use Policy Plan* is an advisory plan developed by the Northeastern Illinois Planning Commission (NIPC) to assist municipal and county officials and the private sector in their day-to-day decisions on land use and development. The purpose of the plan is to provide a broad public policy framework for the conservation of our natural and manmade environment, as well as for the use and development of land to meet the needs of the future.

The land use plan seeks to achieve its advisory purpose within the context of the system of government established in the constitution and statutes of the State of Illinois. The constitution and the statutes clearly grant authority for land use decisions to municipalities and counties. The statutes clearly establish NIPC's role as assistant and advisor to municipal and county officials. This plan does not seek to modify NIPC's supportive role or its advisory relationship to municipalities and counties.

The land use plan has been based on the policies established in the *Comprehensive General Plan* (CGP), which was adopted by NIPC in 1968 and amended in 1976 and 1977. The land use plan details the broad CGP policies which deal with land use, and establishes the land use framework for NIPC's functional plans for transportation, wastewater service, and open space. In spelling out a greater level of detail, the land use plan is intended to serve as a bridge between the broad concepts of the *Comprehensive General Plan* and the highly detailed plans of the municipalities and counties for land use, transportation, wastewater service, and open space.

a. Realization of the Plan

The land use plan was designed under the assumption that the six-county area will be able to maintain its economic health and attract some new growth. It is essential that the private sector work in concert with the public sector to stabilize older mature communities and to provide for new development when and where needed to maintain the area's economic health.

b. Basic Concepts of the Plan

The basic concepts of the land use plan are the following:

- Flood prone areas, environmentally sensitive areas, natural areas, and agricultural land in rural areas should not be urbanized.
- Urban conservation and development activities should be centered on municipalities which have the full range of municipal, wastewater and transportation services necessary to support present populations.
- Municipalities with full services are those that can most economically extend their services to accommodate new development.

c. Planning Process

The land use planning process started in the fall of 1972 when NIPC began to reevaluate the population forecasts for the six-county area. The need for the forecast reevaluation arose through analysis of 1970 census data and the comparison of demographic, migration, and development data received from public and private sources following the 1970 census. These data indicated that the pace of population and employment growth experienced during the 1960s had slowed. The latest NIPC forecast revisions were completed for the six-county area in 1976 which indicated a Year 2000 population of approximately 8.9 million persons—a reduction from the earlier forecasts of 9.2 million persons.

NIPC has been working to coordinate the forecast revision work with the comprehensive planning programs of the six counties to provide a basis for a consistent public growth policy. Forecast consistency at the county and township level was achieved; then the NIPC staff began to work with the counties and municipalities on the allocation of forecasted population at the subtownship level. This work was completed in the summer of 1976.

During this same period, NIPC also reviewed and accepted comprehensive plans which were prepared by Kane, Lake, Will and Cook counties; and NIPC continued to coordinate its technical planning efforts with Du Page and McHenry counties.

Parallel to this was the ongoing technical coordination of municipal and county wastewater planning with the *Regional Wastewater Plan.* This coordination included agreement on the population to be served as well as the location and sizing of major interceptors.

d. Impact of Reduced Population Projections

As stated previously, the latest NIPC year 2000 population forecasted for the six-county area is 8.9 million people. More recent projections prepared by the Illinois Bureau of the Budget indicate a year 2000 population of 7.9 million. In view of this major difference between the NIPC forecast

and the IBOB projection, NIPC should begin to work with the municipalities, counties, and the Illinois Bureau of the Budget to reassess county and subcounty population forecasts. These updated forecasts can then be used by the municipalities, counties and other local and state agencies to reevaluate wastewater, transportation, and other plans and programs.

1.02 HOW THIS PLAN IS USED

This plan can be used to improve the coordination of governmental planning at all levels. Policy and technical planning coordination was begun in the population forecast process. It was continued in the review and NIPC acceptance of the county plans and this land use planning process. It is to be carried on in a reevaluation of the population forecasts.

To build on past coordination, this plan can be used to take the first steps in the process of interagency plan acceptance. Acceptance of this plan by municipal and county governments and state and federal agencies as a reasonable and realistic public land use policy for the six-county area can help to increase coordination of all governmental development and program decisions. This increased intergovernmental coordination is an absolute necessity as government officials struggle with the combined impacts of rapidly rising costs and the slower growth of the six-county area.

Cross-acceptance of plans and the use of intergovernmental agreements to coordinate plans and programs can also serve to reduce the number of intergovernmental conflicts which have surfaced through the A-95 project review process. Conflicts do exist and will continue to occur, but many can be resolved through interagency discussions and intergovernmental agreements, which establish a consistent public policy on conservation and development.

2

Planning Background

2.01 AUTHORITY FOR PLANNING

The Northeastern Illinois Planning Commission was created by the Illinois General Assembly in 1957 for the purpose of preparing an advisory comprehensive plan for the orderly growth and development of the northeastern Illinois region, including the counties of Cook, Du Page, Kane, Lake, McHenry, and Will. In addition, the Commission was authorized to prepare and recommend to local governmental units functional plans and policies relating to various aspects of regional development, including residential, commercial, industrial, public and other land uses. The Commission in its plans is mandated to give consideration to all pertinent existing plans, projects, proposals and policies of local governments.

There is federal assistance for regional planning. Section 701 of the Housing and Urban Development Act of 1954 and the Community Development Act of 1974 provide financial assistance for addressing development issues and for comprehensive planning. This plan has been prepared and funded in part under the provisions of that law. The U.S. Department of Housing and Urban Development requires that a regional land use element be prepared as a prerequisite for 701 funding after August 22, 1977. Federal guidelines direct that the regional land use element be prepared in cooperation with local officials and residents and that it include growth policies, implementation tools, and coordination mechanisms.

The importance of coordinated comprehensive planning was recognized in the Demonstration Cities and Metropolitan Development Act of 1966. That act, as implemented by the Office of Management and Budget's Circular A-95, directed that applications for federal grants or loans for a wide variety of public projects in metropolitan areas be submitted for advisory review to an "A-95 clearinghouse agency" designated to serve in a coordinative capacity. These advisory reviews provide for an evaluation of the consistency of proposed projects with regional plans and also for the notification of affected local governments. All comments received by the clearinghouse must accompany all applications forwarded to the appropriate federal agencies. In 1967, the Governor of Illinois designated this Commission as the areawide clearinghouse for federal grant applications from northeastern Illinois. The Illinois General Assembly confirmed this designation by statute in 1974.

The Illinois Department of Local Government Affairs (DLGA) has developed state guidelines for the coordination of land resource planning and management. The guidelines suggest that a regional "overall development framework" be prepared in order to describe, understand, and guide land use and development at the multi-county, county, and municipal levels. This plan responds to these guidelines.

2.02 PLAN DEVELOPMENT PROCESS

In late 1975, a cooperative planning effort was initiated to coordinate federally assisted municipal, county, regional and state land use and housing planning activities in northeastern Illinois. Initially called the 701 Participants Group, some 50 technical planners addressed the region's land use and housing issues. Later, the Housing and Land Use Planning Coordination Advisory Committee (HALUAC) was formed. HALUAC members included elected officials and the technical planners.

Work on the *Regional Land Use Policy Plan* began in early 1976 with a series of memoranda outlining possible directions of the land use planning effort. These directions were discussed with the 701 Participants Group and with the Private Sector Advisors for Residential and Land Use Planning, a group representing developers, lawyers and other land use interests. The Commission's Planning Committee endorsed these efforts in March 1976.

Technical work on the land use plan accelerated in mid-1976 with the distribution of a technical paper, *Land Use Problems and Issues in Northeastern Illinois,* to about 400 persons who requested copies. Invitations to participate in reviewing the paper and completing a detailed questionnaire on it were mailed to nearly 8,000 recipients of NIPC's newsletter. Respondents to the questionnaire agreed that most of the land use issues identified were of "greater than local (municipal) concern." Furthermore, the majority felt that most of the issues could best be dealt with at the county, regional, or state levels. Although response to the questionnaire was small, the limited results generally confirmed the initial concepts of the regional land use planning program.

During early 1977, a second technical paper, *An Outline of the Proposed Regional Land Use Policy Plan for Northeastern Illinois* was completed and distributed to over 500 persons. The outline was reviewed and endorsed by the Planning and Policy Development Committee of the Commission.

Technical studies on four major areas of regional land use concern are the background research from which most of the plan's policy and action recommendations were drawn. Growth and conservation concerns were examined. Factors identified which influence where, how much, when, and at what intensity development and conservation should

take place. Major public investments particularly those which influence the land development process were studied. Critical environmental areas which might be adversely impacted by development were considered. Finally, large scale public and private developments were studied to determine their impacts.

During preparation of the Regional Land Use Policy Plan, its potential for positively and negatively affecting land values was recognized. Such effects can be expected whenever a public body takes action on land use. For example, a decision to grant zoning and provide sewer service to one area and not another will appreciate land values of the former while delaying the increase in land values of the latter.

Land use management issues were examined in a series of management papers prepared by the Commission's attorney. These papers examined the legal framework for considering land use issues of greater than local concern; land use related intergovernmental agreements; and various techniques to help guide growth. These management papers provided much of the background research for the formulation of the land use management recommendations in the plan.

2.03 COMPREHENSIVE AND OTHER FUNCTIONAL PLANNING RELATIONSHIPS

The Commission has approached the task of regional land use planning and management from the perspective of its 20 years of experience in addressing various land use and related issues and concerns. The *Comprehensive General Plan* (CGP), adopted by the Commission in 1968 and amended in 1976 and 1977, provides the basis for regional land use planning and sets the land use goals, objectives and policies for the region. The CGP is reinforced by specific plans for each of a series of "functional systems", including wastewater and water quality management, open space, transportation, water supply, solid waste, storm and flood water, and housing. The CGP interrelates all these functional systems through a conceptual philosophy called a "concept of order" predicated on orderly regional growth and development.

Goals and objectives in the CGP stress the importance of equality of opportunity, economic development, quality of daily living, balanced use of resources, and effective and responsive government. CGP policies which are further detailed and expanded in the land use plan, are concerned with residential areas, major activity centers, transportation, environmental resources, open space, energy, recreation, human services, and economic development.

The land use plan's goals, objectives, policy and action recommendations have been developed within the context of the CGP. Furthermore, they are also supportive of the Commission's other functional plans.

2.04 COORDINATION WITH OTHER PLANNING PROGRAMS

NIPC has worked closely with the counties in the development and review of their comprehensive and functional plans. Goals, objectives, and policies in the various county plans dealing with the major regional concerns of conservation and development, critical environmental areas, major public investments, developments of regional impact, and land use management, correspond closely to those contained herein. The county planning programs have helped to shape the development of the regional land use planning elements. As a result of past coordination efforts, county land use plans are generally consistent with regional plans and vice versa.

The counties have been working closely with their respective municipalities to coordinate local and county planning efforts. In some areas this coordination has occurred through intergovernmental groups like the Barrington Area Council of Governments. These efforts represent the trend toward improved local/county planning coordination and cooperation. NIPC has encouraged these efforts directly through review and comment on the regional aspects of municipal plans, and indirectly through regional/county/municipal coordination.

There has been functional planning coordination in the areas of transportation, health, and criminal justice. Interagency agreements on forecasts, review of plans and other efforts have helped to assure maximum coordination of plans and planning activities.

Coordination of land use planning with the State of Illinois is ongoing. Of significance are the planning relationships with the Department of Local Government Affairs (DLGA); the Illinois Bureau of the Budget (IBOB); 208 Areawide Clean Water Planning Program (208); Coastal Zone Management Program (CZM); the Illinois Environmental Protection Agency (IEPA), Division of Air Pollution Control; the Illinois Department of Conservation (IDOC); and the Illinois Department of Business and Economic Development's (IDBED) Division of Energy.

Department of Local Government Affairs. DLGA has been an active participant in the 701 Participants Group and its successor, the Housing and Land Use Planning Coordination Advisory Committee. Close coordination has been maintained at the staff level between DLGA and NIPC on the development and review of planning methodologies and implementation techniques and strategies. NIPC is a member of DLGA's Statewide 701 Advisory Group and has participated in the review of guidelines, work programs and state planning documents.

DLGA has acted as a host for discussions between NIPC, DLGA, and IDOT on reciprocal activities to improve the coordinated provision of technical services. The principal focuses of discussion have been 701 land use and housing technical assistance; coastal zone management assistance; and HUD flood insurance and flood protection technical assistance. These discussions have been expanded to

include initial consideration of interagency agreements on 701/208, 701/CZM, 701/air quality maintenance planning and 701/open space coordination and consistency.

Illinois Bureau of the Budget. NIPC has been an active participant in the Technical Advisory Council to IBOB on economic and demographic projections for the State of Illinois. This group's concern has focused on updating estimates of population with emphasis on methodology, use, and interpretation.

Coastal Zone Management Program. Coastal zone management and land use planning have been closely coordinated at NIPC. Both programs have functioned in the Planning Division, allowing coordination of data, findings, and policies, thus assuring consistency in the objectives of both plans.

The land use plan identifies critical environmental areas, including coastal erosion areas. NIPC and CZM staffs have worked together in determining these areas and the resulting policies. The data base used by CZM was developed in large part by NIPC and includes maps, forecasts, and natural resources data.

NIPC has worked closely with the CZM staff in the development of legislation and techniques for coastal zone management. This has been helped by the use of the same land use technical and legal consultants.

NIPC and CZM staffs have also been involved with each others technical advisory committees. This work supplements the wide range of informal staff interaction resulting from the closely coordinated 701/CZM/208 planning and programming efforts.

Illinois Department of Business and Economic Development. NIPC has developed an ongoing cooperative relationship with IDBED's Division of Energy. This has included coordinated staff input to, and review of, NIPC's CGP energy policies and IDBED's State Energy Conservation Plan.

Coordination of land use planning with various federal agencies is an ongoing concern. Although some direct and indirect coordination has occurred in the past, steps need to be taken at both the federal and regional levels to improve coordination.

Illinois Department of Conservation. NIPC has a long standing relationship with IDOC in the area of open space planning and programming. NIPC has periodically provided input to the state's outdoor recreation plan.

IDOC is an active participant in NIPC's Recreation and Open Space Technical Advisory Committee. IDOC also provided major input to the *Regional Open Space Plan* and *Short-Range Open Space Program.* Continuing liaison exists between both agencies in the review of state and local open space projects for conformance with NIPC plans and programs.

Illinois Environmental Protection Agency. NIPC has maintained both formal and informal contact with the IEPA, Division of Air Pollution Control. Discussions have centered on such subjects as land use and air quality, air quality maintenance, use of NIPC forecasts by IEPA, and formal NIPC involvement in the state's air pollution planning.

208 Areawide Clean Water Planning Program. As a part of the 208 planning effort, close coordination is being maintained with municipal, county, state, and federal agencies. These groups have been represented on various policy and technical advisory committees to the 208 effort. The following agencies have been actively involved in these efforts:

- State of Illinois Agencies—Environmental Protection Agency, Division of Water Pollution Control; Department of Transportation, Division of Water Resources; Department of Agriculture; Department of Local Government Affairs; Department of Conservation, Division of Fisheries; State Geological Survey; State Water Survey; State Natural History Survey; Department of Public Health; Attorney General's Office; Institute for Environmental Quality; Pollution Control Board; and, University of Illinois, Environmental Institute, Center for Advanced Computation, and Circle Campus Geography Department.
- Federal Agencies—Environmental Protection Agency; Department of Agriculture, Soil Conservation Service, Agricultural Stabilization and Conservation Service, and Cooperative Extension Service; Geological Survey; and, Army Corps of Engineers.

The 208 Areawide Clean Water Planning Program and the land use planning program were coordinated to assure consistency. The land use plan and the 208 planning effort are based on consistent data, findings, and policies. Consistency with the wastewater facilities aspect of the 208 water quality plan has been achieved through incorporation of wastewater facility service plans as a factor in defining municipal service areas.

Work on the development of basin and areawide 208 planning methodologies has utilized preliminary land use plan input. Information from the land use plan will also be used as direct input to the final 208 plan and as a basis for social, environmental and other evaluations.

3

Land Use Problems, Forecasts, And Trends

3.01 LAND USE PROBLEMS, ISSUES AND CONCERNS

The northeastern Illinois region represents one of the most complex urban systems in the world. Problems, issues, and concerns relating to land use and land use management have been identified by various groups in the past. Throughout its history NIPC has sought to be aware of and respond to the broad range of different land use interests, such as farmers, developers, environmentalists, and economic development groups.

Initial work by the 701 Participants Group identified four land use related problems:

1. Persistent uncoordinated land use planning by the public and private sectors.
2. Frequent lack of coordination among local governments about problems of mutual concern.
3. Continuing lack of effective federal, state, and regional reinforcement of local problem solving.
4. Reduced federal funding resulting from these uncoordinated planning efforts.

These overall problems provided a starting point for a more detailed examination of regional land use problems and issues.

The 1976 technical paper *Land Use Problems and Issues in Northeastern Illinois,* attempted to identify the major land use problems and issues which the region must address. Over 100 problems and issues were identified. Subsequent review and evaluation led to the identification of the following five basic land use issues:

1. Rapid urbanization of agricultural and open land is continuing in outlying sections of the six-county area.
2. Suburban communities are hard pressed to provide the roads, sewers, water supply and other facilities needed to serve newly developed areas.
3. Government officials have difficulty guiding the development of their communities when the developer has several options on annexation and/or when the municipality has a serious need to improve its tax base.
4. Major developments, such as large shopping centers or industrial parks, have impacts which extend well beyond the host community's borders.
5. Existing developments are being abandoned, particularly in mature communities.

The land use plan makes major recommendations in response to the following concerns:

1. Critical environmental areas, which limit urban growth.
2. The type, location, intensity, and timing of development and conservation.
3. The location of large scale developments of regional impact.
4. Major public investments which influence or induce urban growth.
5. A management system for land use issues of greater than local significance.

3.02 PAST TRENDS AND CURRENT SITUATION

a. Historic and Current Development Trends

The northeastern Illinois metropolitan area has experienced the same development trends experienced in older metropolitan centers. There was a long slow growth period dependent on horse and barge transportation. This was followed by rail transportation and there developed a pattern of urbanization along rail lines that centered in Chicago. After World War II, as the automobile and FHA insured housing had their impact, suburban sprawl began. First, those vacant and agricultural areas close to the urban core and adjacent to rail and rapid transit were developed. Then with the construction of highways, suburban development then sprawled outward into the region's agricultural areas. Now the only large vacant land areas with commuter rail access are found in western Du Page County, Lake County, and the far reaches of Cook County.

As these growth patterns developed, the nation and the region were undergoing significant demographic shifts. Blacks were leaving the South in search of northern employment opportunities, while middle class whites were leaving the central city for suburban residential environments. The central cities grew slightly or remained relatively stable during the 1950s and 1960s, because the outmigration to the suburbs was balanced by immigration from rural areas.

Declining birth rates and rural-to-urban migration, economic sluggishness, and a new migration from the northeast states to the "sunbelt" states have changed the balance and caused dramatic population losses in mature communities throughout the northeast states.

Recent information from the Illinois Bureau of the Budget, as previously referenced, suggests that northeastern Illinois, due to increased "sunbelt" competition, will not

have the growth expected in earlier population forecasts. Forecasts in the past have balanced suburban development with urban area maintenance. The 1977 information, however, suggested that such a policy was no longer applicable, because since 1970 the region's population remained stable while the population of Chicago and some other older communities declined. Therefore, new suburban land development may be at the expense of older established areas within the region.

In view of these considerations, the land use policies advise the governments of this region to cooperate in a basic regional strategy to stabilize mature communities throughout the region and encourage their revitalization.

Recognizing that significant additional households and jobs are still anticipated in the region, the second major facet of the strategy is to accommodate new urban expansion in locations and in a manner which is consistent with regional goals and objectives.

The successful implementation of this strategy will rely upon the following:

1. Improvements in job and economic development opportunities, especially in mature areas, and for the region as a whole.
2. Improvements in such vital community services and facilities as education, personal safety, public transportation, health and recreation which are incentives to new investment.
3. Improvements in land management, urban design, and urban services planning.
4. Cooperation between new suburban areas and mature areas to achieve overall improvement of the region.

The goals, objectives, policies, and action recommendations presented in the plan reflect this regional conservation and development strategy.

3.03 FORECASTED CONDITIONS

a. Population Forecasts

On August 19, 1976, after considerable review by local officials, NIPC formally endorsed a set of township population forecasts to the year 2000. These forecasts, plus forecasts of land use are the figures on which the plan is based. Tables 1 and 2 enumerate these forecasts.

NIPC and four of the county planning agencies (Kane, Lake, Du Page, and Will) produced detailed small area distributions of township population forecasts. These forecasts are used to plan the needed urban facilities and service systems which, in turn, will attract the forecasted population. The forecasts are immensely important because they affect the expenditure of millions of tax dollars in the years to come.

The NIPC forecasted year 2000 population for the six-county area was reduced from 9.2 million people to 8.9 million people in 1976. Most recent population projections prepared by the Illinois Bureau of the Budget indicated a year 2000 population of 7.9 million. It is necessary that NIPC begin to work with the municipalities, counties and the Illinois Bureau of the Budget to reassess county and subcounty population forecasts due to the reduced growth expectation.

b. Land Use Forecasts

Major changes in land utilization have occurred over the past 10 years. Changes include increased residential, commercial, and industrial growth as well as shifts in land use activities within the region. The major shift in the region's land character between 1964 and 1975 was from agricultural use and vacant land to residential use. In the suburban portion of the region, residential land use increased by 185 square miles during this period. Concurrently, there was an overall loss of 317 square miles from the region's supply of vacant and agricultural land.

TABLE 1: YEAR 2000 NIPC POPULATION FORECASTS AND IBOB POPULATION PROJECTIONS FOR NORTHEASTERN ILLINOIS (IN THOUSANDS)

	1970	1980	1990	2000
Cook County	5,493.9	5,506.3	5,760.0	6,011.1
City of Chicago	3,369.4	3,030.0	3,027.0	3,011.0
Suburban Cook	2,124.5	2,476.3	2,733.0	3,000.1
Du Page County	490.8	651.3	829.4	987.1
Kane County	251.0	303.5	376.7	433.6
Lake County	382.6	470.4	593.9	700.1
McHenry County	111.6	147.2	185.5	240.5
Will County	247.8	356.4	459.6	553.0
Total Northeastern Illinois 1976 NIPC Forecast	6,977.6	7,435.1	8,205.1	8,925.4
Total Northeastern Illinois 1977 IBOB Projection	6,995.4	7,091.5	7,394.1	7,980.3

Sources: Northeastern Illinois Planning Commission in cooperation with regional planning commissions of Du Page, Lake, Kane, McHenry, and Will counties, August 19, 1976.

State of Illinois Bureau of the Budget, September 1977.

TABLE 2: 1970 AND PRELIMINARY LAND USE FORECASTS FOR NORTHEASTERN ILLINOIS (IN ACRES)

		COUNTIES					
		Suburban Cook (excluding Chicago)	Du Page	Kane	Lake	McHenry	Will
Total Acres		466,700	212,500	333,500	299,400	391,500	540,000
	Year						
Residential	1970	122,400	44,500	24,800	32,900	14,900	23,200
	1980	133,100	54,300	28,700	40,400	17,200	31,700
	1990	141,500	70,900	32,900	46,400	20,200	38,600
	2000	149,900	81,000	35,900	50,900	24,000	45,000
Commercial	1970	26,100	14,700	5,900	5,700	600	6,000
	1980	30,400	17,600	7,500	8,300	1,400	7,100
	1990	32,700	21,500	8,300	9,500	2,200	7,600
	2000	36,500	23,600	8,700	11,700	2,400	8,200
Industrial	1970	13,500	1,700	1,700	2,100	600	1,800
	1980	14,300	4,800	1,800	2,100	600	2,300
	1990	15,200	5,500	2,000	2,300	900	2,500
	2000	15,400	6,200	2,200	2,600	900	2,700
Other Land Uses	1970	77,950	32,200	13,950	25,900	18,750	67,800
	1980	79,750	33,800	14,150	26,100	19,150	69,200
	1990	80,050	38,100	14,550	26,400	19,450	70,400
	2000	80,850	38,600	15,150	27,500	19,950	71,100
Agricultural and Vacant	1970	154,200	102,500	280,600	202,600	346,100	423,200
	1980	113,800	77,000	266,700	180,700	334,000	381,400
	1990	101,100	42,900	261,100	173,600	330,200	372,600
	2000	89,500	29,500	256,900	165,200	325,400	364,700
Regional Open Space*	1970	68,400	26,000	4,000	14,500	4,700	11,800
	2000	91,200	32,500	12,500	25,800	13,000	42,100
Surface Water	1970-2000	4,150	1,000	2,150	15,700	5,850	6,200

Source: NIPC

Date: August 1, 1977

NOTE: Forecasts have not been accepted by NIPC for technical use and public distribution. They are, however, directly related to the population forecasts which were accepted by NIPC in August 1976.

*Presently, forecasts of needed regional open space are being reevaluated as part of the update to the *Regional Open Space Plan.*

4

Land Use Goals And Objectives

4.01 INTRODUCTION

a. Definitions

The goals and objectives of this plan draw upon the broad goals and objectives of the *Comprehensive General Plan.* The goals provide general guidance on the ends to be achieved. The objectives provide the framework for the achievement of the goals.

Goals describe the ultimate conditions that are desired. They are sufficiently broad in nature, however, they are specific enough to allow for the evaluation of an existing condition.

Objectives are statements describing a desired situation, action, or circumstance, which either stems from the goal, or leads towards its accomplishment. Therefore, an objective represents a means to goal fulfillment, and constitutes a measurement of goal achievement.

b. Comprehensive General Plan Goals and Objectives

The *Comprehensive General Plan* sets forth basic goals which are the foundation on which functional regional plans rest. These goals are—

- Access for all to the cultural, social, and economic resources of the region without regard to race, creed, national origin, sex, age, or physical state of health.
- Expansion of economic opportunities for all and improvement of the region's ability to maintain its share of economic growth.
- Enhancement of the quality of personal and community life.
- Balanced development patterns reflecting the limitations of the region's natural resources and the need to preserve and improve environmental quality for our time and future generations.
- Effective representative government, responsive and accountable to the region's citizens.

These five goals are the foundation upon which the following regional land use goals and objectives are established.

4.02 REGIONAL LAND USE POLICY PLAN GOALS AND OBJECTIVES

a. Critical Environmental Areas

Critical Environmental Areas are those natural areas which are important to the region, or state. Also included are natural areas which might be adversely impacted by major public, or private development decisions. Three types of critical environmental areas have been identified:

— environmentally sensitive areas;

— natural hazard areas; and

— natural and manmade resource areas.

Goals: Conserve the region's critical environmental areas by protecting them from inappropriate use, and from over use.

Improve the quality of air, water, and land resources of the region by protecting critical environmental areas from adjacent land development or redevelopment decisions that would further degradate area resources.

Objectives: Protect flood plains and wetlands from development that would adversely impact their natural and aesthetic value and their utility as storm/flood water detention areas.

Promote the balanced use of and access to our region's lakes, waterways, shoreland, and river banks for recreation, water dependent commercial and industrial activity, and transportation while minimizing pollution of these resource areas.

Protect high shallow aquifers and groundwater recharge areas from development.

Protect the quality of the region's lakes and waterways for water supply and recreational use.

Control erosion and sediment loss due to agricultural activities and new construction to improve water quality.

Identify those areas having substandard air quality and develop management procedures for mitigating these conditions.

Adopt regional land use policies that protect and improve the region's air quality.

Preserve and maintain natural wildlife areas in an undisturbed state.

Buffer natural areas when necessary to minimize adverse urban impacts and, if appropriate, use buffer areas for open space and recreation.

Protect mineral deposits needed to meet future resource needs from development.

Provide for the beneficial reuse of mineral extraction areas.

Continue the agricultural use of existing farm land outside of municipal service areas.

Preserve places of historical significance.

b. Urban Conservation and Development

The region develops in one of two ways. The first way is through the upgrading and modernization of buildings, neighborhoods or whole areas. The second way is through the conversion of vacant or open land to urban use. The plan uses the term urban conservation in reference to redevelopment, preservation or rehabilitation of mature communities. The plan uses the term development in reference to new growth in suburban areas.

There is a natural conflict between the goal of urban conservation and the goal of development. This conflict is most apparent in those communities, like Joliet, Aurora, and Waukegan, which have annexed outlying shopping centers that have an adverse impact on their downtown areas. There is also a natural competition between municipalities in the six-county area, and between the six-county area and other areas of the country for commercial and industrial development.

These natural conflicts and competition are heightened by the national policies which have spurred suburban expansion through encouraging home ownership and through highway construction. This national situation is further complicated in Illinois by a system of municipal and county government which is highly fragmented.

The challenge to municipal and county officials is to maintain and improve the viability of the whole six-county area. What is needed is a balanced public policy to conserve what we have and gain what we can. If the mature communities continue to lose jobs and people, the whole area will suffer eventually. If an attempt is made to cut off suburban expansion to save the mature communities, the whole area will suffer. Finding the proper balance between urban conservation and suburban development is essential and will be very difficult to accomplish.

It is important to point out that the residents and officials of the mature communities must work to keep their jobs and population by improving security, neighborhoods and schools. If these communities take no action or depend wholly on state and federal intervention, the present trends will continue to accelerate.

It is equally important to point out that the plan does not and can not advise each and every community on the specific actions and programs it should undertake. Accomplishing urban conservation and suburban growth must be determined by the public officials in the individual municipalities and counties. The plan does advise these public officials to act in a comprehensive manner and to act in cooperation and coordination with other units of government.

Goals: Conserve the region's economic and employment base, its private investments in housing, businesses, and manufacturing and its public services and facilities.

Develop land in patterns that are energy-efficient and recognize the need to protect the region's human, cultural, and natural resources.

Objectives: Promote urban conservation and development only in areas where public utilities, public transportation, and municipal services are either available or planned.

Locate and time urban conservation and development activities based on the abailability of municipal services and facilities.

Provide the broadest diversity of living and working environments by conserving the six-county area's mature communities.

Create stimulating and diverse urban environments attractive to all through urban conservation and redevelopment programs.

Give priority to the conservation of natural and environmental resources in developing needed public utilities, public transportation systems, municipal service systems, and other community conservation and development activities.

Stabilize mature communities and guide the orderly development of new communities through the implementation of a regional conservation and development strategy.

c. Developments of Regional Impact

Developments of regional impact are large scale projects, usually sponsored by the private sector, which affect more than one community. Examples include regional shopping centers, major residential and planned unit developments, large industrial parks, office and research complexes, major public and private institutions, and sports and recreation complexes.

Goals: Insure that developments of regional impact do not contribute to the decline of existing developments.

Achieve a balance between the positive and negative effects on land use, public revenue, and the environment resulting from developments of regional impact.

Objectives: Locate and time developments of regional impact based on demonstrated need and the availability of needed public improvements and services.

Establish mechanisms for broad public and private participation in the planning for and

consideration of developments of regional impact.

Locate developments of regional impact at sites which have adequate transportation service and which are accessible to all residents of the area to be served.

d. Major Public Investments

Major public investments describe the public improvements which support land development. Developers, taxes and service charges finance essential major public investments such as sewer and water systems, open space, and mass transportation.

Goals: Coordinate needed future public investments in a manner which will conserve existing public investments in mature communities.

Protect the environment and adjacent land and developments from negative impacts resulting from major public investments.

Objectives: Coordinate open space planning land acquisition, and recreation programs at all governmental levels in order to meet needs of all residents and to provide for multiple use whenever possible.

Coordinate the provision of wastewater and water supply facilities to avoid service areas which are not appropriate for development.

Plan future expressways, expressway interchange locations, and transit service based on need and in a manner consistent with municipal, county, and regional plans.

Minimize the impact of airport development on surrounding land areas.

Maintain existing general aviation facilities and locate new facilities in areas that are easily accessible to developed areas.

Develop utility corridors which can accommodate several types of utility lines to minimize environmental and other adverse impacts.

e. Land Use Management

Implementation of the regional land use policies relies on a land use management system. Municipalities and counties have primary responsibility for the regulation of the use of land as authorized by state statute.

Goals: Develop a management system for dealing with land uses of greater than local significance, which are defined as large scale projects affecting more than one community or county. Examples of these are the following:

- Regional centers.
- Large industrial parks.
- Sports and recreation complexes.
- Major residential and planned unit developments.
- Office and research complexes.
- Major public and private institutions.
- Wastewater and water supply facilities.
- Major open space acquisition and development.
- Major highways, expressways, and interchanges.
- Mass transit systems.
- Airports.
- Natural gas, electric, and telephone facilities.
- All critical environmental areas or developments which could adversely impact on critical environmental areas.

Coordinate land use planning and management in a manner which is responsive to the region's forecasted needs.

Objectives: Continue legally established roles and responsibilities of municipalities, counties, and other agencies in dealing with land use issues and problems.

Increase intergovernmental cooperation in land use planning and in dealing with land use issues of greater than local significance through cross-acceptance of plans.

Increase citizen participation in considering land use issues of greater than local significance.

5

Land Use Policies And Action Recommendations

5.01 INTRODUCTION

The *Comprehensive General Plan* and the preceding land use goals and objectives provide the basis for a series of policies and action recommendations for regional land use planning and management.

A *policy* is an imperative statement prescribing or limiting action; it provides guidance and direction for the achievement of a goal or objective. It serves as a planning principle or guideline and specifies desirable courses of action to be taken following analysis of problems and situations or the review of available alternatives. Policies may be altered overtime in light of changing physical, technical, economic, or other considerations.

An *action recommendation* sets forth specific steps which could be taken to meet the objectives or policies. They represent critical accomplishments toward the achievement of the land use plan. They are flexible and subject to modification based on changing conditions. They usually represent actions to be taken by government and the private sector or advisory actions by NIPC. The recommended actions include legislation, administrative activity, fiscal programming, intergovernmental cooperation, or regulatory efforts.

Each of the sections from 5.02 through 5.09 of the plan addresses one principal area of land use concern. These are listed as follows:

Section 5.02 – Critical Environmental Areas

Section 5.03 – Urban Conservation and Development

Section 5.04 – Developments of Regional Impact

Section 5.05 – Major Public Investments

Section 5.06 – Intergovernmental Relations in Land Use Management

Section 5.07 – Public Involvement in Intergovernmental Land Use Management

Section 5.08 – Public/Private Sectior Relations in Intergovernmental Land Use Management

Section 5.09 – Using the Regional Conservation and Development Strategy and the Land Use Plan in Advisory Project Reviews

Each section includes a general overview of the subject matter, including definitions, and then key policies and action recommendations are enumerated.

5.02 CRITICAL ENVIRONMENTAL AREAS

Land development will continue to exert pressure on the environment. The consumption of more and more land for urban use creates a corresponding need for maintenance of some land in a natural state. Critical environmental areas are those which are important because of their nature or their significance to the state or region, or those which might be adversely impacted by major public or private development decisions.

Critical environmental areas are considered in this plan to be no growth or limited growth areas. The discussion relative to critical environmental areas precedes those sections of the plan which discuss development and/or conservation activities.

Three basic types of critical environmental areas are considered in the plan:

1. Environmentally sensitive areas are those areas whose destruction or disturbance would adversely affect the groundwater supply and air quality. Examples include—
   - Wetlands
   - Aquifers
   - Groundwater recharge areas
   - Natural areas
2. Natural hazard areas are those critical environmental areas where some physical alteration presents a hazard to people and property. Examples include—
   - Flood plains
   - Water pollution areas
   - Sedimentation and erosion areas
   - Air pollution areas
3. Resource areas are those significant natural or man-made sites, areas, or structures which need to be properly managed and protected for the public good. Examples include—
   - Lakes and waterways
   - Surface water reservoirs and potential reservoir sites
   - Mineral resource deposits and extraction areas
   - Agricultural lands
   - Historic resource areas

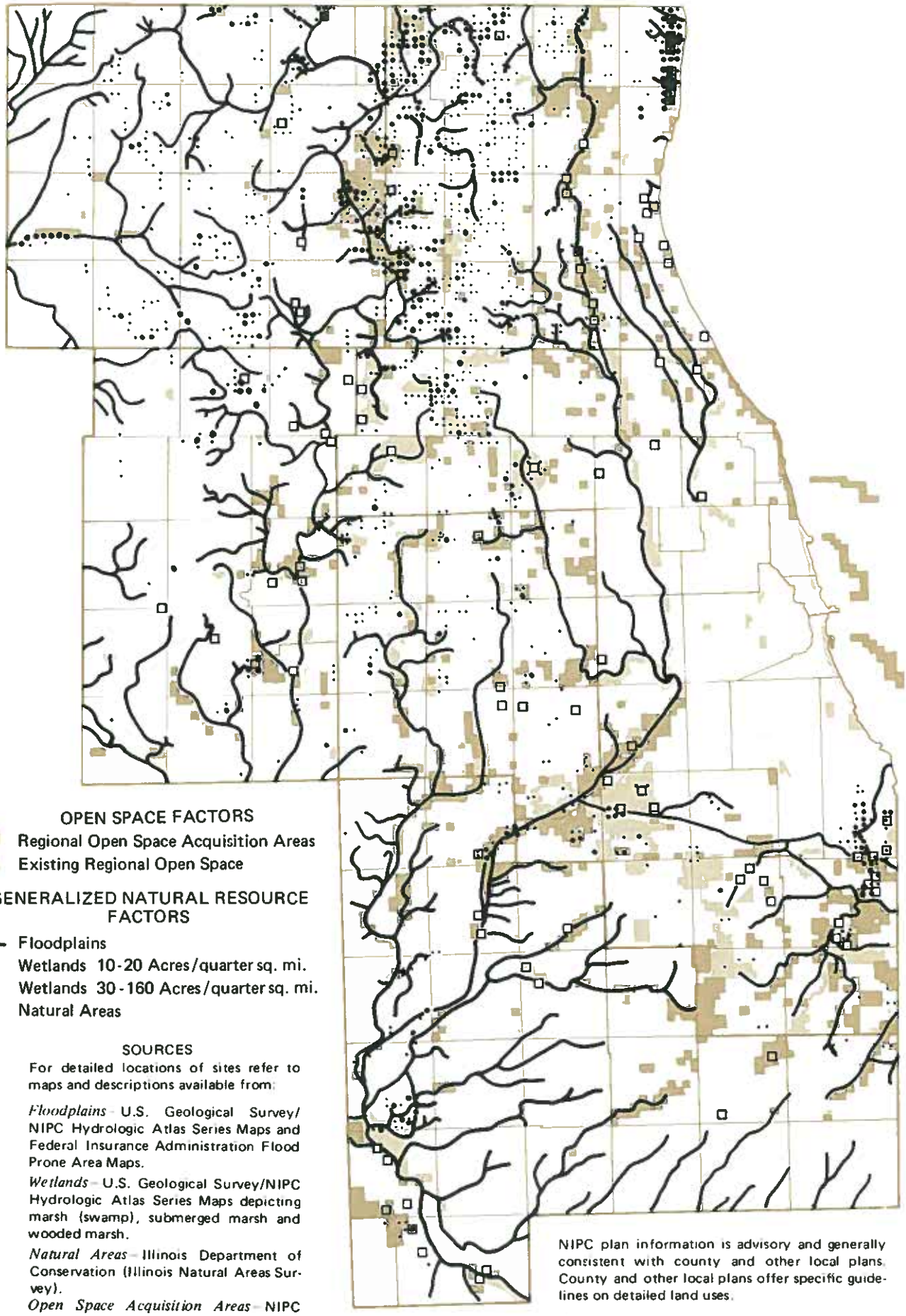
a. Flood Plains, Wetlands, Lakes, and Waterways

Flood plains, wetlands, lakes, and waterways all play a vital function in the hydrologic cycle of our region.

A flood plain is defined as land adjoining a watercourse that is subject to periodic inundation by high water. Flood plains are important areas demanding protection, since they have a water storage function which affects downstream flow, water quality and quantity, and suitability of the land for human activities. Continued growth in urban areas has resulted in encroachment upon flood plains.

The term wetlands has been used in describing a variety of periodically wet areas, such as marshes, swamps, sloughs,

FIGURE 1 ENVIRONMENTAL CONSERVATION OPPORTUNITIES – YEAR 2000



OPEN SPACE FACTORS

Regional Open Space Acquisition Areas

Existing Regional Open Space

GENERALIZED NATURAL RESOURCE FACTORS

Floodplains

Wetlands 10-20 Acres/quarter sq. mi.

Wetlands 30-160 Acres/quarter sq. mi.

Natural Areas

SOURCES

For detailed locations of sites refer to maps and descriptions available from:

Floodplains – U.S. Geological Survey/NIPC Hydrologic Atlas Series Maps and Federal Insurance Administration Flood Prone Area Maps.

Wetlands – U.S. Geological Survey/NIPC Hydrologic Atlas Series Maps depicting marsh (swamp), submerged marsh and wooded marsh.

Natural Areas – Illinois Department of Conservation (Illinois Natural Areas Survey).

Open Space Acquisition Areas – NIPC Regional Open Space Plan.

NIPC plan information is advisory and generally consistent with county and other local plans. County and other local plans offer specific guidelines on detailed land uses.

shallows, meadows, and bogs. A wetland area is defined as land where the water table is at, near, or above the land surface. Wetlands can help protect downstream water resources from pollution and siltation. They also act to retain water during dry periods and hold it back during periods of flooding, thus helping keep the groundwater table high and stable. Wetlands also act as a stimulus for improving air quality through the process of photosynthesis. They offer opportunities for public open space preservation and provide essential breeding, nesting, and feeding grounds for many forms of wildlife, aquatic life, waterfowl, and shore birds.

Wetlands have been filled or drained to create land for agricultural, commercial, industrial, residential, or other uses. When development encroaches on wetlands, their ability to retain water and maintain an ecological balance is reduced. Polluted storm runoff, siltation, fertilizers, and other products damage wetlands.

Lakes are bodies of water formed in depressions on the earth's surface. While each urban lake has somewhat different physical, chemical, and biological characteristics they normally have one thing in common—intensive use of their water and watershed areas by the public. Lakes and waterways provide prime recreational opportunities for the region's citizens. Additionally, they provide homes for an immense variety of organisms and communities of plants and animals. Lakes and waterways are essential to the economic development of our region. However, severe pollution of our lakes and waterways continues to threaten their very existence.

Studies have indicated that because flood plains, wetlands, lakes, and waterways play distinct and vital roles in the hydrologic cycle of our region, they should be protected from the results of encroaching development, and their quality should be improved.

Policies:

1. Maintain flood plains and wetlands in their natural state to protect water quality, preserve storm and flood water detention, provide for open space and recreation, and protect their natural habitat, scientific value, and aesthetic qualities.
2. Protect flood plains and wetlands from dredging, dumping, filling, and other similar activities to preserve storm and flood water detention capacities.
3. Protect flood plains and wetlands from development by not extending municipal utilities into such areas.
4. Manage lands adjoining the region's lakes and waterways to provide for maximum public access and balanced use in a manner which will preserve environmental quality.

Action Recommendations:

1. NIPC, the six counties, the Illinois Department of Conservation, the Illinois Natural History Survey, the Illinois State Geological Survey, USDA Soil Conservation Service, the U.S. Army Corps of Engineers, and the U.S. Fish and Wildlife Service should cooperatively undertake a program of comprehensively mapping the region's wetlands, such as marshes, swamps, sloughs, and similar areas.
2. Municipalities, county forest preserves, and conservation and park districts should continue to use the Heritage Conservation and Recreation Service's Land and Water Conservation Act funds to acquire wetlands, flood plains, and necessary buffer areas as a part of their open space acquisition programs.
3. Municipalities and counties should use specific zoning controls, subdivision standards, and other ordinances and procedures to minimize adverse development impacts on wetlands and flood plains.
4. NIPC should work with the Illinois Division of Water Resources and the Federal Insurance Administration to coordinate their flood plain management and permit programs with existing county and municipal programs.
5. Enabling legislation should be adopted by the State of Illinois to allow municipalities, counties, and special service districts to restrict the provision of wastewater and water supply service into flood plains or wetlands.
6. The Illinois Division of Water Resources should consider legislative and administrative procedures to delegate their present flood plain permit responsibilities to municipalities and counties which have adopted land use plans and flood plain regulations as restrictive or more restrictive than state standards.
7. The State of Illinois should consider enacting legislation similar to the 1966 Wisconsin Shoreland Management Act or a modification of the proposed Illinois Coastal Zone Management Act so that counties and municipalities could enact specific zoning, subdivision, sanitary sewer, and erosion control measures, along with water use zoning in accordance with adopted municipal and county plans.

b. Aquifers, Groundwater Recharge Areas, and Surface Reservoirs

Aquifers, groundwater recharge areas, and surface reservoirs are key elements in the water supply system of the region.

An aquifer is defined as a water saturated geologic unit that will yield water to wells or springs, at a rate sufficient to make the wells or springs practical sources of water supply.

A groundwater recharge area is defined as an area of land containing physical properties which allow the addition of water to the zone of saturation, or water table.

A reservoir is a pond, lake, or basin either natural or manmade, that is used for the storage, regulation, and control of water. Reservoirs moderate surface flow and absorb water during rains, or period of high flow, and then gradually release it during periods of low flow. Reservoirs can, by nature of their design, serve several purposes including:

watershed protection, water supply, recreation, flood control, power generation, irrigation, navigation, and fish and wildlife conservation.

Watershed protection and flood control are the primary purposes of reservoirs in northeastern Illinois.

Groundwater, although directly related to surface water is an important resource in its own right. Fifteen percent of the region's total daily water supply pumpage in 1974 was obtained from this source. Increased population and economic growth create an increasing water supply problem, prompting examination of present and projected water shortage areas.

Municipalities in northeastern Illinois draw municipal and industrial water supplies from Lake Michigan and wells. Where conditions permit, manmade reservoirs could provide municipalities and industries with water supplies. However, the usefulness of reservoirs for water supply purposes in this region is limited due to the generally flat topography and the variability of flows in most streams.

Policies:

1. Encourage conservation and development in areas where water can be economically supplied from Lake Michigan or from other surface water sources or groundwater.
2. Maintain drainageways in a natural state to reduce stormwater runoff and provide for infiltration.
3. Maintain lands having a high groundwater recharge potential by developing such areas in low intensity uses or by acquiring them for use as public open space.
4. Protect the region's aquifers and streams from pollutants.
5. Protect potential reservoir sites within the developed portion of the region to provide for the management of stormwater runoff, overbank flooding, and groundwater recharge.

Action Recommendations:

1. NIPC the six counties, the Illinois Division of Water Resources, the Illinois State Water Survey and the Illinois State Geological Survey should cooperatively undertake a program of defining prime natural and artificial recharge areas, determining recharge rates and proposing performance standards for development in natural and artificial recharge areas.
2. Continue coordination of the six-county area's water supply planning with the Illinois Division of Water Resources and the Illinois State Water Survey. This planning should also continue to be coordinated with the 208 Areawide Clean Water Planning Program and the basin studies by the Metropolitan Sanitary District of Greater Chicago, the USDA Soil Conservation Service, and the U.S. Army Corps of Engineers.
3. Counties and municipalities should be encouraged to regulate development in the vicinity of reservoir sites to protect water quality.
4. The State of Illinois should enact legislation for the protection of reservoir sites consistent with water resource management plans at all governmental levels.
5. Counties and municipalities should be encouraged to regulate the intensity and character of development in areas identified as having a high potential for groundwater recharge.
6. The Illinois legislature should continue to consider and enact appropriate groundwater resource management legislation.

c. Water Pollution, Sedimentation, and Erosion

Water is a focal point in the lives of all our region's citizens. Over the years, man has utilized water for many purposes including:

- Domestic water supply.
- Industrial water supply.
- Commerce.
- Recreation.
- Agricultural water supply.
- Support of fish and wildlife habitat.
- Aesthetics.

Water pollution is the principal focus of the 208 Areawide Clean Water Planning Program. Wherever people concentrate, as they have in northeastern Illinois, their wastes contribute to the degradation of water resources.

Water pollution has been defined as the addition of sewage, industrial wastes, or other harmful or objectionable materials to water in concentrations or in quantities sufficient to measurably degrade water quality. This causes a change in the physical, chemical, or biological character of the water that can harm people and other kinds of life, and make a community a less attractive place to live. Erosion and sedimentation are allied water pollution problems having a wide range of adverse impacts on water and land resources. For example, soil erosion damages land and generates sediments which pollute our water bodies.

The *Comprehensive General Plan* stresses the conservation of and preservation of the region's water resource, because it is essential for life. The region's water resources must be protected from the pollutants contributed by point sources (municipal and industrial wastewater treatment facilities) and nonpoint sources (runoff and erosion associated pollutants).

Land planning and management regulations and activities undertaken by the counties and municipalities should be directed toward accomplishing the following:

- Regulate development based on the capacity of the soils and geologic materials to support such development.
- Minimize the land area and amount of time soil is exposed during construction activities.

- Detain runoff on-site to trap sediments during construction activities.
- Release runoff at a slow rate to protect downstream areas.

Policies:

1. Restrict residential developments with a density of 4.0 dwelling units per acre or more and commercial and industrial developments of equivalent density to municipal service areas.
2. Prohibit residential subdivisions with a density higher than 0.5 units per acre in areas outside of municipal service areas.
3. Require the provision of adequate on-site treatment for industrial, commercial, or public uses such as, a feedlot, a nuclear power plant, or munitions storage which cannot or should not be located in municipal service areas.
4. Restrict the type and intensity of development where surface and/or groundwater pollution exists or could result from urban development.
5. Restrict land uses to be served by septic systems to areas where soils or geologic conditions are suitable for such systems and where groundwater will not be endangered.
6. Reduce the amount of eroded earth materials, fertilizers, soil additives, herbicides, insecticides, and other physical, chemical, or biological substances carried into streams by stormwater runoff.

Action Recommendations:

1. Using the 208 Areawide Clean Water Planning Program as a base point, NIPC should work cooperatively with the counties, the Illinois Division of Water Resources, and the USDA Soil Conservation Service to undertake a program to identify and map erosion prone areas in the region.
2. Counties and municipalities should consider the adoption of uniform regulations and management practices for the reduction of erosion and sediment loss due to development activities, including such management techniques as soil erosion overlay zoning districts and/or special erosion control ordinances to reduce the potential for problems resulting from soil erosion and sediment loss due to land development activities.
3. Counties and municipalities should adopt zoning ordinances containing statements of purpose, performance standards, and use districts that would require land development patterns which minimize water pollution.
4. The University of Illinois Cooperative Extension Service, USDA Agricultural Stabilization and Conservation Service, and the USDA Soil Conservation Service should increase efforts and programs aimed at educating farmers on land management practices.
5. Counties, municipalities, sanitary districts, and other agencies should use the 208 Areawide Clean Water Planning Program as a basis for establishing land development strategies to reduce water pollution, and as a basis for modifying or instituting water pollution control regulations for nonpoint sources.

d. Air Pollution

Air pollution has been defined as any gaseous, liquid, or solid substance which, when introduced into the atmosphere in sufficient concentrations, may interfere directly or indirectly with human health, safety, and comfort; damage or destroy plant and animal life; or contribute to the deterioration of any form of material property. The level of all pollutants in the air is collectively referred to as air pollution.

Almost all human activities, either directly or indirectly, result in some form of air pollution. The combined processes of urbanization, industrial development, and increased motor vehicle use has resulted in serious air pollution. Because the air resource is integral to continued life and prosperity, it must be protected as one of our most vital resources.

Policies:

1. Coordinate air quality and land use planning at all governmental levels to promote land development patterns which will reduce auto dependence and increase mass transit usage which will result in the long-term improvement of air quality.
2. Identify areas having air quality which does not meet established standards and determine the management procedures needed to improve these conditions.

Action Recommendations:

1. In their updating of development controls and land use and transportation planning, counties and municipalities should give priority to strategies that will improve air quality.
2. In consideration of the need for conservation and development of mature communities, the Illinois Environmental Protection Agency should reassess strategies for meeting state air pollution standards and reassess timetables for action.
3. The Illinois Environmental Protection Agency should use the regional population, employment, and land use forecasts as the basis for air quality planning in northeastern Illinois.
4. The six counties, NIPC, and the Chicago Area Transportation Study should participate with the Illinois Environmental Protection Agency in the development of the northeastern Illinois component of a State Implementation Plan for Air Quality Improvement.

e. Natural Areas

As urban expansion continues, efforts must be undertaken to preserve remaining natural areas. A natural area is defined as a place which fulfills at least one of the following qualifications:

- An area with relatively undisturbed, natural communities or an area where existing natural communities are not of high quality but are so rare they constitute the best remaining example.
- An area that provides habitat for endangered plants and animals.
- An area where plants or animals occur as relic populations, at least 100 miles from the species' general range.
- An area which exhibits outstanding geological features.
- An area used by schools for teaching, research, and other scientific pursuits.

Natural areas serve as the preserves of our region's unique flora and fauna, offering significant environmental and educational experiences for the region's citizens and should be permanently preserved and protected.

Policies:

1. Acquire, formally dedicate, or otherwise preserve or maintain natural areas in an undisturbed state.
2. Formally dedicate as nature preserves those natural areas which are of regional and statewide significance.
3. Provide buffer areas when necessary around natural areas to minimize adverse environmental impacts from human activity.
4. Utilize buffer areas to minimize adverse environmental impacts or, if appropriate, for multi-purpose open space and recreational activities.

Action Recommendations:

1. The Illinois Department of Conservation and the Illinois Nature Preserves Commission should complete the Illinois natural areas inventory and make the information available to planning and open space preservation agencies.
2. County forest preserve districts and conservation districts should continue to work with local open space agencies in developing natural areas management plans.
3. The Illinois Department of Conservation, the municipalities, counties, and NIPC should develop a program designated to maintain or otherwise control natural areas using such techniques as public acquisition, dedication as an Illinois Nature Preserve, and use of easements and covenants.
4. Counties and municipalities should recognize natural areas in their plans and modify development controls and/or zoning ordinances to protect identified natural areas. Further, environmental design criteria should be incorporated in development controls and/or zoning ordinances to protect natural areas.
5. Private owners of identified natural areas should be encouraged, through tax incentives or other development benefits, to deed restrict natural areas or to grant open space easements to recognized open space agencies.
6. Not-for-profit agencies like the Open Lands Project, the Nature Conservancy and others should be encouraged to acquire natural areas for future public or scientific use.

f. Mineral Resource Deposits and Extraction Areas

A mineral is an inanimate constituent of the earth, in either solid, liquid or gaseous state which, when extracted, is usable in its natural form or is capable of conversion into usable form as a metal, metallic compound, a chemical, an energy source, a raw material for manufacturing, or a construction material. An extraction area is defined as that place where operations to remove mineral resources are occurring.

Minerals, and the extraction thereof, are associated with the following benefits. The extraction and processing of minerals offers employment opportunities; and products made from mineral extractions are manufactured for sale. Also, once a resource deposit has been exhausted, the land can be restored to a beneficial use. Mineral resource deposits are being covered by urban development, thereby precluding the systematic extraction of resources. Mineral resources often are of a low value/high transport cost nature, but they should be protected from urbanization, as they are necessary for the long term future of construction in the region; they provide us with those materials necessary for building and maintaining the urban environment.

Policies:

1. Identify and protect significant areas with mineral deposits of resource quality such as sand, gravel, and others from urbanization to insure their future availability.
2. Encourage the opening of mineral resource areas for extraction in a sequential manner tied to regional growth forecasts and the forecasted market for the resource.
3. Prepare and file plans for the reuse of mineral extraction areas prior to the initiation of excavation activities.

Action Recommendations:

1. Counties and municipalities should require that reuse plans for mineral extraction areas be prepared and filed with the county prior to the initiation of extraction activities.
2. Counties and municipalities (as appropriate) should consider adopting performance-based environmental regulations that supplement existing state and federal regulations governing mineral resource extraction oper-

ations along with standards for site reclamation and redevelopment.

3. The Illinois State Geological Survey, NIPC, the counties, and municipalities should undertake a coordinated effort to identify and map areas of potential mineral deposits of resource quality.
4. Counties and municipalities should consider zoning areas of potential mineral deposits for agriculture, conservation, or other similar designation to allow for their maintenance in an undeveloped or low intensity state until resource development is appropriate.

g. Agricultural Lands

Agriculture is an enterprise which is integral to the continued existence of man. Quite simply, man must eat to survive. However, agricultural activities have been secondary to urbanization which continues to encroach on agricultural lands. Agricultural land, a natural resource, is finite and must be conserved.

Highly productive agricultural lands are being converted to urban uses with little or no consideration given to their productivity and the needs of the region, state, nation, and world for food. This is especially true in the conversion of agricultural lands containing prime soils.

A problem with the continuous conversion of agricultural land to low-density residential use is the cost of providing urban services. The public cost of serving sprawling development is substantial. In addition, the remaining farmers are confronted by higher property values and increasing property tax rates. In time, farmers may be forced to sell. It is recognized that some agricultural lands in municipal service areas may be lost as the suburban population increases, but this loss can be minimized through the conservation of mature communities.

Preservation of the six-county area's agricultural productivity requires conscious decision-making by county, municipal, and other public officials. These decisions relate to curtailing conversion of agricultural land in rural areas to non-agricultural use. Agricultural land can be protected by employing the following techniques:

- Restrict residential development in unincorporated areas beyond presently planned municipal service areas.
- Size wastewater interceptors within planned municipal service areas to accommodate forecast needs only.
- Stop further extensions of wastewater interceptors into or through agricultural areas.
- Stop further extensions of expressways into or through agricultural areas wherever possible.
- Reevaluate the property tax structure and county and municipal development standards to encourage maintenance of existing agricultural land.
- Institute a program for the purchase and transfer of development rights.

The following policies and action recommendations further delineate at what governmental level these techniques can be utilized for the preservation of agricultural land.

Policies:

1. Maintain existing agricultural lands outside municipal service areas in agricultural use.
2. Maintain existing agricultural lands outside municipal service areas by prohibiting extensions of sewer, water, and transportation services into or through such areas.
3. Encourage the maintenance of agri-business operations in rural areas and rural centers.
4. Prohibit the development of residential subdivisions in agricultural areas.
5. Maintain the rural character of the open land and countryside portion of the region by—
   - Permitting exurban subdivisions using well and septic systems *only* on non-prime agricultural soils, and *only* if they are designed in a manner capable of maintaining the open land character of the area.
   - Maintaining a residential density of 0.5 units per acre or less in these areas, provided that the soils are suitable for wells and septic systems.
6. Maintain agricultural lands as productive, tax generating land uses that provide the environmental benefits of open space, air quality, groundwater recharge, and wildlife propagation.
7. Maintain agricultural land as a buffer zone along transportation routes and around other land uses when appropriate.
8. Protect agricultural land as an integral component of the regional land use pattern with its own distinct regional function, form, and identity.

Action Recommendations:

1. NIPC should assist the counties in developing appropriate model ordinances and procedures for the maintenance of agricultural lands.
2. Counties and municipalities should establish a maximum density of 0.5 dwelling units per acre for residential use in the open land countryside areas and no subdivisions should be permitted in agricultural areas.
3. The Illinois legislature should enact legislation to permit the creation of agricultural conservation areas with the power to control the intrusion of urban development and urban services into such conservation areas.
4. Municipalities and counties should adopt specific guidelines to maintain agricultural activities within their various codes and their utility service policies. Agricultural lands could be preserved by employing such techniques as transfer of development rights, performance zoning, reevaluation of the taxation system, etc.

5. The Illinois Commerce Commission's existing authority should be changed by the Illinois legislature so that the Commission can refuse to grant permits of convenience and necessity for sewer and water services when these facilities are determined to foster the conversion of agricultural land to urban use.
6. Encourage county, municipal, and other public officials to modify existing property taxes and development standards to promote the continuation of agricultural activities.

h. Historic Resource Areas

Preserving designated historic resource areas maintains our legacy of the past by protecting those places where our predecessors lived and worked. The land use plan recommends the preservation of historic resource areas, which possess integrity of location, design, setting, materials, or workmanship. Historic resources are those:

- Associated with events or the lives of persons who have made a significant contribution to the broad patterns of our history.
- Embodying the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.
- Exemplifying elements of our cultural, economic, social, or historic heritage.
- Yielding or are likely to yield, information important in prehistory or history.

Policies:

1. Determine and evaluate places, structures, sites, and districts of historical significance as to their appropriateness for preservation.
2. Include historic resources data in the county and municipal planning process, if it is not currenly a part of that process.
3. Preserve and maintain historic resources throughout the region by effective public and private actions.
4. Focus historic preservation at the neighborhood and community conservation program levels.
5. Encourage compatible and adaptive reuse of historic structures and areas.

Action Recommendations:

1. Counties and municipalities should be encouraged to identify historic preservation as a major concern in the zoning and development permitting process.
2. NIPC should compile a compendium of historic preservation resources and techniques and make the information available to residents and officials.
3. The Illinois legislature should amend present statutes or adopt new legislation to encourage the preservation of historic resources.
4. Historic preservation elements should be an integral part of all comprehensive plans.
5. Counties and municipalities should adopt and/or utilize appropriate historic resource preservation mechanisms.
6. The State of Illinois should establish a matching grant program to allow for increased inventory, evaluation, preservation, and maintenance of historic resources.
7. Within identified historic areas, counties and municipalities should consider appropriate means for financing and implementing historic preservation activities. Such means that might be considered include the following:
   - A one-time tax levy for the purpose of establishing an historic preservation trust fund.
   - Utilization of federal funds for preservation activities.
   - Encouragement of private sponsors, banks, and savings and loan associations to develop a low interest loan pool or to insure low interest conventional loans for private historic rehabilitation.
   - Promotion of a federal or state supported direct loan program for public or private historic preservation activities.

5.03 URBAN AND RURAL CONSERVATION AND DEVELOPMENT

Following the policies established by the *Comprehensive General Plan* and as detailed in Section 5.02, the first constraint to urbanization is the natural environment. Environmental constraints indicate the areas or circumstances under which urbanization should not take place or should be strictly regulated. Beyond this, and again following the *Comprehensive General Plan's* guidance, is the need to define those areas which are suitable for urbanization and which will be needed to accommodate new homes, businesses, and industries. It is important to point out that the areas now planned for and suitable for urbanization far exceed the anticipated demand. This is due to the recent leveling off of the six-county area's population, the need to conserve existing public investments in the mature communities, and the need to avoid speculative over investment in new public services and facilities in newer communities.

The basic concepts expressed in the 1968 *Comprehensive General Plan* are:

- that new development should have the full range of urban services available; and
- that existing incorporated municipalities most effectively provide these necessary urban services.

As applied in northeastern Illinois, the municipal service concepts led to a focusing of most new developments into the established communities along the rail lines leading out from Chicago and along the Fox Valley. These communities already had the municipal structure, the municipal services, and the transit services necessary to effectively support new urban development.

Two decades ago, following the completion of the six-county area's present expressway system, new auto-oriented communities developed rapidly outside of the rail corridors. They were quite literally built from the ground up to provide the necessary municipal structure and municipal services. Although some feeder bus service and other limited bus services have been established in these new communities, few residents have transit services available as a reasonable alternative to use of the automobile.

Also of importance regarding the provision of necessary urban services is the recent completion of the last of the wastewater plans for municipalities and sanitary districts. These plans, prepared over the past 10 years, now provide the first composite of the development goals of the municipalities. The wastewater plans were consistent with the six-county population forecasts current at the time the individual engineering studies were completed by the municipalities and sanitary districts. Again, due to the recent reduction in the six-county area's year 2000 growth expectation, a reevaluation of these planned wastewater service areas is necessary.

The following section begins with definitions of the conservation and development areas which are shown on the Regional Land Use Policy Map (Figure 2).*

a. Conservation and Development Areas

1. Municipal Service Areas: Generalized areas which have been developed or can be developed for residential, commercial, or industrial use on the basis of the following:

- within the corporate limits of an existing municipality or in the planned service area of an existing municipality; and
- with existing or planned municipal services, including water supply and wastewater service; and
- within 3 miles of a rail or rapid transit station or in a Designated Area.

Designated Areas are the presently approved wastewater service areas of existing groups of municipalities which are development or employment centers with a 1975 aggregate population of 30,000 or more and which provide full municipal services but are presently lacking full transit services. These are:

Waukegan – Gurnee – Park City

Libertyville – Mundelein – Vernon Hills

Buffalo Grove – Wheeling

Schaumburg – Hoffman Estates

Bloomingdale – Glendale Heights – Carol Stream

Bolingbrook – Romeoville

Joliet – Shorewood – Crest Hill

Designated Areas should be given priority in the planning and programming of transit services so that residents of these areas have a reasonable alternative to auto commuting.

2. Limited Municipal Service Areas: Generalized areas delineated on the basis of the following criteria:

- areas within the corporate limits of a municipality or in the planned service area of a municipality, and
- without existing or planned municipal services, including water supply and wastewater service, and/or
- with less than the level of existing or planned public transportation services for Municipal Service Areas.

Limited Municipal Service Areas are of particular concern in land use planning at this time. These areas may be already developed, under development, or planned for development; however they now lack one or more of the important services, particularly wastewater and/or transportation services, which are essential for residents of an urban community.

Extension of wastewater services to limited service areas would open new areas for intensive development, while the six-county area's population increase has slowed down.

Likewise, the extension of bus service into these areas could also encourage more intensive development. If this bus service were cut back or discontinued at a later date due to management or funding considerations, residents of these areas would then lack a reasonable alternative to commuting by automobile.

In view of these factors, the policy and action recommendations in Sections 5.02 through 5.09 advise against further development in areas which now have only limited services available and advise against the use of federal funds for any further extension of wastewater service or transportation service to these areas. These policies should be reconsidered on completion of the updated year 2000 forecasts and the reevaluation of currently planned wastewater service areas and transportation systems.

3. Open Land and Countryside: Generalized areas, including unincorporated areas and incorporated municipalities which provide limited municipal services and, in most cases, do not have or plan to have water supply and wastewater treatment. Typically, open land and countryside areas may be suitable for residential development with densities of 0.5 units/acre or less, large estates, "gentleman farms," and nurseries.

4. Agricultural Land: Generalized areas which have 50 percent or more U.S. Department of Agriculture identified prime agricultural soil units, or areas where agriculture has historically been the primary land use. The criteria for prime agricultural soils is based on, *Soil Map for General Planning in Northeastern Illinois,* prepared by the U.S. De-

*See Figure 2 on inside back cover.

partment of Agriculture's Soil Conservation Service. Prime agricultural soils are defined as those soil associations which are best suited for the production of food, forage, fiber, and oilseed crops. Prime farmland has the soil qualities and moisture supply to produce sustained high yields of crops when adequately treated and maintained. Such land may presently be in crop, pasture, or forest land or other uses except that urban or built-up areas and water areas are not included.

5. Rural Centers: Incorporated and unincorporated communities in the agricultural areas which should continue to serve primarily as the residential, cultural, social, commercial, and service center for the surrounding agriculturally oriented population.

6. Major Public and Private Parks and Open Space: Lands in public or private ownership (generally 80 acres or larger), which provide one or more of the major open space benefits, such as recreational opportunity, natural resource conservation and management, and urban form delineation.

7. Conceptual Open Space Network: Open space corridors along major rivers and streams which offer the potential for linkages between existing or planned public and private open space.

8. Major Public Institutions and Installations: Includes such major institutions and installations as the Fermi National Accelator Laboratory, the Great Lakes Naval Training Center, and the Joliet Arsenal.

9. Existing Expressways: Includes only expressways now in service pending completion of the Year 1995 Transportation Plan reassessment and the Year 2000 Transportation Plan.

10. Existing Commuter Rail Lines: Rail lines which presently provide commuter rail service.

11. Existing Commuter Rail Stations: Rail stations which are presently being served by commuter trains.

12. Planned Commuter Rail Stations: Locations where rail stations are planned to be constructed, and which will be served by commuter trains.

13. Airports: Public and private airports which are open for public use.

14. Existing Fox Valley Corridor: An urban corridor encompassing those established municipalities along the Fox River which have been historically linked by the Fox River and a free standing, fixed route transit system. This transit system has traditionally provided transportation links to the various employment, commercial, and residential centers along the Fox River.

15. Coastal Zone Management Area: The Lake Michigan shoreline area being considered by the Illinois Division of Water Resources for conservation and development under the federal Coastal Zone Management Program.

16. Municipal Boundaries: Municipal boundaries as of 1974 are shown, and the boundaries of new communities incorporated since 1974 have been added.

Note and Caution: The Regional Land Use Policy Map (Figure 1) presents a generalized and advisory framework for conservation and development. Municipal and county plans must be consulted to determine the specific policies and plans of the legal jurisdictions in the six-county area.

b. Location and Intensity of Development

Regional policies relating to the location and intensity of land development provide a necessary framework for local land use decisions. A regional perspective on future development and conservation is critical to the determination of transportation system costs. Agreement on the intensity of development within a particular area is essential to local capital improvement decisions.

Certain considerations have priority in guiding the location and intensity of land uses. Among the key considerations are conservation of scarce resources through the continued use of existing facilities, the provision of urban services to meet forecasted needs, and the maintenance of existing mixed use areas whenever possible. The continued vitality of existing residential, industrial, and commercial areas often requires that such areas be modernized. Where new growth is appropriate the provision of utilities, mass transit, and municipal services should be planned to guide and shape land use patterns.

Policies:

1. Encourage conservation and development in municipal service areas, as defined in Section 5.03 a.1.
2. Discourage further new development in limited municipal services areas, as defined in Section 5.03 a.2.
3. Encourage the maintenance and expansion of existing intensive commercial and industrial complexes which are in municipal service areas and either have or are programmed to have mass transit service.
4. Encourage the development of new intensive commercial and industrial complexes in municipal service areas when there is a demonstrated need for such complexes and they are located adjacent to existing or programmed mass transit service.
5. Encourage the maintenance of existing multiple family residential complexes and the development of new multiple family residential complexes which are in municipal service areas, which provide a suitable residential environment, and which are within one-half mile of employment centers or existing or programmed mass transit service.
6. Encourage conservation and development in rural centers as necessary to provide for residents of the existing community and of the surrounding agricultural area.

7. Coordinate the provision of water supply and wastewater facilities prior to consideration of conservation and development proposals.
8. Regulate development in municipal service areas to protect natural areas, ecologically sensitive areas, and natural resource areas.
9. Encourage conservation of those areas for which financial, capital, and human resource development services and facilities are adequate or can be feasibly provided.
10. Give priority to modernization of existing public utilities, public transportation, and municipal services.
11. Encourage conservation and development in municipalities which coordinate land use decisions with the provision of utilities, services, and facilities.
12. Encourage counties and municipalities to adopt the policies, programs, and incentives necessary to maintain or rebuild their economic and employment base.
13. Encourage private and public investments which will assist in the conservation of mature communities.
14. Encourage the development of multiple use commercial, employment, and service centers in municipal service areas.

Action Recommendations:

1. NIPC should work in full cooperation with municipalities and counties to develop a method for determining the social, economic, and environmental impacts of major conservation and development activities and recommend methods or techniques for mitigating adverse impacts.

2. The municipalities and counties should plan to provide incentives for the maintenance and development of intensive commercial and industrial complexes in municipal service areas which are adjacent to existing or programmed mass transit service.

3. The municipalities and counties should plan to provide incentives for the maintenance and development of intensive multiple family residential complexes which are in municipal service areas, which provide a suitable residential environment, and which are within one-half mile of employment centers or existing or programmed mass transit service.

4. Counties and municipalities, with NIPC's coordination, should develop a regional capital improvements program, which can be used by federal and state agencies.
5. Federal agencies should give priority to providing incentive funds to support various conservation activities in mature communities.

6. Public buildings and facilities should be located in mature communities to aid in the stabilization or revitalization of such communities.

c. Timing

The overall timing of land development is an area of importance to county, municipal, and regional officials. Forecasts of population, land use, and employment are critical to making conservation and development decisions. This allows for the programming of necessary support activities such as water supply and wastewater services, transportation services and facilities, and open space acquisition and recreation programs.

Policies:

1. Develop a uniform set of policy based forecasts of population, employment, and land use.
2. Use cooperatively developed forecasts as a guide for conservation and development and to monitor rates of accomplishment.
3. Encourage the provision of public sewer and water services, public transportation service and library and school services at the appropriate stage of development.

Action Recommendations:

1. NIPC, in cooperation with county and municipal officials, should annually review the regional, county, and township population, employment, and land use forecasts; and these forecasts should be updated every five years.
2. Counties, in cooperation with municipalities, should develop a uniform set of policy-based small area population, land use, and employment allocations which are consistent with the cooperatively developed township forecasts.
3. Intergovernmental agreements should be used to establish municipal service areas as a basis for the most cost-effective provision of municipal facilities and services.
4. Municipalities and counties should require developers to absorb the total costs of sewer and water improvements necessary for the provision of these services in conservation and development areas.
5. Municipalities and counties should plan and program public utilities and municipal facilities on the basis of cooperatively developed population, employment, and land use forecasts.

d. Quality and Character

The region's environment can be enhanced through recognition of the natural and manmade elements that give it form.

Policies:

1. Identify environmental elements that are unique or important such as natural areas, landmarks, visual paths and ways, major activity centers, paths, and regional gateways; and include such elements in local and re-

gional plans and in local development and conservation programs.

2. Guide growth and redevelopment activities to achieve high standards of urban and regional design, architecture, and landscape architecture.

Action Recommendations:

1. NIPC should undertake coordinated environmental design analysis with county, subregional, and local bodies and provide information on the distinctive environmental features in the six-county area.
2. The counties and NIPC should develop an advisory plan for urban form that identifies the natural and manmade elements in the six-county area that should be maintained and/or redeveloped to encourage a diversified regional landscape and to achieve high standards of local design, architecture, and planning.

5.04 DEVELOPMENTS OF REGIONAL IMPACT

Developments of regional impact are large scale projects, usually sponsored by the private sector, which affect more than one community. Such developments often occupy large parcels of land. They may alter transportation patterns in the region and generate large numbers of new transportation trips. They often serve or employ people from a wide area or may house thousands of families or individuals. They can also significantly alter or accelerate the development pattern in the surrounding area. The environmental impacts of these developments could include loss of open space, loss of vegetation and wildlife, increased stormwater runoff, and air pollution. The socio-economic impacts of these developments are apparent when one community receives the tax revenue, while other communities bear the burden of increased traffic and housing of the development's employees. The construction of a development of regional impact might result in the loss of existing housing stock and adversely effect the character and integrity of a community or neighborhood.

Well planned developments of regional impact can help achieve regional, community, and individual objectives. When carefully planned and located, developments of regional impact can stimulate increased transit usage, attract additional development, enhance the regional environment, and socially and economically strengthen communities. Examples of developments of regional impact include:

- Woodfield Mall, Schaumburg—regional shopping center.
- Fox Valley East, Aurora—residential development.
- Cal-Sag, Alsip—residential development.
- Fermi National Accelerator Laboratory, Batavia—research complex.
- University of Illinois, Chicago—Circle Campus.
- Great America, Gurnee—amusement center.

Existing developments of regional impact warrant as much consideration as new ones. They represent important private or public investments, which are supported by a significant investment of public funds in facilities and services. New developments can threaten the viability of existing ones and cause under-utilization of public facilities and loss of public revenues to amortize bonded debt.

If developments of regional impact were to be regulated, as is the case in Florida, guidelines, standards, and criteria would have to be carefully formulated and based on a thorough analysis of possible impacts. The active participation of the developers, government officials, and citizens would be essential in the formulation and operation of an effective development of regional impact management system. The formulation of review procedures for developments of regional impact is a complex technical and political task which would require major commitments in time, money, and staffing to tailor a process to meet the needs of northeastern Illinois.

A public policy on developments of regional impact is an integral part of the six-county area's conservation and development strategy. Distribution of limited public funds must be carefully balanced between the need to modernize those public facilities and services which support existing developments and the need to install new public facilities and services to support new developments. Furthermore, the need to modernize existing developments of regional impact must be considered in public policies and strategies. The current public debate over the location and financing of a major sports complex to replace Chicago's Soldier Field is a good example of the controversy surrounding developments of regional impact.

A range of alternatives exists for establishing a development of regional impact review process in northeastern Illinois. These alternatives range from a voluntary local review process established by intergovernmental agreement, to a state review system similar to that being used in Florida. The review process, in any case, must not be a deterrent to needed new development. It must consolidate and simplify procedures, rather than make procedures more complex, time consuming and restrictive.

Policies:

1. Encourage the modernization of existing developments of regional impact to the maximum practical extent, and encourage new developments of regional impact only where the need can be clearly demonstrated.
2. Plan and regulate the location and timing of new developments of regional impact consistent with municipal, county, and regional plans.
3. Coordinate municipal and county plans, codes, and ordinances to encourage appropriate adjacent land uses and provide adequate transportation to developments of regional impact.

4. Give priority to public improvement projects which will assist in maintaining viable developments of regional impact in mature communities.
5. Encourage county and municipal planning agencies in establishing a policy and planning framework for the location and timing of developments of regional impact.
6. Encourage the identification of the environmental and socio-economic effects of developments of regional impact prior to their approval by municipal, county, state, or other jurisdictions.
7. Use intergovernmental agreements to share the public improvement costs for, the tax revenues generated by, and the public services to developments of regional impact.

Action Recommendations:

1. The Illinois Department of Local Government Affairs, NIPC, the counties, and municipalities should jointly establish a task force, involving experts from the private sector, to evaluate developments of regional impact management techniques, procedures, criteria, and standards.
2. NIPC should assist in the development of intergovernmental agreements for the coordination of planning and land use management in the vicinity of proposed developments of regional impact.
3. NIPC should work with the counties and municipalities to develop information on the planning and management of developments of regional impact, including the sharing of costs, revenues, and services through intergovernmental agreements.
4. Mature communities should provide tax and zoning incentives to encourage the maintenance or location of developments of regional impact at appropriate sites.
5. Municipalities and counties should adopt uniform procedures and criteria for the planning, location, timing and impact assessment of developments of regional impact consistent with municipal, county, and regional plans and policies.
6. Private sector developers should be encouraged to voluntarily submit preliminary proposals for developments of regional impact to the appropriate county or counties, affected local jurisdictions, and NIPC for review and comment.

5.05 MAJOR PUBLIC INVESTMENTS

The location, intensity and timing of urban development is influenced by public investment policy. Governments invest in sewer and water systems, open space, and transportation, which influence the attractiveness and suitability of land for development. These major public investments represent significant community service resources that need to be protected.

Studies have indicated that certain major public investments exert a significant influence over the regional pattern of development. Those determined to be of primary significance are wastewater and water supply systems, highways, mass transit, and airports. Because of their increasing influence on land use, public utility investments, particularly electric, natural gas, and telephone transmission facilities are also of concern in public planning efforts.

a. Open Space

Open space includes land that is publicly and privately owned. It has a low-intensity building coverage and is used for recreation, natural resource management, and/or urban form delineation. At the regional level, the open space concern is with large parcels acquired by county forest preserve districts, conservation districts and the Illinois Department of Conservation—and in some instances by municipalities, park districts, and private interests.

Open space planning has been a key element in the Commission's planning effort over the past 20 years. The *Regional Open Space Plan* adopted in 1971 sets forth the basic framework for NIPC's open space policies. Recent amendments to the *Comprehensive General Plan* have also broadened the base of the region's open space planning activities.

Policies:

1. Coordinate open space planning at all governmental levels in a more formal and effective manner.
2. Allocate open space funding to various areas of the region on the basis of open space need and the financial capabilities of the acquisition agencies.
3. Broadly define open space/non-development areas to establish a framework for the open space preservation activities at the municipal, county, and state levels.
4. Encourage counties and municipalities to improve coordination of zoning, annexation, and capital investment programs with open space planning and acquisition programs.
5. Give priority for development and maintenance of open space and recreational areas in mature communities to encourage the preservation and revitalization of existing neighborhoods.
6. Encourage the increased use of non-acquisition techniques, such as easements, and acquisition of development rights, and other techniques to implement the municipal, county, and regional open space plans.
7. Give priority for open space acquisition at all governmental levels, particularly the acquisition and development of water oriented facilities.

Action Recommendations:

1. NIPC, in cooperation with counties and municipalities, should continue to coordinate regionwide open space goals and objectives, general criteria for evaluation of open space areas, and general delineation of desired preservation areas.
2. NIPC should continue in the development of intergovernmental agreements between itself and municipal, county, state, and federal open space acquisition agencies to improve the coordination of open space planning.
3. Municipal and county open space plans and programs should give priority to open space acquisition and recreational use of shorelines, river banks, and other sensitive areas, such as natural areas, flood plains, and wetlands.
4. Municipalities and counties should require that conservation programs for existing neighborhoods provide for open space needs of residents.
5. County and municipal comprehensive, land use, residential, and open space plans and related development controls should discourage land development within existing or proposed open space areas.
6. Legislation should be adopted by the State of Illinois broadening the authority of county forest preserve districts to permit the acquisition of less than fee simple interest, such as scenic or development easements.
7. Counties, municipalities, and other jurisdictions should, wherever possible, utilize their wastewater and solid waste management funds for multiple uses, such as the joint acquisition of waste disposal and open space sites.
8. Mature and developing municipalities should adopt uniform open space and recreation dedication ordinances appropriate to their needs.

b. Wastewater and Water Supply Facilities

Wastewater facilities (and to a lesser extent, water supply facilities) exert a major influence on land development patterns. They can act as a major guiding element in achieving land development policy, or they can seriously obstruct the achievement of rational land use development. Coordination of wastewater and water supply planning with land use planning is essential to the orderly development of the region.

The *Regional Wastewater Plan* adopted in 1971 recognized the close relationship between sewer service and the region's development process. Coordination of sewer planning with comprehensive planning, regional growth forecasts, open space and other areawide systems planning is essential.

The *208 Areawide Clean Water Planning Program* incorporates and interrelates wastewater and land use planning. This plan and the supporting management system will serve as a principal means for achieving land use and water quality objectives.

Similarly, the *Regional Water Supply Plan* stresses the need for coordinated systems planning. The proposed regional water supply distribution system and the recommendations for use of ground, surface and Lake Michigan water, represent decisions with major land use implications. The manner in which water is supplied has a significant impact on the location, timing, and intensity of development; in turn water supply directly and indirectly effects the quality of life in the region.

The location of interceptor sewers is a major factor in shaping community land use. Without effective comprehensive land use planning and controls, developers will continue to press for sewer construction in areas where land costs are low and where environmental problems may be significant. Interceptor sewer location can be an effective device for guiding the type, location, intensity, and timing of development when there is effective coordination of land use and sewer planning.

The relationship between land use and water and sewer facility investment is different in mature communities. In many cases special attention needs to be given to the problem of maintaining and improving existing investments, rather than extending or building new systems. This will help facilitate desirable land redevelopment and will aid in the conservation of mature communities.

Policies:

1. Encourage provision of wastewater and water supply services within municipal service areas based on mutually supportive municipal, county, and regional land use planning.
2. Encourage public ownership and operation of wastewater and water supply systems.
3. Give priority to improving existing wastewater and water supply treatment and distribution systems in mature and developed communities.

Action Recommendations:

1. NIPC should assist the counties and municipalities in evaluating the land use implications of proposed legislation for regulating the location and use of public and private wells.
2. The Illinois Environmental Protection Agency should encourage the coordinated acquisition and development of utility rights-of-way.
3. NIPC should work with the counties and municipalities to develop a regional capital improvements program.
4. Counties and municipalities should work closely with open space, wastewater, and water supply service providers to assure that planned open space acquisition precedes the construction of growth-inducing sewer and/or water facilities.
5. Counties, municipalities, special purpose districts, and private utility companies should adopt agreements on

the timing of installations of, or extensions to, wastewater and water supply services.

6. State enabling legislation governing sanitary districts should be amended to allow wastewater and water supply service providers to restrict service in forecasted low growth areas, major natural resource areas, and planned public open space areas.
7. State legislation governing the Illinois Commerce Commission should be amended to permit restriction of the granting of wastewater permits of convenience and necessity when such permits would be inconsistent with municipal, county, and regional plans.

c. Highways, Expressways, and Interchanges

Major highways and expressways have been the single most powerful influence on regional land use patterns since World War II. Their effect has been detrimental to the provision of mass transit service which is most energy efficient.

Three major types of land use have commonly been associated with highways: development around rural interchanges, suburban sprawl, and strip development. The number and location of expressway interchanges have been among the most influential determinants of growth patterns. Location decisions for new, or expanded, interchanges should, therefore, be closely coordinated with public land use and facilities planning. Land use controls in the vicinity of the highway interchange should be applied to maintain highway and interchange capacities.

Since the impacts of highway (especially expressway) construction and the frequency and location of interchanges are known to be profound, the expansion of the highway network should be carefully planned to be consistent with population forecasts. Major efforts are needed to minimize adverse environmental and land use impacts resulting from highway improvements. These efforts should include the development of land use controls which encourage development within existing transportation corridors. Also additional controls are needed to minimize air, water, noise, and other pollution.

Policies:

1. Locate new expressways, expressway extensions, and interchange locations on the basis of the following criteria:
   - Consistency with most recent population and employment forecasts.
   - Consistency with adopted municipal, county and regional land use plans.
   - Protection of environmental resources and open space.
   - Preservation of the character of existing residential neighborhoods and employment opportunities.
2. Develop land use patterns in the vicinity of interchanges which are compatible with the functions of expressways and interchanges.
3. Develop highway planning and capital programming procedures which consider both the indirect costs of highway construction, such as energy consumption, and also consider mass transit as an alternative to highway construction.
4. Give priority to the maintenance and improvement of major thoroughfares in mature and developed communities to provide increased access to and reduce congestion in these areas.

Action Recommendations:

1. NIPC should work with the counties and municipalities to develop model ordinances and other control mechanisms to guide land development in the area surrounding expressway interchanges.
2. The Chicago Area Transportation Study in cooperation with NIPC should reassess the *Year 1995 Transportation Plan* and *Year 2000 Transportation Plan* on the basis of most recent population projections for the six-county area. The assessment should also consider techniques and strategies to:
   - maximize the use of public transportation,
   - minimize energy consumption, and
   - avoid service to agricultural and open land and countryside areas
3. Municipalities and counties should adopt special land use regulations for areas impacted by expressway interchanges.
4. Future highway planning studies by IDOT, the Chicago Area Transportation Study (CATS), NIPC, or others, should identify highway and interchange impact areas and identify possible strategies and actions to minimize adverse land development impacts within these areas.
5. The Illinois Department of Transportation, the Illinois State Toll Highway Authority, counties, and municipalities should coordinate highway planning and construction with municipal, county, and regional land use plans and with the provision of other essential public services and facilities.

d. Mass Transit

Mass transit lines are a key element in the NIPC *Comprehensive General Plan.* Commuter rail and rapid transit systems have supported orderly development and link Chicago with its surrounding suburbs and satellite cities.

Commuter rail and rapid transit stations are similar to highway interchanges in that they are focal points for residential, commercial, and industrial developments.

Policies:

1. Encourage the location of intensive commercial, industrial, institutional, and recreational uses adjacent to existing or programmed mass transit service.

2. Encourage the location of multiple family residential complexes in areas within one-half mile of existing or programmed mass transit service.
3. Encourage land use patterns which can be conveniently served by transit service.
4. Coordinate the timing and location of any new commuter rail or rapid transit stations with county, municipal, and regional plans and forecasts.
5. Provide adequate pedestrian, bicycle, automobile, and bus access to—and parking facilities at—commuter rail and rapid transit stations.
6. Encourage an appropriate mix of land uses around commuter rail and rapid transit stations to stimulate transit use.

Action Recommendations:

1. NIPC should develop model zoning and other land development control provisions for commuter rail and rapid transit station areas.
2. The Chicago Area Transportation Study, the Regional Transportation Authority and NIPC, through the transportation planning process should design a year 1995 and year 2000 transportation network which maximizes the potential for public transit use and minimizes energy use.
3. Counties and municipalities should review their land use plans and development regulations and should consider changes which would encourage development of intensive commercial, industrial, institutional and recreational land uses adjacent to existing or programmed mass transit service and which would encourage the development of multiple family residential complexes in areas within one-half mile of existing or programmed mass transit service.
4. IDOT, counties, municipalities, and other transportation system providers should plan and develop pedestrian, bicycle, and automobile access to bus, commuter rail, and rapid transit facilities.
5. NIPC, CATS, and the RTA should work with local officials to develop transit service standards and to apply the standards in subsequent transit programming decisions.

e. Airports

Northeastern Illinois contains a number of different types of airport facilities in a wide variety of locations. The major Chicago airport operations, O'Hare International, Midway, and Meigs Field, are landlocked. Other airports are located in the suburbs and in some cases, adjacent vacant land is still available for airport expansion or for development. There is great concern over the land use and environmental impacts of new airports and over the expansion of existing ones. There is also concern for the economic impacts that airport closure and conversion to other uses would have on mature communities.

Policies:

1. Locate, design, build, and operate new and existing airports in a manner which minimizes their adverse environmental and land use impacts, while maintaining reasonable access to existing or planned commercial and residential areas.
2. Encourage local development controls which prohibit those land uses which are incompatible with aircraft noise from locating in noise exposure areas.
3. Coordinate the expansion of existing airports and the site selection of new airports with municipal, county, and regional plans and development controls.
4. Encourage the maintenance of low intensity open space uses or compatible commercial and industrial use in aircraft noise and hazard areas.
5. Locate airports which serve a high proportion of training or recreational flights in open land and countryside locations.
6. Use transportation access to major air carrier and general aviation airports to enhance development in locations planned for airport related uses.
7. Encourage the design of aircraft and the use of air traffic patterns which minimize noise in existing neighborhoods and which, at the same time, do not seriously affect the capacity of the airport or the safety of operations.
8. Encourage the continued operation of publicly and privately owned airports that are important to the economic vitality of the six-county area.
9. Encourage intergovernmental cooperation in all planning, development, and management of airports.

Action Recommendations:

1. Airport operators should coordinate plans for new airport development, or expansion, with municipal, county, and regional land use plans and forecasts.
2. NIPC and CATS should work with the counties and municipalities to prepare model airport zoning regulations and land use/aircraft operating agreements.
3. The federal and state aviation agencies, in cooperation with the region's airport operators, should prepare aircraft noise forecast maps and make them available to the region's governments and other interested parties.
4. Airport operators should locate, design, build and operate new and existing airports in a manner which minimizes the adverse impact on existing and future land uses.
5. Counties and municipalities should plan for land in aircraft noise and hazard areas to be acquired and used for open space or to be zoned for compatible commercial or industrial use.

6. Federal and state aviation agencies should encourage the development of new aircraft and the retrofit of existing aircraft, and they should encourage use of air traffic patterns that minimize noise in communities surrounding airports, and at the same time, do not seriously affect the capacity of the airport or the safety of operations.
7. Federal, state, and local officials should work closely with operators of privately owned airports, which are important to the six-county area's economy, to insure the continued private or public operation of such airports.
8. Operators of public and privately owned airports should use formal agreements to establish airport advisory committees, and should include representatives of public and private interests affected by airport operations on such committees.

f. Natural Gas, Electric, and Telephone Services

No precedent exists for coordinating the provision of natural gas, electricity, and telephone service with land use planning. These services have generally been available at cost to new developments. Therefore, the availability of utilities has not been a constraint to development. Only through major new legislative or administrative efforts could private utilities be required to coordinate their services with public policy on land development.

The coordinated extension of these services could support public development policy and could conserve energy and improve system operation and maintenance.

Such a coordinated process could also provide the means to reserve needed sites and corridors for utility expansion. The ability to plan in advance could help satisfy the future space requirements of the utilities and help avoid potential land use conflicts between electric, gas, and telephone facilities and other land uses.

Policies:

1. Give priority to the multiple use of existing utility corridors, and meet future gas, electric, and telephone system needs by designing and providing multiple utility corridors as a part of all development plans.
2. Base capacities of gas, telephone, and electric facilities on regional population, employment, and land use forecasts.
3. Locate, design, and build future gas, electric, and telephone facilities to minimize adverse social, environmental, economic, and visual impacts.

Action Recommendations:

1. NIPC, CATS, and the counties should work with private utility companies to cooperatively plan to meet gas, electric, and telephone service needs.
2. Private gas, electric, and telephone utilities should enter into agreements with NIPC regarding the utilization of county, municipal and regional forecasts as a basis for facilities design.
3. State legislation should be adopted which requires private gas, electric, and telephone facilities to be designed in accordance with regional growth forecasts.
4. Private gas, electric, and telephone utilities should prepare social, environmental, economic, and visual impact statements prior to constructing new facilities and should make these statements widely available to interested parties.

5.06 INTERGOVERNMENTAL RELATIONS IN LAND USE MANAGEMENT

a. The Present Management System

Land use management is the responsibility of municipalities and counties which have power to regulate zoning and subdivisions. Over the years, this management system has worked fairly well and has become more sophisticated as municipalities and counties have increased their management and planning capability to deal with rapid growth. With rapid expansion of suburban communities during the past 25 years, the potential for intergovernmental conflict over land development has increased.

For example, the final decision on large regional shopping centers, residential developments in flood plains, major industrial parks, airport expansions, forest preserve acquisitions, and extensions of expressways and sewers are made by a single unit of government or governmental agency. However, the effects of these decisions often go far beyond the jurisdiction or immediate area of the new development. Traffic jams result when highways are not coordinated with land development. Flooding results when development reduces the floodway capacity of a stream. A forest preserve acquisition can result in the loss of a municipality's growth potential. An airport development or expansion can adversely affect residents in a neighboring municipality. A landfill operation, a major sewer extension, or a wastewater treatment plant can sometimes effect the lifestyle in a wide area.

The present land use management system is normally adequate for local land use decisions, but it is not designed to deal with major development decisions that have wide ranging effects and impacts. Frequently, affected residents and government officials don't even find out about a major development proposal until the planning, design, and financing is well along. It is often very difficult at this point for the sponsor to reconsider or modify the proposal, or even to have a productive discussion of the issues involved.

Requirements for public hearings, the preparation of environmental impact statements, and the A-95 project review process have all served to address issues raised by development proposals having broad impacts. These public review mechanisms, however, have not proved to be entirely adequate to the task. Public hearings often lead to modifi-

cations in a project but rarely result in a decision to cancel a project because of foreseeable impacts. The limited knowledge of the workings of the natural environment makes it difficult to clearly assess a project's long term environmental consequences. The A-95 project review process frequently operates under pressure of federal funding deadlines.

The first land use management recommendation in the plan suggests that the present management system can have an improved level of intergovernmental coordination through cross-acceptance of plans. Cross-acceptance of plans means that representatives of two or more public agencies voluntarily review each others plans, determine areas of agreement and disagreement, resolve disagreements if possible, and modify the plans to express a mutually acceptable consensus. The nex step is for the policy bodies of the agencies to formally consider acceptance of the other's plan. Participants could be a municipality and a park district, two municipalities, a group of municipalities and a county, a county and a regional agency, or any other combination of public agencies.

The point of plan cross-acceptance is that public agencies in the six-county area must coordinate their planning and development programs if the kind of conflicts experienced in the past are to be avoided in the future. It is also possible for the agencies involved to formalize plan cross-acceptance through an intergovernmental agreement, which specifies the exact scope and limitation of acceptance.

The second recommendation for improvement of the present land use management system is a mechanism to deal specifically with land uses of greater than local significance, such as a regional shopping center, a major forest preserve acquisition, a large sports complex, an airport runway extension, or a development which requires a major change in a sediment flood plain. The plan will refer to these land uses of greater than local significance as LUGLS.

In the plan cross-acceptance process, any LUGLS which are proposed by public agencies may be discussed, and issues can be resolved through agreement. Other LUGLS, particularly those which involve land acquisition by a public agency or private interests, may not surface through the plan cross-acceptance process due to the need for confidentiality.

The plan recommends that a voluntary LUGLS review process be established by major municipal associations in cooperation with their county. These county-municipal groups (similar in organization to the Du Page County Community Development Commission) could define LUGLS and determine how to address and resolve intergovernmental conflicts caused by LUGLS at the sub-county or county level. The process for reviewing LUGLS could be established through an intergovernmental agreement

To address LUGLS affecting more than one county or the entire six-county area, a second level of LUGLS review could be established through an intergovernmental agreement involving the county-municipal groups and NIPC.

In summary the plan recommends:

- *plan cross-acceptance,* to improve coordination between municipalities, counties, special districts and NIPC; and
- *a LUGLS review process,* to resolve intergovernmental conflicts which may occur when a new major public or private development proposal is being considered by a municipality or county.

As stated previously in the plan, the responsibility for land use management lies with municiplaities and counties in Illinois. Therefore, plan cross-acceptance and review procedures for LUGLS must be voluntary. The decisions to work for increased land use coordination and cooperation can only be made by the elected officials of municipalities and counties.

b. Intergovernmental Cooperation: A Framework for Management

Elsewhere around the country, the management of LUGLS relies on a stronger role for state government and partial preemption of local government authority in land use management. In Illinois the broad constitutional and statutory encouragement for intergovernmental contracts and agreements opens up a range of possibilities for dealing with the region's land use issues without modifying or adding new layers to the region's existing system of local local government.

Agreements among local governments dealing with LUGLS already exist in northeastern Illinois. The Techny Area Plan Adoption Agreement signed by thirteen local governments in northern Cook County is but one example. It is possible that a workable management system for LUGLS could come about through local intergovernmental agreements.

The policies and action recommendations at the end of this section relate to an overall management framework for LUGLS. They recommend an intergovernmental partnership that emphasizes improving land use management within the region.

c. Cross-Acceptance of Municipal, County and Regional Plans

An essential step in establishing an intergovernmental framework for resolving the issues raised by LUGLS is consistency of public policy on development. This step is underway in several of the counties as the county planning commissions work more closely and cooperatively with municipal planning commissions, and with neighboring county planning commissions to coordinate land use planning in border areas. It is the intent of the NIPC Commission that this land use plan, which grew out of early and continued consultation with county and municipal planners and is based on a cooperative population forecast process, will be found to be consistent with municipal and county planning programs.

Municipalities, countie and areawide agencies (including councils of governments, municipal leagues, and NIPC) can use intergovernmental agreements to accept the plans and policies of other governmental units or agencies. Among the plan elements which could be cross-accepted through an interagency planning dialogue are:

1. common development objectives, or principles,
2. common forecasts for population, employment, land use need, etc.,
3. comprehensive and functional plans, after they have been brought to the point of mutual consistency.
4. common land use management tools, like quantitative development standards, ordinances, tax policies, and capital development programs, and
5. annexation and service area boundaries.

The cross-acceptance process can also provide for periodic update and review of the cross-accepted plans or policies, and it can establish a process for the parties to work out unforeseen problems.

Cross-acceptance is seen as an ongoing public policy dialogue between two or more public agencies. Its objectives are to—

- recognize points of argeement and common interest;
- begin to resolve points of disagreement and conflict; and
- anticipate changing situations and trends in the future.

NIPC is a forum in which many points of agreement and common interest are shaped into advisory policies and a forum in which divergent interests discuss, debate, and work to resolve disagreement and conflict. Other organizations which are either already involved in the cross-acceptance of plans or could be involved, are the councils of government, the municipal associations, and the county planning commissions.

d. Land Uses of Greater Than Local Significance

To begin to resolve LUGLS issues, the six-county area should rely on voluntary intergovernmental agreements between existing agencies and/or governmental associations, including NIPC, and *avoid* the formation of new levels and layers of government.

Intergovernmental agreements between agencies and/or governmental associations have been difficult to establish and to operate in dealing with development issues. However, there have been enough successful ventures—for example, the Techny Area Joint Planning Commission, the Barrington Area Council of Governments, the Du Page County Development Commission and others—to provide a level of confidence in pursuing this alternative. Certainly, intergovernmental agreements offer the best hope for resolution of differences in a manner which is responsive to the individual and unique needs of the units of government involved.

In consideration of these factors, the plan proposes the establishment of a voluntary system for dealing with land uses of greater than local significance.

The system should be—

1. established by existing units of government, associations of units of government, counties, and regional agencies; and
2. use formal intergovernmental agreements as the vehicles to establish the framework.

Note: The extent or limitation of the powers and authority granted by an intergovernmental agreement are restricted to those granted to the parties by the State of Illinois and mutually acceptable to the parties to the agreement.

While this framework could involve intergovernmental cooperation at several levels, action on an individual project would be limited to only two levels:

1. Consideration of a development proposal by the municipality or county with legal jurisdiction, as under the present system.
2. Review of a development proposal under the terms of a voluntary intergovernmental agreement at the appropriate level. The review at the local level could include the existing municipal association and the county. The review at the multi-county level could include the municipal associations, the counties and NIPC.

The review action undertaken under the intergovernmental agreement could take several forms and include alternatively:

1. Notification of affected local governments, action as a clearinghouse and discussion forum for their comments, and preparation of advisory review, or
2. Preparation or request preparation of, an areawide impact statement, or
3. Issuance of approvals and disapprovals which would require a two-thirds majority vote by the board of the local body override, or
4. Carry out other powers which may be granted by its local government members' powers over specific LUGLS issues as determined by the local participating local governments themselves.

An intergovernmental review system could be structured to allow each LUGLS category to be acted upon by an intergovernmental group at the *appropriate level.* For example, the following:

1. LUGLS at the subcounty or county level to be reviewed by the existing municipal association, with county participation.
2. LUGLS at the multi-county level to be reviewed by the affected municipal and county group (s) and NIPC. The regional level reviews could also include the state,

the federal government, or other regional agencies, like the Illinois-Indiana Bi-State Commission by invitation when appropriate.

It should be noted again that the role and authority of each of the above groups or agencies would be determined by the participating governments and agencies through formal agreement.

The participating governments could establish definitions for the type of land use covered by the review process. The definitions might be based upon performance standards, or upon such factors as the size of a proposed development, the geographic extent of a land use's impact, or the nature of the land use itself. Critical environmental areas, like flood plains, wetlands, or natural areas, for example, could automatically be designated as subject for review.

Also, the region's local governments should insist that federal and state agencies refer development proposals not covered by the A-95 project review process to the appropriate intergovernmental group (s) before decisions are made by the state or federal governments. The intergovernmental associations could notify constituent municipalities and serve as a clearinghouse for their comments. The comments of these groups could have advisory status or more than advisory status as is now the case under HUD's Section 213 review of assisted housing proposals.

e. Cross Acceptance of Local Plans by Federal/ State Agencies

Local governments could encourage federal and state agencies to accept locally prepared and cross-accepted plans or policies and to honor them with respect to those agencies' activity.

Federal and state acceptance of local plans is not without precedent. HUD acceptance of local Housing Assistance Plans, the acceptance by the governor and the USEPA of 208 Areawide Clean Water Plans, and the federal consistency provision of the Coastal Zone Management Program all express this idea.

Upon accepting the local plans, federal or state agencies would use them as a basis for their allocation of resources, their review of grant applications, or their direct development decisions affecting northeastern Illinois.

f. The Recommended Land Use Management System

The following policy and action recommendations are intended to improve the present levels of intergovernmental cooperation and coordination through—

- use of formal intergovernmental agreements;
- cross-acceptance of plans at all governmental levels within the six-county area with acceptance of these plans by federal and state agencies; and
- establishment of a local review process for LUGLS.

Policies:

1. Provide for intergovernmental mechanisms that deal effectively with the intergovernmental aspects of land use decisions affecting critical regional resources issues, such as water supply, water quality, and flood plains.
2. Utilize intergovernmental mechanisms to provide for broader participation in the decisions made by an individual local government on land uses with effects beyond that government's legal jurisdiction.
3. Adopt local strategies for managing land uses of greater than local significance within the region in preference to giving a stronger role to the state or the federal governments.
4. Base intergovernmental review of LUGLS by affected units of government on cross-acceptance of plans at the municipal, county, and regional levels.
5. Retain land use regulatory powers in the hands of county and municipal governments; continue the present state and federal roles in land use management; and strengthen intergovernmental coordination and cooperation.
6. Encourage land use planning coordination between regional agencies and county agencies and between county and municipal governments.
7. Encourage the review of LUGLS at a level which insures the participation of all affected units of government.
8. Use existing governmental and intergovernmental groups to provide advisory reviews on LUGLS.
9. Establish a consistency in land use policy at all levels of government and consistent action on individual land use issues through cross-acceptance of plans.
10. Encourage greater state and federal recognition of county, municipal and six-county plans in northeastern Illinois and recognition of these local plans in state and federal decision-making.

Action Recommendations:

1. An ad hoc advisory committee, representing municipal and county governments should develop model approaches to the definition of and review procedures for LUGLS.
2. Municipalities, counties, and regional agencies should use intergovernmental agreements to formally cross-accept planning objectives, policies, and plans for use in all decisions or reviews.
3. Local governments should encourage federal and state agencies to accept locally prepared and cross-accepted plans and policies and to use such plans and policies in federal and state development and program decisions.
4. Municipal associations and councils of government,

with the participation of the counties, should establish a procedure to jointly review LUGLS which are submitted by their constituent local governments.

5. Federal and state agencies should refer their LUGLS proposals to intergovernmental groups within the region.

6. NIPC should continue its established role as convenor, facilitator, and technical advisor to the municipalities and counties.

5.07 PUBLIC INVOLVEMENT IN INTERGOVERNMENTAL LAND USE MANAGEMENT

The intergovernmental framework discussed in the preceding section could provide new opportunities for public involvement in land use management.

As was noted earlier, the region's present land use management system was not designed to deal with land uses of greater than local significance. Consequently, the existing system for public participation in land use decisions also does not deal with LUGLS.

Review of LUGLS by an intergovernmental group could extend participation to a broader public. For the most part, the public has had "no place to go" to express its concerns. As a land use guidance system broadens the scope of participation in such decisions by the region's local governments, it also broadens the opportunity for participation by the citizenry of northeastern Illinois.

Policy:

1. Provide for direct public participation in any intergovernmental planning,, or any system for the cross-acceptance and review of plans.

Action Recommendations:

1. Cross-acceptance of plans and policies by the region's governments should be preceded by ample opportunities for public involvement.

2. Intergovernmental groups should educate their own citizenry about the areawide consequences of land use decisions.

3. Intergovernmental groups should encourage and make formal provision for public participation in their land use deliberations.

5.08 PUBLIC-PRIVATE SECTOR RELATIONS IN INTERGOVERNMENTAL LAND USE MANAGEMENT

It is at the county and municipal levels that land use regulatory powers reside. Therefore, these governmental units have more effective formal and informal systems for the discussion of land use matters between public and private decision-makers than exists at the multi-county levels.

Informal arrangements and even formalized procedures exist for communication between the private sector and local government officials at early stages in the development process—as well as at later stages when government approvals are being sought. Provisions for consultation are established in many local land use control regulations and procedures. Similar arrangements would be of particular value to intergovernmental review groups so that LUGLS can be identified at an early stage and modified where appropriate.

Policy:

1. Actively encourage communication between the private sector and all public bodies affected by land uses of greater than local significance at early stages in the development process.

Action Recommendations:

1. County and municipal officials should encourage the private sector to communicate with intergovernmental groups when land uses of greater than local significance are in the conceptual stage.

2. Intergovernmental groups should seek voluntary agreements with major developers and homebuilder associations to provide for early consultation on land development activities.

3. Intergovernmental groups should inform the private sector about their plans, policies and concerns which have areawide impacts.

4. Intergovernmental groups should encourage private sector communication with local governments which would be impacted by the "spillover" effects of land uses of greater than local significance.

5.09 USING THE REGIONAL CONSERVATION AND DEVELOPMENT STRATEGY AND THE LAND USE PLAN IN ADVISORY PROJECT REVIEWS (A-95)

Following adoption all NIPC plans for the six-county area are used in the advisory project review process. This review process is used when a local government or other eligible organization applies for federal assistance under any one of several hundred federal programs identified by the U.S. Office of Management and Budget (OMB) in its Circular A-95, revised.

1. The Advisory Project Review Process

One purpose of the review process is to promote intergovernmental cooperation by providing the earliest possible notice to units of government and other agencies of a proposal to use federal funds for a public facility, service or other federally supported activity in their area.

Another purpose of the advisory review is to inform the federal funding agency as to whether or not the proposal is consistent with adopted regional plans and policies.

The *Regional Land Use Policy Plan* and the subregional planning process it espouses can be a statement by the municipalities, counties, and NIPC of the common goals for land conservation and development which will be needed by residents of the six-county area. This Plan and the project review process can, in effect, be used by local officials to assist in the implementation of municipal and county land use plans.

There Are a Number of Factors Which Must Be Considered

- The funding agencies make the final, determinative decision on all proposals. NIPC's reviews and all comments forwarded are strictly advisory.
- The Congress, with the administrative departments, determines the amount of federal funding which will be available to the six-county area.
- All project proposals may have merit, but the demand for assistance invariably exceeds the supply of funds available; many programming requirements of the funding agencies already stress prioritization, e.g., open space and Federal Aid Urban System (FAUS).
- A region-wide strategy on conservation and development, to be meaningful and effective must be supported by funding agencies cooperating with officials in the six-county area.
- Participation of local jurisdictions is also essential to the strategy and the plan implementation process.

2. Relationship of the Land Use Plan to Other Functional Plans in the Advisory Review Process

It has been the Commission's position over many years that the overall Comprehensive General Plan and each of the functional plans, such as wastewater and open space, are interdependent and must be viewed as being interrelated. It would not be proper, for example, to propose a tract of land for open space acquisition and then to plan for the provision of wastewater service to the same tract. Therefore, this plan will be utilized in project review activities in the same manner as the Commission's other functional plans.

3. The A-95 Process and the Regional Conservation and Development Strategy

a. NIPC will contact all the relevant federal and state funding and regulatory agencies to:

- Inform the agencies of the region's newly adopted Regional Conservation and Development Strategy and land use objectives and carefully describe the major areas which require further study, including:
    - Causes of current development trends;
    - Mechanisms to deal effectively with current development trends;
    - Methods for monitoring and evaluating future development trends relative to the Strategy;
    - Agreement on amounts of new growth in the various developing areas and reasonable conservation targets for existing mature areas.

NIPC would maintain ongoing contact with these agencies and local governments so that all parties can mutually arrive at feasible ways to implement the Commission's recommended Regional Conservation and Development Strategy, and work toward a speedy resolution of the unanswered questions.

b. NIPC's advisory comments on grant applications will address the consistency or inconsistency of proposals with the various adopted region-wide functional plans and facilities programming efforts.

c. In addition, the Commission will urge that priority be given by the funding agencies to the following types of funding proposals:

i. education, law enforcement and other supportive services and facilities in mature, urbanized municipalities or areas;

ii community development and rehabilitation proposals in mature, urbanized municipalities or areas;

iii economic development and job training in mature, urbanized municipalities or areas;

iv. transportation proposals that directly link job centers with areas having standard lower income housing;

v. limited new development, as well as supportive facilities and services that significantly work toward achievement of major goals and objectives of this Plan and the Regional Residential Policy Plan, and are consistent with current county planning.

vi. cooperative subregional planning and implementation efforts that provide for a diversity of land uses and housing types in each subregion, consistent with this Plan and the Regional Residential Policy Plan;

vii. housing assistance proposals that meet identified subregional and regiona-wide needs.

d. The Commission will encourage informal reviews (A-Reviews) of proposals from private developers and public bodies in accordance with established procedures.

4. A-95 Advisory Review Procedure and Equality of Opportunity

Regarding the question "the extent to which the project contributes to more balanced patterns of settlement and delivery of services to all sectors of the area's population, including minority groups" (Part I, Section 5E, Circular A-95, Revised), and northeastern Illinois' Equality of Opportunity Goals and Objectives for racial and economic minorities which are an adopted part of the Comprehensive General Plan, the following should be clearly stated:

a. The Commission is concerned that a current project proposal contributes to open* patterns of settlement and delivery of services to all sectors of the area's population, including minority groups.

b. It is the Commission's intention that through the Regional Conservation and Development Strategy more open patterns of settlement and delivery of services will be fostered.

c. To the extent that NIPC, local governments, or citizens support or challenge any application as to its adherence to equality of opportunity for all persons, the Commission will refer such comments to the relevant federal or state agency for evaluation and dsiposition.

d. In order to encourage fairness and accuracy in evaluations and decision making when challenges are made, the Commission will assist, at the request of the funding agency or challenging party or applicant, in providing and developing factual information and accurate data relevant to the particular case. Information could concern such items as: existing market rate or assisted housing within the financial means of lower income households; active participation in the subregional housing assistance effort; official action articulating housing policies, identifying needs and goals, and establishing mechanisms furthering fair housing practices and encouraging diverse opportunities.

e. The Commission, in reaching its decision, will consider the factual information and accurate data relevant to the particular case and shall append its comments to the project review.

f. By establishment of this procedure, the Interim Housing Criteria, created in 1976, are rescinded.

*"Open," as used here, denotes a widespread availablity of access to opportunities in support of the goals and objectives of the *Comprehensive General Plan.*

Appendix

1. Critical Environmental Area Guidelines

In the formulation of this report, the following technical documents and adopted plans were utilized as research documents:

a. Flood Plains

Suggested Flood Damage Prevention Ordinance with Commentary, Local Planning Aid No. 9, NIPC, August 1977.

Guidelines inherent in the *Regional Overbank Flooding and Stormwater Drainage Policy Plan,* NIPC, June 17, 1976.

b. Wetlands

Inland freshwater wetlands types and descriptions as set forth in *Wetlands of the United States,* Circular 39, Fish and Wildlife Service, U.S. Department of the Interior, 1956, or subsequent amendments thereto, or replacements thereof.

Locations of wetlands in northeastern Illinois as depicted on the 7½ minute quadrangle maps, U.S. Geological Survey, or as detailed by the U.S. Department of Agriculture, Soil Conservation Service as part of the metropolitan river basin planning studies.

c. Aquifers

Maps depicting the location and potential yields of shallow and deep aquifers; and guidelines for groundwater utilization inherent in *Water Resources Availability, Quality, and Cost in Northeastern Illinois,* ,Report of Investigation 83, Illinois State Water Survey, 1976.

d. Groundwater Recharge

Locations of groundwater recharge areas in northeastern Illinois as depicted on "Hydrogeologic Rating of Northeastern Illinois as to Relative Significance for Natural Recharge to Shallow Aquifers," Illinois State Geological Survey, 1977.

Guidelines inherent in the section on "Hydrogeologic Properties Related to Groundwater Recharge," *Geology for Planning in Northeastern Illinois,* Vol. VIII, Regional Summary, Illinois State Geological Survey, May 1, 1977.

e. Water Shortage Areas

Locations of projected water shortage areas as depicted in the section on "Balancing Groundwater Supply and Demand," *Water Resources Availability, Quality, and Cost in Northeastern Illinois,* Report of Investigation 83, Illinois State Water Survey, 1976.

f. Surface Reservoirs

Locations of potential surface water reservoirs as depicted on maps and described in *Potential Surface Water Reservoirs of Northern Illinois,* Report of Investigation 58, Illinois State Water Survey, 1967.

g. Water Pollution

The following maps delineating geologic conditions related to pollution potential in northeastern Illinois, Illinois State Geological Survey, 1977:

Plate 4	"Geologic Conditions Relative to Land Burial of Wastes in Northeastern Illinois"
Plate 5	"Geologic Conditions Relative to Surface Spreading of Wastes in Northeastern Illinois"
Plate 6	"Geologic Conditions Relative to Development of Septic Systems in Northeastern Illinois"
Plate 7	"Geologic Conditions Relative to Application of Fertilizers and Soil Additives in Northeastern Illinois"
Plate 8	"Geologic Conditions Relative to Application of Herbicides and Insecticides in Northeastern Illinois"

Guidelines inherent in the section on "Waste Disposal and Land Treatment Practices," *Geology for Planning in Northeastern Illinois,* Vol. VIII, Regional Summary, Illinois State Geological Survey, May 1, 1977.

h. Sedimentation and Erosion Control

Standards and Specification for Soil Erosion and Sediment Control, Northeastern Illinois Natural Resource Service Center, August 1973.

Locations of Lake Michigan 100-year coastal bluff erosion and recession rates as depicted on maps in *Bluff Erotion, Recession Rates and Volumetric Losses on the Lake Michigan Shore in Illinois,* Environmental Geology Notes No. 76, Illinois State Geological Survey, July 1976.

Guidelines for coastal erosion control inherent in the *Illinois Coastal Zone Management Program,* Preliminary Draft, Illinois Department of Transportation, Division of Water Resources, November 1976.

i. Air Pollution

Maps depicting "Sulfur Dioxide Hot Spots As Determined by Ambient Monitoring for 1976" and "General Areas Where Total Suspended Particulates Exceed the

Annual Air Quality Standards in 1976," Illinois Environmental Protection Agency, Division of Air Quality Control, August 1977.

j. Natural Areas

Detailed site maps of natural areas in northeastern Illinois prepared as part of the Illinois Natural Areas Survey by the Illinois Department of Conservation, 1976-1977.

Comprehensive Plan for the Illinois Nature Preserves System, Part I Guidelines and Part II Natural Divisions of Illinois, Illinois Nature Preserves Commission, June 1972 and June 1973.

Rules for Management of Illinois Nature Preserves, Illinois Department of Conservation, Illinois Nature Preserves Commission, August 28, 1963.

A Directory of Illinois Nature Preserves, Illinois Department of Conservation, Illinois Nature Preserves Commission, 1976.

k. Mineral Resource Deposits and Extraction Areas

The following maps delineating mineral resource deposits and extraction areas in northeastern Illinois, Illinois State Geological Survey, 1977:

"Dolomite Resources in Northestern Illinois"
"Sand and Gravel Resources in Northeastern Illinois"

l. Agricultural Lands

Guidelines for agricultural land management inherent in *Agricultural Non-Point Source Management Practice,,* NIPC, 1977.

m. Historic Resources

Detailed maps and information on historic resources in northeastern Illinois prepared as part of the Illinois Historic Sites and Structures Survey by the Illinois Department of Conservation.

Map depicting generalized location of historic sites, structures, and archaeological sites in northeastern Illinois, based on data supplied by the Illinois Department of Conservation, NIPC, 1977.

Sites on the National Register of Historic Places, U.S. Department of the Interior, as mapped by NIPC, 1977, and subsequent amendments thereto.

2. Major Public Investment Guidelines

In the formulation of this report, the following technical planning documents and adopted plans were utilized as research documents:

a. Open Space

Map depicting "Regional Open Space Plan Acquisition Areas," NIPC, 1971, as amended.

"Regional Open Space Evaluation Criteria," as set forth in the *Regional Open Space Plan,* NIPC, March 1971, as amended.

"Guidelines for Prioritization of Open Space Applications," NIPC, 1964, as amended.

b. Wastewater and Water Supply Facilities

See Section 5.05b.

c. Highways and Interchanges

Guidelines for highways and interchanges as implied in the *1995 Transportation Systems Plan,* CATS, November 1974, as amended.

Guidelines for transit station development as set forth in *Transit Station Area Development,* Final Report, NIPC, June 1976, and *A Framework for Transit Station Area Development in Northeastern Illinois,* Summary Report, NIPC (draft presently under review).

d. Airports

Guidelines for airport facilities as implied in the *1995 Transportation Systems Plan,* CATS, November 1974, as amended.

Guidelines for noise compatible airport environs land use development as set forth in *Metropolitan Aircraft Noise Abatement Policy Study, O'Hare International Airport,* NIPC, July 1971.

Guidelines for airport environs development as set forth in *Land Use and the Regional Airport System in Northeastern Illinois,* NIPC (draft presently under review).

Map depicting critical aircraft noise contours (Noise Exposure Forecast) for major airports in northeastern Illinois, NIPC, 1977.

3. Developments of Regional Impact Guidelines

The following guidelines for developments of regional impact are adopted and made a part of this plan:

a. Elements that Should be Considered in Assessing the Impact of Developments of Regional Impact

- Environmental and natural resource impacts:
  - Water quality
  - Air quality
  - Noise
  - Visual and aesthetic
  - Vegetation and wildlife
  - Historic resources
  - Energy, mineral, and other resources
- Socio-economic impacts:
  - Inequities in costs and revenues to affected communities
  - Shifts in employment and residential patterns
  - Housing availability
  - Community Character
  - Costs and income to users, employees and the region as a whole
  - Differentials in utilization of federal and state funds
- Public investment impacts:
  - Demands for expansions of sewers, water supply, transportation, and solid waste systems
  - Demands for police, fire, and other services
  - Loss of open space opportunities
  - Effect on maintenance of existing systems

Land Use
Land Consumption
Inducement of peripheral development
Consistency with regional growth objectives
Impact on existing development

b. Definitions and Standards of Developments Presumed to be of Regional Impact

No definitions and standards are included herein. The plan recommends that studies be undertaken to develop appropriate definitions and standards.

ACKNOWLEDGEMENTS

The Northeastern Illinois Planning Commission gratefully acknowledges the following persons and organizations for their assistance in the research, organizing and drafting of the Regional Residential Policy Plan:

HOUSING AND LAND USE ADVISORY COORDINATION COMMITTEE

Frank Albert: Chairman

The preparation of this report was financed in part through an urban planning grant from the U.S. Dept. of Housing and Urban Development under provisions of Section 701 of the Housing Act of 1954 as amended; in part through a grant from the U.S. Dept. of Transportation, Urban Mass Transportation Administration, under the Mass Transportation Act of 1964 as amended, in part through a grant from the Illinois Dept. of Transportation