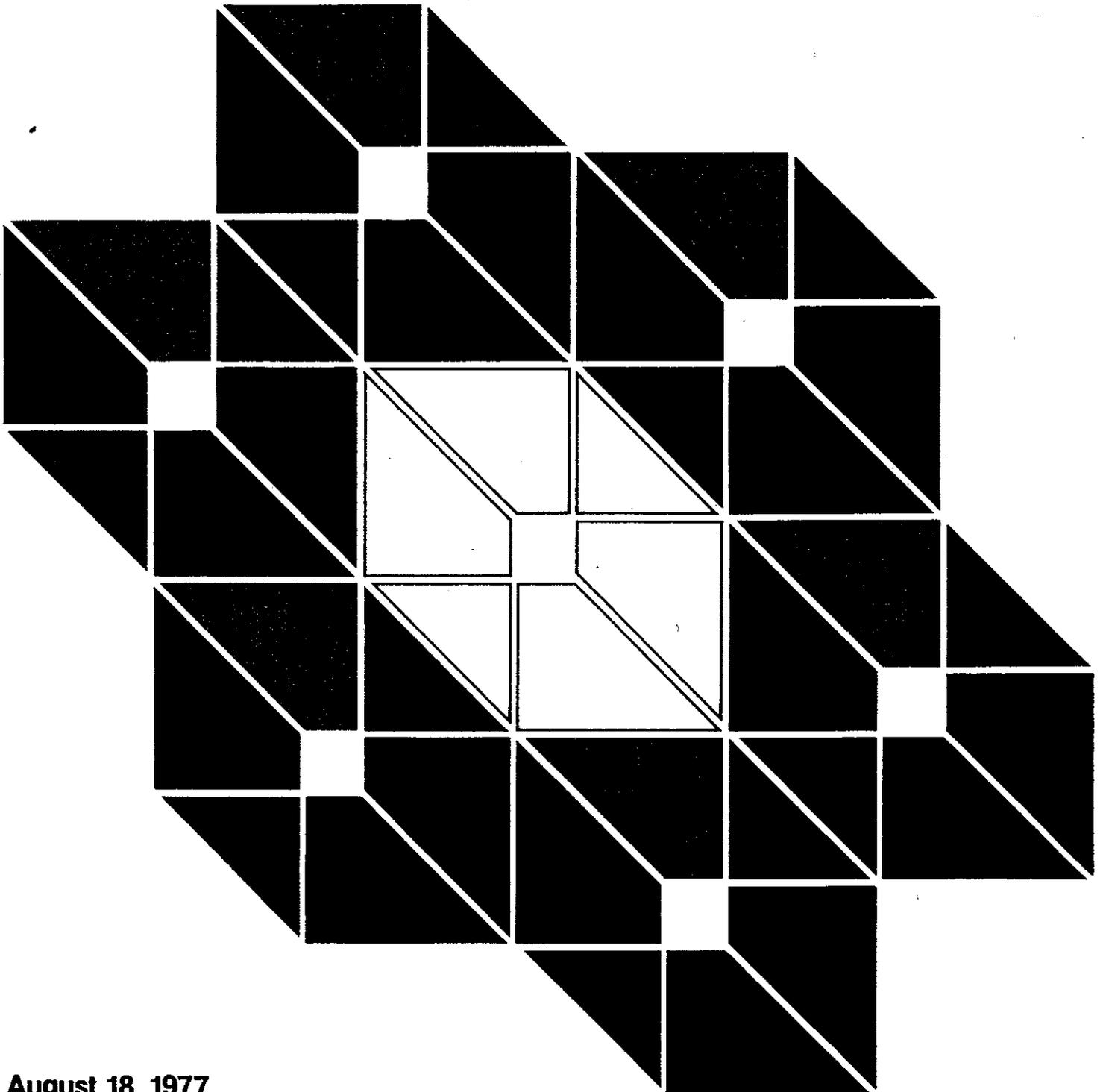


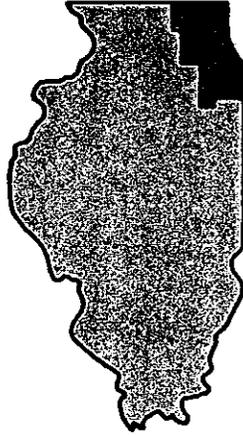
comprehensive general plan

for the development of the northeastern illinois counties area



August 18, 1977

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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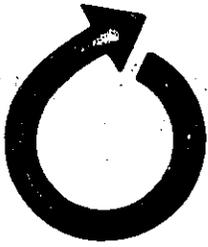
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Metropolitan Sanitary District
of Greater Chicago**
Nicholas J. Melas *President,*
*Metropolitan Sanitary District of
Greater Chicago*

August 18, 1977

To the Public Officials and Citizens of Northeastern Illinois:

I am pleased to transmit to you the updated Comprehensive General Plan for the Development of Northeastern Illinois Counties adopted on August 18, 1977. This Plan reflects direct involvement of NIPC's Commissioners and incorporates many public concerns received through an extensive public participation process.

As all plans, the Comprehensive General Plan must be kept up-to-date through periodic revision to insure that emerging issues of concern to you, the citizens of northeastern Illinois, are properly treated.

The Commission has instructed the staff to continue investigating new areas of concern which may require future additions or revisions to the Comprehensive General Plan including energy conservation, improvements in the economic base, provision of human services, and more.

Sincerely,

James J. McClure, Jr.
President

JJMcC:gs
Enclosure



northeastern illinois planning commission

400 West Madison Street Chicago, Illinois 60606

(312) 454-0400

August 18, 1977

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Metropolitan Sanitary District of
Greater Chicago*

Mr. James J. McClure, Jr., President
Northeastern Illinois Planning Commission
400 West Madison Street
Chicago, Illinois 60606

Dear President McClure:

This will transmit to you the Comprehensive General Plan for the Development of Northeastern Illinois Counties Area adopted on August 18, 1977. This plan is an update of the Comprehensive General Plan originally adopted by the Northeastern Illinois Planning Commission in 1968 after extensive investigation and evaluation of pressing regional issues and after a thorough program of public participation.

Two major considerations led to the update of the 1968 Plan. First, new insights about the practice of regional planning were gained as the Comprehensive Plan and its component functional plans were applied in the day-to-day activities of the Commission. Second, over the years, public concern and priorities have shifted to place greater emphasis on these issues: conservation of environmental and energy resources; a higher quality of life; public transportation; social services; and economic growth.

I am indebted to the Commissioners who devoted many hours helping update the plan. It was no easy task. The Comprehensive General Plan has to be both the basis for all other regional plans, and a fundamental statement about the Commission's beliefs and intentions. My special thanks go to Piero Faraci, staff project director, whose job was to meld planning recommendations with Commission policy.

Thus, this update, though based on the original Plan, reflects these new insights and concerns.

Sincerely,

Matthew L. Rockwell
Executive Director

MLR:gs
Enclosure

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1999-2000

Preamble

CONTINENTAL FOCUS

The Great Lakes, the midwestern prairie, and the system of great rivers—three magnificent continental resources join along Lake Michigan's southern shore. The prairie, its rich soil supporting an abundance of farm crops, stretches a thousand miles south and west from this junction. The lake system reaches eastward to the Atlantic coastal cities and the seaways of the world. The river system extends southward eleven hundred miles to the Gulf of Mexico and likewise to the seaways of the world. At this intersection lies the Chicago metropolitan area, the hub of a vast and thriving region.

This metropolitan area includes eight counties, six in northeastern Illinois and two in northwestern Indiana. The six northeastern Illinois counties cover some 2,400,000 acres of land. In 1970 there were about 3,200,000 jobs for a population of just under 7,000,000 people. In the northwestern Indiana portion of the region, the two counties extend over 600,000 acres of land. In 1970 there were 235,000 jobs for a population of 633,000 people.

The entire region is governed by well over 1,350 units of general and special purpose governments. This is, by far, the largest and most complex structure of governmental organization of any region in the nation.

PLANNING IN THE REGION

The responsibility for coordinating and unifying the planning activities of this vast and diversified region is shared by three major entities. The Northeastern Illinois Planning Commission coordinates the planning activities for the communities in the six county Chicago Standard Metropolitan Statistical Area. The Northwestern Indiana Regional Planning Commission coordinates planning for the Gary-Hammond-East Chicago Standard Metropolitan Statistical Area. The Illinois Indiana Bi-State Commission provides a regional planning overview for the Chicago-Gary Standard Consolidated Statistical Area through a variety of activities. Chief among these is the annual preparation of the Unified Regional Planning Program where future planning activities of each agency are described and the responsibility for their implementation is assigned.

THE NIPC COMPREHENSIVE PLAN

The Comprehensive General Plan for the six county northeastern Illinois region, consisting of the counties of Cook, DuPage, Kane, Lake, McHenry and Will, was originally adopted in April 1968.

This version of the Plan, adopted on June 17, 1976 by the Northeastern Illinois Planning Commission, reflects three years of preparation. During this period, the people of the region guided this effort through a series of deliberations involving their elected and appointed local officials, their municipal, county, state and federal agencies, their representatives in NIPC, and, of course, by their own direct advocacy at many public meetings and hearings on various functional segments of the Plan. This public participation, which included a workbook and questionnaire distributed in early 1976, culminated in final public hearings held prior to adoption.

As public attitudes and conditions change, so must the planning documents that guide public decisions. Plans require periodic updating to refocus emphasis and adjust to changing events and emerging needs. The 1968 Comprehensive General Plan reflected concern for uncontrolled growth and urban sprawl and the preservation of natural resources during a period of rapid expansion. In keeping with this concern, policies were set forth to contain and guide development. It was recommended that most suburban growth occur in development corridors consisting of land with convenient access to adequate systems of mass transportation, water supply, sewage disposal and other essential facilities and services. Large open spaces, agricultural areas, and low density residential developments were recommended for the spaces between development corridors.

These recommendations apply today as they did in 1968, but in addition, the updated Comprehensive Plan of 1976 reflects some of the important changes that have taken place during the short span of eight years from 1968 to 1976. These include chronic inflation, tightening public budgets, energy shortages, buoyant suburban land costs, housing abandonment in older neighborhoods and a new awareness of the need for widespread environmental improvement.

The region will continue to grow and grow impressively, but the rate will not approach that of the 1950s and 1960s. Consequently, the resources and costs that went into the exploding growth of the 1960s can now be devoted to enhancing the lives and living conditions of people already settled.

PLANNING FOR CHANGE

Given the inflating costs of energy, resources and land, two approaches toward conserving the region's resources are emphasized in the Plan. First, there is an increasing need to synchronize land use, transportation and utility planning to minimize environmental incursions and public capital improvement costs. Second, the improvement and redevelopment of existing cities, whose public facilities and services are under-utilized or deteriorating, are equally essential.

Economic recession has its greatest impact on the region's oldest employment centers and on workers at the low end of the job ladder. These include a disproportionate number of minority groups. Consequently, the Plan underscores the need to arrest further deteriorations of older employment centers and residential neighborhoods. There is also a parallel need to provide housing opportunities for low and moderate income families near suburban places of employment and to improve public transportation connecting job centers to residences.

The region's citizens have the opportunity to reassess goals for growth and future development in this Plan. It views established communities as centers of new opportunity rather than remnants of the past. In a period of constraint and consolidation, we can guide new growth into more compact, economical forms. We can conserve and revitalize what we have, to yield multiple benefits for future generations.

How the Plan is Used

All public agencies serving as operating units of government within the region share the responsibility for the utilization of this Plan. They exercise a wide range of statutory powers which directly influence development patterns within their jurisdiction and, indirectly, the development patterns of the entire region. They also provide or support a variety of social and economic services which contribute to a better quality of life. This Comprehensive Plan provides coordinated development guidelines to assist with those decisions that have regional implications.

Municipalities and counties have the power to prepare their own plans for land use, for the provision of services, and to implement plans through land use controls. These local governments, together with private interests, develop detailed applications of the regional plan. In addition, municipalities and counties have extensive authority, granted by the 1970 State Constitution, to enter into cooperative agreements. These agreements can be used to insure that the actions of individual governments are not in conflict with those of their neighbors.

State and regional operating agencies have great influence on the region's development patterns through the planning and construction of transportation and utilities systems and the acquisition of public open space. These facilities are the basic physical framework for the region's development. This Plan provides comprehensive guidelines for planning, construction and acquisition of these systems.

State and federal funding agencies, through selective funding of proposed projects, facilitate the implementation of local plans. This Plan provides state and federal agencies with regionally sound criteria for selecting projects consistent with regional objectives as well as local needs.

The Northeastern Illinois Planning Commission has the responsibility for comprehensive planning either as the lead agency or as a partner with other planning agencies. Through its planning, research, and local services, it assists local governments, state and federal agencies. In addition, NIPC has the unique responsibility, as designated Clearinghouse Agency for A-95 review, to prepare comments on certain local government applications for state and federal grants. The Comprehensive General Plan provides the framework for Commission action both in the preparation and adoption of plans and for the evaluation of proposed projects for consistency with the region's goals and objectives. To maintain its usefulness as the guiding and coordinating instrument for development, this Plan is reviewed continuously so that it may reflect new developments, emerging needs and opportunities in the region.

Goals and Objectives

The Goals and Objectives of this Plan draw from values widely shared throughout the region; they are broad in scope and definition. The Goals provide general guidance for policy planning and anticipate what can be achieved by the year 2000. The Objectives provide a framework for specific regional undertakings and suggest how to move toward attainment of the Goals.

EQUALITY OF OPPORTUNITY

Goal: 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.

Objectives: Increase the supply of housing for low and moderate income families throughout the region.

Reduce disparities in the quality of education, transportation, recreation, health care, and other services essential to family and personal development.

Eliminate discrimination in jobs and housing.

ECONOMIC DEVELOPMENT

Goal: Expansion of economic opportunities for all and improvement of the region's ability to maintain its share of economic growth.

Objectives: Improve the quality of transportation, utilities and communication facilities.

Encourage the location of commercial and industrial developments in accordance with sound land use principles.

Redevelop older commercial and industrial sites to attract new development and reverse the decline in tax bases.

Expand the labor force skills and improve job market services.

Reduce fiscal inequities that distort regional growth patterns.

QUALITY OF DAILY LIVING

Goal: Enhancement of the quality of personal and community life.

Objectives: Improve the quality and accessibility of public services and cultural, recreational and social amenities.

Improve and extend the public transportation systems.

Enhance the quality of living, working and leisure time environments to promote personal health, safety and community life.

Provide a diversified and attractive visual environment.

Preserve historical, architectural and natural landmarks.

BALANCED USE OF RESOURCES

Goal: 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 for future generations.

Objectives: Protect flood plains, prime agricultural land and sites unsuited for urbanization.

Promote land use patterns to conserve scarce energy, land and other natural resources.

Reduce air, water and noise pollution.

RESPONSIVE AND EFFECTIVE GOVERNMENT

Goal: Effective representative government, responsive and accountable to the region's citizens.

Objectives: Widen opportunities for individuals to participate in shaping public policies and decisions.

Increase accountability of governments at all levels to their constituency.

Promote the equitable resolution of conflicts among local governments.

Minimize the proliferation of local and special purpose governments and more rationally realign the jurisdictional boundaries of local agencies.

A Concept of Order

This diverse and heavily populated region consists of many areas, each with distinctive characteristics. Yet, a natural order can be perceived. The region can be classified into the following four basic types of areas:

MATURE URBANIZED AREAS

These are areas where substantial urban development has taken place in years past. They have now matured. The primary examples are the City of Chicago and the more mature suburban communities such as Evanston, Cicero and Maywood which surround it. Other examples include the older satellite cities of Waukegan, Joliet, Elgin and Aurora.

Planning issues in these mature areas center around conservation, rehabilitation, population decline, redevelopment, upgrading of urban, physical and human services, maintaining job opportunities and economic stability, accommodating population shifts and racial, economic, or social changes and protecting historical and cultural assets.

NEWLY URBANIZED AREAS

These are suburban communities which in recent years have experienced rapid and substantial urbanization and now have large concentrations of diverse population and commerce. Examples are Arlington Heights, Schaumburg and Elk Grove Village.

The primary issues are the consolidation and preservation of new development, further protection of natural resources and the adoption or maintenance of recognized development or conservation standards.

DEVELOPMENT AREAS

These are areas in or near corridors formed by public transportation facilities, including commuter rail or bus service, where it is anticipated that much of the region's new growth will occur. These corridors are generally contiguous or related to existing urbanized areas—both mature and newer—and can be further classified into:

- Existing:** Where an adequate level of the three basic urban services, public transportation, public utilities and municipal services are provided.
- Planned:** Where an adequate level of at least one of the three basic urban services exists and where provision for the others has been made in adopted plans.
- Potential:** Where an adequate level of at least one of the three basic urban services exists and where provision for the others may be accomplished by an amendment of adopted plans.

An adequate level of the three essential service elements is defined by the provisions stated in functional plans, policies, programs and criteria adopted or endorsed by the Commission.

The primary issues in development areas relate to the management of growth, the protection of natural environment at the interface with development and the balanced investment in urban services.

RURAL AREAS

These areas are neither urbanized nor under development at this time. They contain agricultural land, open lands and established rural communities. These areas are a vital and integral part of the region as places of residence and employment for a small but significant segment of the population. They supply essential grains, dairy products, meats, minerals and other natural resources and include stretches of open land. The primary issues center on maintaining these rural areas in their present use or permitting only low intensity development, in a most sensitive manner considering the potential impacts these developments can have on rural areas.

SUMMARY

The policies and functional elements of the Plan address the issues identified in these four areas comprehensively and within the framework of a "concept of order." In each element of the Plan, appropriate recommendations are made to guide public and private investment decisions for the region's new growth and for the preservation of the urbanized areas and the natural resource base.

Residential Policies

The quality of life and equality of opportunity are profoundly influenced by available residential choices. The residents of the region require a mixture of sound housing types to suit their age, family size, income and tastes in diverse locations convenient to jobs, recreation and other places of importance in the daily routine. To accomplish this, it is necessary to encourage a variety of housing in mature urbanized areas and the developing areas. Residential concerns extend beyond buildings to the entire environment for living created by neighborhoods and communities.

The maintenance of existing housing and neighborhoods is of prime importance in providing needed residential choices for the region's residents. A significant portion of the area's urban, suburban and rural housing is in substandard condition. The goals of quality of daily living and equality of opportunity require action toward maintaining and improving the current housing stock and the provision of a full complement of services in urbanized areas.

New residential development should have a proper level of physical and social services, as well as quality housing construction that meets reasonable standards. The timing of services to new residential development is crucial. New intensive residential development, including single family homes, townhouses and apartments, should be located in areas served by a full complement of physical and social services, especially public transportation.

Discrimination persists in the housing market based on race, national origin, sex, marital status, religion and socio-economic level. It limits the ability to find homes convenient to job opportunities, recreation and education, and distorts planning objectives in the region.

The following policies provide planning guidelines supportive of the regional goals and objectives. The Commission's functional plans already available and those being developed provide definitions and specifications for these policies.

- Promote the operation of a housing market that functions, as required by law, without discrimination.
- Promote housing opportunities for varied household sizes, types and income levels on a balanced, widespread basis in all parts of the region.
- Promote housing in proximity to employment opportunities.
- Improve the quality of the residential environment in all existing residential areas through the revitalization of deteriorating areas and provision of a full complement of services in urbanized areas.
- Preserve existing housing and neighborhoods so that existing housing units and neighborhoods are fully utilized to meet the residential needs of the region.
- Encourage new residential development to occur contiguous to existing development, and within municipal boundaries or within areas which municipalities plan to service in the near future.
- Promote the proper level and phasing of physical and social services for all new residential development.
- Foster new intensive residential developments including single family homes, townhouses and apartments, only in areas where a full complement of urban services, including public transportation, public utilities and municipal services are either available or where responsible bodies can demonstrate the capability of supplying such services in the near future. These are areas:
 - Within a short drive from a commuter station or walking distance of a bus stop where the level of service is in keeping with regional plans.
 - Served by wastewater facilities and where the level of service is in keeping with regional plans.
- Preclude residential development on prime agricultural land, flood plains, soils with severe limitation for urban development, existing and proposed regional open space, and areas where urbanization would be detrimental to ground or surface water.
- Foster the use of codes and ordinances based on performance standards in housing construction and rehabilitation. Enforce codes and ordinances to preserve neighborhood housing quality and to prevent blight.

Major Activity Centers Policies

Major activity centers are places of intensive activity which attract more than local population and employees and generate high volumes of pedestrian and vehicular traffic. They include such attractions as principal central business districts, large industrial parks, research and development complexes, major public and private institutions, large shopping centers and major sports and recreation complexes.

Convenient access by auto has been the prime consideration in site selection for new major activity centers. In recent years, these sites frequently have been selected in the outer areas of the region where land is relatively cheap and large parcels of open land are still available. Unfortunately, the development of some of these sites has had some adverse repercussions: the separation of new employment centers from public transportation and established residential areas, the stimulation of additional peripheral development which may be inconsistent with regional development goals; and competition with existing commercial, industrial and recreational centers which are more appropriately located with respect to providing urban services and serving population concentrations.

The following policies provide planning guidelines supportive of regional goals and objectives:

- Enhance the central area in the City of Chicago as an international cultural, commercial and business center.
- Balance the positive and negative impacts on communities served by new or expanded major activity centers.
- Enhance existing major activity centers through modernization and the improvement and expansion of urban services whenever feasible and appropriate.
- Support the development of new major activity centers only when there is a demonstrated need for such centers. To receive this support major activity centers are to be located based on the availability of urban services such as public transportation (within walking distance), public utilities and municipal services, as well as highway access either existing or programmed by public agencies.
- Development peripheral to new major activity centers is to be regulated by local development controls consistent with officially adopted local and regional policies.
- Provide for the protection of the natural environment and significant cultural and historical resources.
- Encourage clustering of major activity centers to provide for optimum use of resources and more convenience, personal safety, and attractive surroundings for the worker, service user and shopper.

Transportation Policies

The transportation system is a strategic and fundamental element in shaping regional development. While the system is generally designed to serve the pattern of developed land, it also has a direct impact on future land uses and the location of new industrial, commercial and residential centers. Effective transportation and communication facilities are critical to the continued economic vitality of the region. In addition, the provision of public transportation, along with public utilities and municipal services, influences the quality of daily living and accessibility for residents throughout the region to economic, social and cultural opportunities.

A significant feature of the area's transportation system is that it includes four strong networks: rapid transit, commuter rail, freeways and waterways. This region also includes the world's busiest airport and is a continental hub for freight transportation. An extensive arterial roadway system, and a sophisticated bus system in the mature and urbanized areas, provide the local travel interface with these regional networks.

The northeastern Illinois region has a well developed transportation network compared with other regions, but problems still exist. The expansion of the highway network promoted widely spread commercial, industrial and residential developments at relatively low densities. Consequently, private motor vehicles have become the dominant transport modes. This shift to highly polluting and less energy efficient forms of transportation has had profound consequences for the region. The cost of providing transportation services, traffic congestion, health and safety hazards, and the negative environmental impact resulting from transportation have all increased. The high level of accessibility provided by trucks and automobiles has encouraged new developments in peripheral areas deficient in urban services. The lack of public transportation to developed areas and areas suitable for development restricts some of the region's residents in their choice of housing location, employment opportunities and their general level of mobility. Finally, these factors combine to make the region especially vulnerable to changing world energy markets.

The following policies provide planning guidelines to address these issues and support the regional goals and objectives.

- Coordinate local and regional plans for transportation with the provision of utilities and municipal services in areas suitable for development and redevelopment.
- Provide public transportation service to developed areas, major activity centers, areas designated by regional plans as suitable for development and redevelopment.
- Encourage the development of diversified and integrated transportation systems that provide opportunities for interchange between transportation modes and between different services of the same mode.
- Improve the existing transportation systems to reduce congestion, safety and health hazards, costs and environmental intrusions.
- Minimize the adverse social and environmental impacts caused by the construction of the transportation system.
- Promote the development of transportation systems that are energy efficient.
- Minimize the public cost of constructing and operating transportation systems, and distribute the fiscal impacts and benefits equitably throughout the region.
- Encourage the development of new technologies that would reduce the amount of travel and goods movement required for daily life.
- Encourage the development of standby emergency regional and local plans and programs to cushion the impact of sudden fuel shortages.
- Promote transportation systems that effectively consider the travel needs of the mobility-limited persons.

Environmental Resources Policies

The quality of the region's environmental components including air, water and land influences the quality of life for the residents of the region. Major public works and regulatory measures by various levels of government, combined with the consolidation of services into regional systems, provide a high level of service and protect environmental quality. In some cases, however, the quality of the environment has been overlooked in promoting needed urban and economic growth. As a result, air and water quality have suffered, and irreplaceable lands and topsoils have been lost. In other cases, new urban facilities have been located in areas where they have an adverse impact on the living or natural environment. Finally, the impact of the environment by runoff from agricultural land and major highways has been little understood and largely ignored until recently.

The Environmental Resources Policies in this section, combined with selected policies for residential and regional centers development, open space preservation and transportation recommend the type of action necessary to protect, improve and conserve scarce environmental resources. The provision of a wide choice of housing types will help reduce the per capita consumption of land for urban development. The location of new developments in areas served by urban services and facilities will help to protect the water quality of lakes and streams. The criteria for selecting and acquiring open space will help preserve critical soils, geologic features, flood plains, groundwater deposits and other natural features. The emphasis on public transportation and on the reduction of travel demand will help reduce air pollution caused by the automobile.

The policies below provide the basic guidelines for shaping decisions that recognize the need to protect, improve and conserve limited air and environmental resources for the present and as our heritage for future generations.

- Conserve and improve the region's air, land, water, and energy resources by protecting areas unsuitable for development and by limiting the adverse waste products of development and redevelopment.
- Protect water recharge areas, groundwater deposits, flood plains, wetlands, prime agricultural lands and valuable mineral deposits from the negative effects of development.
- Encourage observance and improvement of environmental standards, including improvement of the aesthetic quality of the region. As appropriate, locate utility lines underground and along existing rights-of-way to minimize disruption to communities and neighborhoods.
- Reserve suitable land to satisfy refuse disposal needs and promote the use of creative, efficient resource recovery and recycling.
- Plan for the appropriate reuse of mined lands and lands used for refuse disposal.
- Give priority to the provision of public utilities in urbanized areas and rural centers where existing facilities do not meet standards of quality and service.
- Extend public utilities only to those areas where local and regional plans provide for urban development, including provision of other essential urban services and facilities.
- Promote the cost effectiveness of public utilities by combining or decentralizing systems as appropriate.

Open Space Policies

Public and private open space land which is maintained with a very low ratio of public building coverage to total land area is a critical aspect of the region's environment. Examples include parks, conservation areas, forest preserves, golf courses, agricultural lands, some institutions, cemeteries and residential areas with two or more acres per dwelling unit. The preservation of open space is a primary strategy for conserving environmental resources, providing recreational opportunities and guiding urban development.

The conservation and management of natural resources and the natural environment through open space preservation helps maintain a balance between the human environment and natural ecosystems. Open space provides breathing space and area for the recreation and leisure time activities which improve the physical and mental well-being of the residents of the region. Furthermore, open space separates land uses and defines development areas, communities and neighborhoods, thereby creating harmonious land use relationships, guiding the pattern of urban development and enhancing the aesthetic quality of the region. Frequently, historic and cultural sites and structures can be saved for posterity through the preservation of open space.

While northeastern Illinois has outstanding natural areas, parks and a Lake Michigan lakefront which have been preserved and improved through the years, they are insufficient to meet the existing and future needs of the region. There is a need to preserve existing open space and to introduce new open space into fully developed areas deficient in open space. Since open space acquisition opportunities are limited in such areas, special attention should be given to using existing facilities to greatest advantage and to reducing the effects of imbalance between the location of people and the location of assets such as the Lake Michigan shoreline and park systems. In developing areas where preservation of lands frequently cannot keep pace with urbanization, existing preservation techniques must be fully utilized, new techniques should be developed, and financial resources must be used wisely to preserve the land which should remain in an open state. In rural areas, many of the remaining natural resources should be protected, sufficient recreational facilities for the rural population should be provided, and prime agricultural land should be identified and preserved, particularly where there is interface with expanding urban development.

Because of the important role of open space and the potential for its loss, the quantity, quality and location of open space areas should be carefully planned. Earliest plans for the northeastern Illinois region, particularly the Burnham Plan of 1909, contained major open space elements. More recently, open space needs have been identified in the Regional Open Space Plan adopted by the Northeastern Illinois Planning Commission in 1971. In addition, this Plan became a major component of the Eight-County Open Space Plan for the Chicago-Gary metropolitan area which was adopted in 1973. An open space planning effort can only be successful if all levels of government as well as the private sector work together toward achievement of open space objectives.

The following policies provide planning guidelines supportive of the regional goals and objectives:

- Preserve and provide open space where soil, geologic, flooding or other natural conditions would result in health, safety and physical maintenance problems if such land were intensively developed.
- In new development, promote increased recreational opportunity, environmental resource conservation and improved urban design through density control and site design.
- In dense older areas, utilize redevelopment opportunities for introducing new open space, mini-parks and recreation facilities into areas deficient in such facilities.
- Provide, develop and maintain readily accessible open space to help satisfy the outdoor recreation and leisure time needs in the region.
- Promote creative recreational programs and convenient, safe, well designed and maintained facilities to compensate for the climatic limitations of outdoor facilities and the shortage of open space opportunities.
- Encourage opportunities for use of major lakes and streams and their shorelines for public recreation.
- Provide continuous public access to the Lake Michigan shoreline and encourage use of the lake and its shoreline for public recreation purposes.
- Develop linear open space along streams, shorelines, utility and highway rights-of-way and abandoned rail lines to help satisfy open space and recreation needs.
- Guide and manage the use of open space to protect ecologically sensitive areas.
- Preserve open space where multiple benefits can be achieved or where critical single benefits can be achieved.
- Use open space to promote efficient and economical development patterns and improve the aesthetic quality of neighborhoods, communities, cities and the region.
- In order to provide adequate open space, use existing acquisition and non-acquisition techniques to the fullest, develop and use new techniques, and encourage participation of the private sector.
- Preserve open space in order to protect historic and other cultural resources.
- Protect existing open space from encroachment by unsuitable development.

Economic Policies

The quality of life and equality of opportunities of the region's residents depend, to a large extent, on a vigorous economy. The strength of the region's economy rests on many factors, including a diversified economic base, a strategic central location with respect to raw materials and national markets, a varied labor force, a highly developed transportation network, extensive urban services and sophisticated cultural, recreational and educational facilities. Manufacturing, particularly metals and machinery, printing and publishing and the chemicals/plastics/rubber group, continues to be a key activity. In addition, wholesale trade, transportation, finance, insurance and real estate make a substantial contribution to the richly diversified economic base.

Although it appears that our regional economic growth has nearly kept pace with national expansion, growth trends since 1960 have been somewhat slower than in previous decades. To avoid the economic problems now confronting other aging industrial regions, it is imperative that the causes of decline be dealt with before negative trends develop.

The following policies serve to identify the basic factors contributing to the region's economic vitality and guide specific actions designed to preserve the assets and minimize the liabilities.

- Support plans and programs to provide supplies of water and energy adequate for present and future needs and promote more efficient use of available resources.
- Improve the region's role as a national transportation center through programs supportive of air, truck, pipeline, water and rail networks and their interchanges.
- Improve transportation within the region to expedite and minimize costs of moving goods and people.
- Enhance the region's attractiveness for employers and employees by maintaining and improving environmental quality, public safety, and cultural, recreational, residential, and educational opportunities.
- Balance the objective of an improved environment with the need to maintain the vitality of the region's industries.
- Promote commercial and industrial development, redevelopment and conservation in areas with existing public facilities.
- Support programs and projects necessary to maintain the critically important economic vitality of the central city.
- Promote efficient operation of services that link demands for labor with the labor supply; and support manpower training, educational and other programs to increase availability of a skilled, diversified labor force and raise its productivity.
- Reduce government regulation and tax inequities that place unnecessary constraints on the regional economy.
- Insure return to the region of federal and state funds in increasing proportion to tax revenues generated within the region and commensurate with the needs of northeastern Illinois.
- Cooperate in activities to promote the positive economic attributes of the region to existing and potential employers.
- Maintain the viability of the region's agricultural industry through preservation of prime agricultural land where appropriate.
- Improve the quality and availability of data relating to economic development.

Energy Policies

As uncertainty increases concerning the traditional sources of energy for power, questions arise about the role energy supply will play in the development of northeastern Illinois. The need for reasonable energy consumption becomes even more urgent in light of dwindling fossil fuel supplies and uncertainty in new energy technologies. Much of our energy use is waste: some research indicates that the U.S. could, by reducing energy waste, cut its energy use by one half without changing the standard of living.

An examination of energy supply and consumption patterns for the nation and for the region indicates that NIPC's primary energy-related concern should be for conservation in our current energy consumption patterns.

Since the 1800's, the U.S. has become almost completely dependent upon non-renewable energy resources—petroleum, natural gas and coal. Today 94% of our energy comes from these three sources.

Crude oil production in the U.S. reached its peak in 1970, and has since decreased by about 8%. It is unlikely that we will ever again produce at the 1970 level. Domestic natural gas production peaked in 1973. Production decreased approximately 11% in 1975, and will steadily decline, probably more rapidly than oil. Coal is our largest domestic fossil fuel resource, and provides about 20% of our national energy budget. Even if coal production increases rapidly it is not likely to fulfill needs at present consumption levels, due to the drop in petroleum and natural gas supplies; and there are major environmental problems with mining and using coal.

Nuclear fission, which has in the last few years provided for an increasing percentage of electricity production has safety, environmental, financial and technical problems. Another problem with nuclear energy is that the fuel supply for nuclear fission is adequate for probably a maximum of 50 years, making nuclear energy an interim solution at best.

Because of the high proportion of electrical generation for this region provided by nuclear facilities, the breakdown of energy supply by source differs from national and state averages. Nationally about 1% of the total energy supply is provided by nuclear power, but in northeastern Illinois nuclear power provides 7.5% of our total energy supply. Our reliance on oil is slightly less than the national average (37% as opposed to 43%), and our reliance on coal is slightly higher (21.5% as opposed to 18%).

Per capita energy consumption in northeastern Illinois is lower than the state or national average. In 1972, the year before the Arab oil embargo, average per capita consumption for the U.S. was 346.3 million BTU's and in northeastern Illinois the average per capita consumption was 301.61 million BTU's. The lower consumption patterns in northeastern Illinois are due in large part to the compact, dense development patterns which characterize a significant portion of the region.

As the regional planning agency for six counties in northeastern Illinois, NIPC is in a key position to affect energy consumption patterns. The goals, objectives and policies of NIPC's *Comprehensive General Plan* have implications for energy use. Since NIPC's comprehensive and functional plans are used as a basis for A-95 Review procedures and as guidelines for technical assistance activities, the energy implications of those plans have a significant impact on the region. As energy conservation becomes a more important national goal, NIPC has a responsibility to see that regional plans and policies encourage conservation. Energy-related constraints on new growth and development should be recognized and development patterns which contribute to low consumption patterns should be promoted.

The following policies provide planning guidelines supportive of the regional goals and objectives:

- Encourage modification of development patterns to reduce demand for energy by:
 - Promotion of a transportation and communication system designed to minimize the travel distance for person and goods movement and to use the most energy efficient system.
 - Encouragement of an appropriate mix of land uses designed to minimize the need for travel.
- Encourage urban development and redevelopment within existing communities and in compact development areas.
- Support programs that minimize the negative impact on nearby communities resulting from energy production and resource and energy transmission.
- Develop guidelines for new industrial and commercial development which consider the impacts on energy consumption patterns as well as on jobs and economic growth.
- Promote local building, zoning, and subdivision regulations which encourage experimentation and development of heating and cooling systems based on new energy technologies.
- Promote the use of energy efficient heating, cooling, and insulation standards.
- Protect energy utility rights-of-way for future use and, where possible, utilize common corridors with other utility systems to minimize adverse land use impacts of energy transmission lines.
- Develop plans, in conjunction with utility companies, for an adequate energy supply consistent with other functional planning objectives.
- Establish a process for channeling public comments into siting decisions for major energy facilities at an early stage.
- Encourage the utilization of coal resources to relieve pressure on oil supplies, contingent upon the implementation of positive steps to minimize the impact on air quality of sulphur oxides and particulate matter.
- Recognize the need for utilization of nuclear fission as only an interim source of energy, and support development of and adherence to safety and environmental standards.
- Encourage the development of long-range renewable sources of energy such as solar and wind power, and the utilization of solid waste materials and cogeneration as energy sources, giving due consideration to appropriate environmental and technical concerns.

Human Resources and Services Policies

The people who live and work in northeastern Illinois are the region's most valuable resource. The policies on Human Resources and Services are intended to protect and enhance this resource. They promote the opportunity for each person to attain and improve their cultural, social and economic conditions and contribute to the full extent of their ability. To accomplish this, comprehensive regional planning is now adding the concern for development of human resources with the more traditional concern for development of physical resources.

Planning must identify the need for such human services as health and social welfare, manpower development, comprehensive employment training and criminal justice. The equitable provision of these services is essential to both individual and family development, as is the improvement in the quality of and accessibility to cultural, recreational and social facilities.

The planning and implementation of both physical and human services should be mutually supportive with activity in each area assessed for its impact on the other. The state of the art, however, is not yet well developed and NIPC is working toward identifying the methods necessary to realize a more effective coordination of physical and human services.

The structure for the delivery of human services in northeastern Illinois is unusually complex. The region's large and diverse population, its size, and its myriad of independent and overlapping public and private institutions responsible for providing these services contribute to this complexity. As a result, the responses to human needs are typically fragmented and temporary. This has contributed to a maldistribution of facilities and manpower, high costs and duplication, and deficient services for racial minorities and the poor.

The following policies are intended to assist in the improvement of planning and delivery of Human Resources and Services, the minimization of fragmentation, and the development of a comprehensive planning approach.

- Promote the development of coordinated and comprehensive Human Resources and Services planning.
- Promote improved technical and managerial skills in Human Resources and Services planning.
- Consider the long-range impacts of current Physical Resources planning on Human Resources and Services.
- Promote the incorporation of human resource and service concerns into long-range comprehensive planning activities at all geographic levels.
- Promote the equitable, efficient, and effective access to human services for all residents of the northeastern Illinois region regardless of geographical location, income, race, age, or physical handicap.
- Encourage the participation of consumers in the planning, implementation and evaluation of Human Resources and Services.

Recreation Policies

Recreation can be broadly defined as the use of leisure time—those activities which one chooses to do which are not required for one's existence or subsistence. Since leisure time activities are at least as significant in our lives as "work" activities, the satisfaction provided by leisure time experience becomes an important measure of our quality of life. Recreation can be useful in improving and maintaining physical and mental health. It provides the stimulus that comes from achievement as well as the relaxation required by the pace of contemporary living. It provides the opportunity to learn, to develop and direct creative abilities and to contribute to the cultural development of the region.

In recent decades, the satisfaction of recreational needs has become a major interest of government and private enterprises alike. In northeastern Illinois, the response of the public sector involves most general purpose governments and several hundred other jurisdictions which provide recreational facilities and programs. At the same time many private businesses, agencies and organizations attempt to respond to the varied and rapidly changing recreational demands of the public.

Recreation is an important component of the comprehensive planning process. Recreation involves the expenditure of large amounts of public funds. Recreational areas and facilities occupy space and utilize natural, human and energy resources. They place demands on metropolitan area systems for open space, transportation, water supply and waste disposal. All of these factors indicate that recreation must be an integral part of the comprehensive planning process. Clearly, while recreation is and must continue to be a crucial concern of open space planning, a broader perspective is necessary so that the importance of indoor recreational opportunities, recreational programs, educational and cultural resources, transportation services and other urban systems is adequately considered.

The goals of the Comprehensive General Plan strive for equality of opportunity, a high quality of daily living and responsive and effective government. In order to achieve these goals the Plan indicates that we should "reduce disparities in the quality of...recreation... services essential to the family and personal development, improve the quality and accessibility of...recreational...amenities, widen opportunities for individuals to participate in shaping public policies and decisions, and minimize the proliferation of local and special purpose governments." There are two major recreation concerns which must be addressed in response to these goals and objectives:

- 1. Increase the individual's choice of recreation activity by providing a greater variety of opportunities, and
- 2. Provide a greater parity of individual opportunity for recreation among the people of the region.

A wide variety of improvements in planning processes, the operation of service delivery systems and cooperation among various organizations are required in order to respond to these concerns. The responses will involve increasing our sensitivity to the wide variety of human recreational need, providing greater access, improving management, maintenance and financing of recreation systems, making better use of existing facilities and natural resource areas, improving the dissemination of information concerning recreation opportunities, defining appropriate roles for the public and private sectors, and developing and using improved planning and coordination tools.

The following policies provide planning guidelines supportive of the regional goals and objectives:

- Improve the quality of the recreational planning process in order to accurately identify the needs of the region's residents and visitors and improve the delivery of recreational services and facilities toward fulfillment of those needs.
- Encourage development of standards for recreation facilities and programs which reflect the differences of choice and demand for recreation throughout the region.
- Incorporate the planning of recreational facilities and programs into comprehensive planning at the local, regional, state and federal levels.
- Increase accessibility to recreational opportunities through the convenient location of facilities and the provision of transportation services, including public transportation to recreational facilities.
- Provide adequate financing for the development, operation and maintenance of recreation facilities and programs through judicious use of public and private funds, including user fees where appropriate.
- Promote techniques of management, including maintenance, of recreational facilities and programs which increase recreational opportunities through an improved use of financial, physical and human resources.
- Encourage standards of design and maintenance which preserve and enhance the usefulness and attractiveness of recreation facilities in order to avoid unnecessary rehabilitation and replacement costs.
- Use techniques of planning and management which encourage efficient use and conservation of existing facilities, open space and natural resources for recreational purposes, particularly in the unique and outstanding recreational resources in the region.
- Increase coordination and cooperation among public and private purveyors of recreational programs and facilities in order to eliminate duplication and deficiencies of opportunities.
- Provide more effective communication concerning the availability of recreational opportunities in order to increase the utilization of existing facilities and programs.

Adopted Functional Plans

The following Functional Plans have been officially adopted by the Northeastern Illinois Planning Commission and are hereby incorporated by reference as elements of the Comprehensive General Plan.

Open Space

Regional Open Space Plan: An Element of the Comprehensive General Plan for Northeastern Illinois. Adopted March 3, 1971, 53 pages.

Short Range Open Space Program for Northeastern Illinois.
January 20, 1972, 20 pages.

Eight County Summary Open Space Plan for the Chicago-Gary Metropolitan Area.
Interstate Planning Committee. March, 1974 (one foldout map).

Public Utilities

Regional Wastewater Plan: An Element of the Comprehensive General Plan for Northeastern Illinois. Adopted March 3, 1971, (eighth revision, June 12, 1974), 59 pages.

Annex K-1 Transitional Plan and Program, Carpentersville-Dundee's-Sleepy Hollow Areas, Kane County. October 18, 1973, 31 pages plus exhibits.

Annex L-1 Transitional Plan and Program Northwest Service Area, Lake County.
June 12, 1974, 37 pages.

Annex L-2 Transitional Plan and Program Southeast and Deerfield Service Areas, Lake County. October 18, 1973, 24 pages plus exhibits.

Regional Water Supply Plan: An Element of the Comprehensive General Plan for Northeastern Illinois. Adopted June 15, 1978.

Transportation

1995 Transportation System Plan for the Northeastern Illinois/Northwestern Indiana Region. Chicago Area Transportation Study, Northwestern Indiana Regional Planning Commission. Adopted with NIPC amendment November 21, 1974, 18 pages.

Stormwater

Regional Overbank Flooding and Stormwater Drainage Policy Plan: An Element of the Comprehensive General Plan for Northeastern Illinois. Adopted June 17, 1976, 21 pages.

Solid Waste

Regional Solid Waste Management Policy Plan: An Element of the Comprehensive General Plan for Northeastern Illinois. Adopted June 17, 1976, 27 pages.

Land Use

Regional Land Use Policy Plan: An Element of the Comprehensive General Plan for Northeastern Illinois. Adopted June 15, 1978.

Residential

Regional Residential Policy Plan: An Element of the Comprehensive General Plan for Northeastern Illinois. Adopted June 15, 1978.

Technical Planning Documents

The Northeastern Illinois Planning Commission has accepted the following documents for technical planning purposes.

Population Forecasts

Revised County and Township Population Forecasts. County and township population forecasts in this document were approved by the Northeastern Illinois Planning Commission on August 19, 1976 after municipal and county review during the spring and summer of 1976.

Transportation

Mass Transit Development Program of the Northeastern Illinois/Northwestern Indiana Region, Fiscal Years 1975-1979. Regional Transportation Planning Board. November 21, 1974, 198 pages.

Residential

A Plan for Balanced Distribution of Housing Opportunities for Northeastern Illinois. Regional Housing Coalition. April, 1974, 33 pages. The basic goals and principles of the Plan were endorsed by a resolution, passed by the Commission September 19, 1974.

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